

**UNITED NATIONS CAPITAL DEVELOPMENT FUND
UNITED NATIONS DEVELOPMENT PROGRAMME**

**Project 'Support to Decentralised Planning & Finance in the
Provinces of Nampula and Cabo Delgado /Mozambique'
(MOZ/01/C01 – MOZ/01/001)**

Mid-term evaluation report

**Winfried Borowczak
Edda Collier
Dermot O'Sullivan
Aslak Orre
Gaye Thompson**

Andreas Danevad (collaboration)

final version 2.0 17.12.2004

EXECUTIVE SUMMARY

I. Background

The project under evaluation represents a continuation, refinement and extension of two projects, namely MOZ/93/C01 'Local Development Fund Programme in Nampula Province', (1995-1998) and MOZ/98/C01 – MOZ/98/001, the 'District Planning and Financing Project in Nampula Province' (1998-2001). The reason for the continuation and extension of the latter was due to the interest of UNCDF and other donors in extending the experiences gained to all districts in Nampula Province and replicating the Nampula experiences in other provinces. There was a common interest, too, of the GoM, UNDP/UNCDF and other donors to sustain the National Programme on Decentralised Planning and Finance, based in the DNPO.

Project preparation started with the MTE of the previous Project MOZ/98/C01 – MOZ/98/001) in mid 2000, which recommended that the project be continued into a second phase to ensure the consolidation and sustainability of the results achieved. On this basis a Project Identification Mission was fielded in June 2000. The main result was a Project Concept Paper (PCP) for Nampula only. Following the PCP, the Government of Norway, through NORAD, indicated a strong interest in supporting a flexible replication of the Nampula experience in Cabo Delgado Province. This received a positive response from UNCDF and the Cabo Delgado Provincial Government as well. Following broad approval of the PCP, a Project Formulation Mission was fielded by UNCDF in November-December 2001. The principle outcome of this exercise was that phase II of the project would have three related but distinct components: (1) the consolidation and deepening of the Nampula pilot project, (2) the flexible replication of the Nampula experience in selected districts in Cabo Delgado, and (3) direct technical support for the development of the national PPF programme.

During 2002-2003 following the start of the phase II it became clear that there were in fact still 2 projects. This led to discussions between the UNCDF and UNDP about the effective integration of the two projects into one single project. This was finally agreed on the basis of an Amendment to the PRODOC of 2002 by a mission in September 2003. The expected practical consequences of this integration were to integrate PPF Nampula, PPF Cabo Delgado and the former UNDP project in DNPO into a single PPF project with (1) one integrated management structure, (2) one integrated and mutually supportive log-frame, and (3) one single integrated budget.

II. Description of the project

Development objective

To contribute to poverty reduction through improved local governance.

The immediate objective

To increase access by rural communities to basic infrastructure and public services, through sustainable and replicable forms of decentralized, participatory planning, budgeting, financing and public management.

The project has 7 outputs:

Output 1: Participatory planning cycle for local government (districts, municipalities and provinces) established, institutionalised and made self-sustaining.

Output 2: Local government financial systems established and managed in a responsible and transparent manner that increases local government income.

Output 3: Provincial and District Governments have established and institutionalised a transparent system for the implementation, supervision, operation and maintenance of basic infrastructure.

Output 4: Institutional (including human) capacity strengthened and made self-sustaining for improved local government performance.

Output 5: Gender and vulnerable group issues effectively mainstreamed into local development and governance processes.

Output 6: Innovations such as local economic development, natural resource management and district-municipality integrated planning included in the decentralized planning methodology.

Output 7: Best practices generated through decentralised planning are systematized, standardized and articulated in support of the elaboration of a National Strategy for Decentralized Planning and Financing.

It was agreed in the Amendment that district development plans are elaborated on the basis of the introduction of participatory planning techniques and the establishment of community consultation. These plans will be vertically and horizontally integrated into the planning and budgeting system. District development funds are established to support the funding of small infrastructure projects identified and prioritized in district development plans. Funds are managed by local administrations in a transparent way. Support is given to local administrations to increase their revenue generation capacities through the introduction of improved and transparent accounting procedures. Small infrastructure projects are identified and prioritized with community participation and in a transparent way. Local communities are supported to be involved in the supervision of construction and the operation and maintenance of the infrastructure. The capacity of local government is strengthened through training of trainers in relation to all aspects of the planning cycle and local government finance. As poverty-orientated district development plans are sensitive to gender and vulnerable groups, support shall be given to increase the participation of women in community participation structures and procedures. The needs of women and vulnerable groups are taken into account in the elaboration of annual plans and in the prioritization of activities. Local economic development and natural resource management will be reflected in district development plans and annual operational plans. The coordination of district development plans with municipal plans will be supported. The project seeks to ensure that the experiences and positive lessons from the provincial pilots are mainstreamed and reflected in national policy relating to decentralized planning and finance and the wider public sector reform process.

III. Main Evaluation Findings

Evaluation of project design, organization and management

The finally agreed and implemented integration of 3 project components into 1 single project with (1) one integrated management structure, (2) one integrated and mutually supportive log-frame and (3) one single integrated budget was correct. But the Amendment did not overcome that both Nampula, as well as Cabo Delgado continue to operate with different sets of indicators, verification means and assumptions.

The definition of the Immediate Objective (III.) is rather problematic. Placing the desire to “increase access by local communities to basic infrastructure and public

services” at the outset of the objective can give the misimpression that the project is primarily concerned with provision of infrastructure. The “character” of the project as basically a learning project for different actors, including ideally the whole population, to improve governance on district and local level could be unintelligible.

Another defect of the objectives and outputs is their rather over-ambitious nature. The log-frame is overloaded with pre-defined activities and sub-activities, so that the project staff has only a small margin of flexibility to react positively in face of new developments or challenges, which may emerge during the implementation of the project or if they do so, then the project is put under stress. An aspect of this overload is the lumping together of quite different issues especially in Output 6 (see III.), which includes such different areas as local economic development, natural resource management and others. This incoherence is emphasised by the fact that in both provinces’ project staff, there is no real experience, expertise or capacity in the mentioned areas.

The general point here is that due to the sequencing of activities, combined with the heavy workload resulting from an over-ambitious log-frame together with, at the same time, the slow delivery of essential inputs (funds, equipment, allocation of personnel), the project was put under stress and at risk of serious delays from the outset. But even under these sometimes adverse conditions, the components managed to keep the project on the right track.

Evaluation of results

Output 1:

Achievements: Participatory planning cycle for all 18 districts in Nampula province is established and institutionalised. All districts have a District Development Plan. First steps of the participatory planning cycle in 3 districts in Cabo Delgado Province have been undertaken. Preparations for the introduction of the participatory planning cycle in another 3 districts in Cabo Delgado province have been started.

Constraints: The participation system is still not self-sustaining. Strong dependency on NGOs to foster the participation cycle. Still no sign of introduction of participatory planning in the municipalities.

Output 2:

Achievements: Elaboration and establishment of a system for the register and control of district revenue. First positive results in some districts in Nampula province, where a transparent financial management system has been established. In some cases district revenue has increased substantially. All 18 district of Nampula Province with district budgets linked to the district-PES.

Constraints: Lack of awareness of the need in some district administrations to introduce innovations in their fiscal management system. Lack of qualified finance personnel.

Output 3:

Achievements: In Nampula Province, the achievements with regard to meeting infrastructure needs within the framework of the participatory planning process and with the support of the FFD is very positive.

Constraints: In Cabo Delgado the lack of progress on the ground is of concern particularly with respect to the risk of the participatory planning approach losing credibility with its primary audience. Project external decision makers, namely DPOPH, are not fully complying with their obligations to enhance the provision of infrastructure to communities. The rules and regulations to secure transparent public

tendering, purchasing etc. are obstacles for a fast infrastructure delivery. The maintenance of basic infrastructure remains unresolved.

Output 4:

Achievements: Comparatively highly qualified technical teams only in areas in which participatory planning has taken place over several years.

Constraints: Lack of institutional capacity and lack of self-sustainability of the participatory planning cycle, which even in most districts of Nampula Province hasn't become a routine process and in Cabo Delgado province is still at an embryonic stage. Technical teams at provincial and especially at district level, are only ad-hoc bodies, struggling with a high rate of personnel changes and therefore they cannot comply fully with their role as key players in that process. Financial means for the inherent costs of the participation system completely dependent on the project.

Output 5:

Achievements: Some gender training done and some gender relevant material elaborated and distributed to the technical teams at provincial and district level.

Constraints: The position of gender advisor in Nampula Province has been vacant for 1 year. Therefore no input to Cabo Delgado province. Absence of an explicit gender strategy, taking gender as a cross-cutting issue. This applies also to vulnerable groups, which in the programme's day-to-day policy seem to be completely eclipsed.

Output 6:

Achievements: Growing awareness of the project staff of the need to include specifically local development issues into the decentralised planning methodology, raised by communities, which prioritise more and more economic-related infrastructure and activities.

Constraints: No specific expertise or capacity within the project staff in the area of local economic development or natural resource management, both of which are specialised fields. Integrated district-municipality planning seems to be a political "hot potato" that nobody wants to touch.

Output 7:

Achievements: Specific inputs from the project, via DNPO, to the Guidelines of Community Participation in District Planning, for the participatory planning and financial administration aspects of the regulations for the Local Government Act (LOLE). Elaboration of manuals for district planning and district annual socio-economic plans (PES). Strong influence on the approach of other projects in the field of participatory planning and decentralised planning and finance.

Constraints: The generated and recognised best practices of the project are sufficiently systematised and articulated within the restricted circle of specialists of the elaboration of a National Strategy for Decentralised Planning and Financing, but insufficiently communicated to a broader audience.

IV. Recommendations

(For a full list of recommendations see Section 7.3 of the report)

Recommendations on project design, organisation and management

- 1.) Underline the character of the project as basically a learning process for the establishment of a new governance system. Put this in front of the formulation of the project objective and relegate the access of local communities to basic infrastructure and public services, although important and highly appreciated, on a secondary place.
- 2.) Concentrate on the core business of the project and rethink Output 6. A possible solution for including local economic development is to enter into a partnership with an organization or NGO which has specialist knowledge and experience in this area.
- 3.) The MTE team encourages the project to develop a consolidated work-plan for 2005 and a consolidated budget including all 3 project components. It recommends additionally to come to a new consolidated PRODOC with a single log-frame with indicators, activities etc. in one document. The coordination of the time-frames of the 3 components, so that they all end at the same time, would also facilitate in coordinating the project.
- 4.) There is no doubt that the disbursements have to be improved. They have to be carried out in time and the amounts transferred have to be according to what was planned. The procedures for procurement and other processes have to be simplified. Also the occupation of vacant positions has to speed up. UNDP Maputo should give priority to a rapid solution of these problems.

Recommendations on outputs

- 1.) Enhance the self-sustainability of the participatory planning process by more training of the members of the Consultative Councils, the District Governments and the technical teams at provincial and district level. Special attention has to be given to the participation of women in the participatory planning process.
- 2.) Replicate the positive experience of Mogovolas District in improving its financial administration in all districts in the Province of Nampula and those districts of Cabo Delgado province where the introduction of participatory planning has just started. Reinforce the Government's policy of transforming the districts into budget units by supporting all districts in Nampula province in 2005 and those districts of Cabo Delgado province that have district development plans in 2006, to handle their own budget for the district administrations. Support the districts to develop and apply a rational tributary policy, taking into account the tributary potential of the district.
- 3.) As the internal capacity problems of the DPOPH Cabo Delgado seem to be on the way to being resolved, the next challenge is the placement of district public works technicians within the apparatus of all district administrations. Greater emphasis needs to be placed on improving internal and external project communications. More opportunities for advisors to discuss issues in a relevant framework with DPOPH and the districts, within and between provinces are required. The central level advisory team and particularly the Public Works Advisor should be leading and facilitating such initiatives. Project staff, together with technical teams should influence the

district administrations to pay more attention to maintenance through the introduction of a respective regulation framework.

4.) Raise considerably the level of training to all key players mentioned above, especially at district level. Specific training curriculum and modules for members of District and Administrative Post Consultative Council Members. Elaboration of a strategy for transforming the technical teams at provincial and district level into a sort of institutionalised multi-sector 'participatory planning unit' within the provincial government, as well as in the district administration, in the framework of the reform of the state administration and the 2003 Local Government Act (LOLE), in order to guarantee continuity and to move ahead in institutionalising participatory planning. Elaboration of a standardised training curriculum for technical team members, in order to credit their training efforts in the framework of further training and respective consequences for their professional career. It will be important that in future, the Government strengthens its financial commitment to the project. The inherent costs of the participatory planning systems should little by little be transferred to the national, provincial and district governments.

5.) Elaboration and mainstreaming of an explicit gender strategy including specific activities and indicators. Elaboration of a specific training curriculum and the introduction of a gender dimension to training materials. Elaboration of a specific strategy for the inclusion of all vulnerable groups into the participatory planning process. Fill the vacant gender advisor position as soon as possible with a high quality candidate.

6.) Raise the capacity of the project on local economic development and natural resource management issues by specific external consultancy input. Alternatively "sub-contract" this component of the project to an NGO or other organisation with specific knowledge and experience in this field (for example, CLUSA in Nampula). Start to overcome the district-municipality divide by approaching municipalities surrounded by a district with an established participatory planning process, to support also the introduction of participatory planning within their respective territory. Remove the introduction of participatory planning at province level from the log-frame for the current project phase in order to avoid project overload.

7.) Develop a specific communication strategy including tools for systematization, communication and dissemination of outcomes and best practices, f. ex. the establishment of a specific web-site of the project.

V. Best practices and lessons learned

1.) All three project components are physically and institutionally well integrated into both partner institutions. Instead of renting office space distinct from the offices of the partner, the project became strongly integrated, so that for persons from outside, it is difficult to distinguish between project staff and partner institution personnel.

2.) Although the integration of NGOs into the participatory planning system as a sort of training and mobilising mechanism in the long run can create problems, it was correct to sign Memorandums of Understanding with a number of NGOs. This gives at least a minimum of planning security for a predictable period.

3.) Building up effective Technical Teams at District Level and institutions for community participation as in many parts of Nampula Province is the result of reasonable support provided over a period three times longer than Cabo Delgado

has received up to now. Although training materials and procedures have been produced in the process so that replication could be more easily facilitated, the creation and effective operation of IPCCs in Cabo Delgado will still require support and supervision beyond this project phase. The lesson that you have to take your time with community participation activities pays dividends in the long run. It is evident, but often not heeded in the rush to reach the objectives of having PDDs and PES in operation.

4.) The introduction of District Development Funds was a highly innovative step to concretise participatory and decentralised planning. It was adapted to the reality of the districts, because of their status as non-budget units. The FDDs made it possible to overcome this obstacle and to create a spring-board to enter into the question of financial administration as a broader challenge.

5.) The District of Mogovolas is the forerunner in the field of improved financial administration, in respect of its progress in institutionalising transparent and efficient internal financial management, and its efforts to increase district receipts. Between 1999 and 2003 Mogovolas District managed to increase its own receipts, through fees and licences, by a factor of 14.¹ Additionally in Mogovolas a sort of fiscal policy was developed involving annual consultation with the most important licence-payers, the market stallholders, in order to avoid too-high charges and the risk of consequent “flight” into the informal economy.

6.) The experience in Cabo Delgado indicates that for programmes in their early stages, the rapid roll-out of basic infrastructure in order to achieve credibility for participatory planning processes and meet the expectations of its primary audience at community level is often not possible through conventional public works planning, procurement and execution systems. On the other hand the Nampula experience confirms that in the medium to longer term increasing confidence can be attained as successive implementation cycles are completed and concrete results are achieved on the ground.

7.) Future programme design could take into consideration the implementation of an initial ‘fast track’ bridging mechanism with a duration of (say) two years in order to maintain stakeholder confidence while simultaneously allowing time for the more conventional process to ‘bed down’. Important benefits to be derived from such an approach include allowing managers and advisors to maintain an appropriate focus on important strategic issues without having to divert resources to deal with short term capacity crises, which will inevitably arise when there are large incremental increases in the demands being made on under-resourced systems.

¹ cf. for additional information McGill, Ronald, Back to Office Report, 03./10.04.2004, p. 5-8

TABLE OF CONTENTS

	page
EXECUTIVE SUMMARY	i
TABLE OF CONTENTS	1
TECHNICAL REMARKS	2
LIST OF ABBREVIATIONS	3
1. PROJECT DATA SHEET	6
2. HIGHLIGHTS OF THE MISSION	7
3. THE EVALUATION MISSION: PURPOSE, EVALUATION TEAM, ACTIVITIES, METHODOLOGY USED, STRUCTURE OF THE PRESENT REPORT	12
3.1 Purpose of the mission	12
3.2 The evaluation team	12
3.3 Methodology used	12
3.4 Schedule of activities	14
3.5 Structure of the report	16
4. HISTORY AND CURRENT STATUS OF THE PROJECT, PREPARATION AND DESIGN, IMPLEMENTATION AND MANAGEMENT ISSUES	18
4.1 Policy background, project history and current project status	18
4.2 Project preparation, design and relevance	19
4.3 Project implementation and management	24
5. EVALUATION FINDINGS REGARDING THE PROJECT'S OUTPUTS	45
5.1 Output 1: To what extent is participation working?	45
5.2 Output 2: Innovations in public financial administration at district level	67
5.3 Output 3: Financing and execution of infrastructures as the most visible part of the project	75
5.4 Output 4: The sustainability of project achievements / the question of an exit strategy	91
5.5 Output 5: Gender as an important cross-cutting issue: institutional mechanisms to mainstream gender equality	96
5.6 Output 6: Innovations outside the core business of the project?	102
5.7 Output 7: A missing communication strategy	105
6. FINDINGS REGARDING THE BROADER POLICY ENVIRONMENT OF THE PROJECT	107
6.1 The political environment of decentralisation and the PPFD project	107
6.2 Project approach or General Budget Support – The PPFD at the crossroads of divergent aid modalities	109
7. CRITICAL ISSUES, LESSONS LEARNED AND BEST PRACTICES, RECOMENDATIONS	111
7.1 Critical issues	111
7.2 Best practices and lessons learned	114
7.3 Key recommendations	115

8. ANNEX OF SPECIFIC ANALYSES	125
9. LIST OF PERSONS INTERVIEWED	134
10. LIST OF DOCUMENTS AND REFERENCES USED IN THE EVALUATION	140
11. TERMS OF REFERENCE	146

TECHNICAL REMARKS

The present report refers to the evaluated project as 'project' or 'PPFD project' although it is composed of different parts. These are denominated as 'components' or 'project components'. The PPFD project is part of the national **Programme** on Decentralised Planning and Finance, based in the DNPO.

Although the report is written in English, the abbreviations used are the official ones used in Mozambique and derived from Portuguese.

LIST OF ABBREVIATIONS

AAA	German Agrarian Action (international NGO)
AC	Community Leader/Authority
ADPP	Humana People to People (international NGO)
AKF	Aga Khan Foundation
ANE	National Roads Administration
AR	Assembly of the Republic
ATLAS	UNCDF financial administration system
BdPES	Balance of the Social and Economic Plan
CARE	International NGO
CBO	Community based Organization
CC	Consultative Council
CCD	District Consultative Council
CCL	Locality-level Consultative Council
CCPA	Consultative Council at Administrative Post level
CDC	Community Development Committee
CDL	Local Development Committee
CEPKA	Local NGO
CFMP	Medium-Term Fiscal Prediction
CGE	General State Account /Treasury
CIRESP	Inter-ministerial Council for Public Sector Reform
Concern	International NGO
CTA	Chief Technical Advisor
DAR	Department of Rural Water (within MOPH)
DAS	Department of Water and Sanitation (within DPOPH)
DBS	Direct Budget Support
DCI	Development Cooperation Ireland
DDADR	District Directorate of Agriculture and Rural Development
Ded	Department of Buildings/Construction (within DPOPH)
DEP	Department of Roads and Bridges (within DPOPH)
DFID	Department for International Development
DNA	National Directorate of Water Works (within MOPH)
DNDR	National Directorate of Rural Development (within MADER)
DNE	National Directorate of Buildings (within MOPH)
DNPO	National Directorate of Planning and Budgeting (within MPF)
DNPOT	National Directorate of Territorial Planning
DPAC	Provincial Directorate for Support and Control
DPADR	Provincial Directorate for Agriculture and Rural Development
DPCAA	Provincial Directorate for Co-ordination of Environmental Affairs
DPE	Provincial Directorate of Education
DPMCAS	Provincial Directorate for Women and Social Welfare Coordination
DPO	Department of Planning and Budgeting (within the DPPF)
DPOPH	Provincial Directorate of Public Works and Housing
DPPF	Provincial Directorate of Planning and Financing
DPS	Provincial Directorate of Health
EP1	Primary school 1, (1 st through 4 th grades)
EP2	Primary school 2, (5 th through 7 th grades)
EPAP	Provincial Planning Support Team (in Cabo Delgado Province)
ETD	District Technical Planning Team
ETP	Provincial Technical Planning Team (in Nampula Province)
EUR	Euro
FC	Community (Planning) Facilitator
FDD	District Development Fund
FDL	Local Development Fund

FRELIMO	<i>Frente de Libertação de Moçambique</i> – ruling party in national Government and the majority of the municipalities
GBS	General Budget Support
GoM	Government of Mozambique
GTZ	German Development Cooperation
GVS	German Volunteer Service
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
HQ	Head-quarters
IDPPE	Small Scale Fishing Development Institute
IDWG	Informal Donor Working Group on Decentralization
IFAPA	Institute for Public Service and Municipal Training
IP	Investment Project
IPCC	Participative Institutions for Community Consultation
IRN	National Reconstruction Tax
JR	Joint Review
LADF	Local Agricultural Development Fund
LED	Local Economic Development
LIG	Local Investment Grant (=SIL)
LOLE	Law on the Local Organs of the State
M&E	Monitoring and Evaluation
MADER	Ministry of Agriculture and Rural Development
MAE	Ministry of State Administration
MAMM	Mogovolas, Angoche, Moma and Mogincual districts (SNV programme)
MARRP	Manica Resettlement and Rehabilitation Programme
MIC	Ministry of Industry and Commerce
MIS	Monitoring and Information System
MOPH	Ministry of Public Works and Housing
MOU	Memorandum of Understanding
MPF	Ministry of Planning and Finance
MTE	Mid-Term Evaluation
MZM	Meticaís (Mozambique currency)
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development Co-operation
NPCS	Provincial Unit for combating HIV/AIDS
NRM	Natural Resource Management
NRP	Regional Planning Unit (MAMM)
OE	National Budget
OLE	Local Organ of the State
OLIPA	National NGO
OMM	Organisation of Mozambican Women
ONG	NGO (Non-Governmental Organisation)
OPHAVELA	Local NGO for group savings and loans
ORAM	National NGO
OSEO	Swiss Labour Cooperation
PA	Administrative Post
PAAO	Annual Activity Plan and Budgets
PAF	Performance Assessment Framework
PAI	Annual Investment Plan
PARPA	Accelerated Program for the Reduction of Absolute Poverty (=PRSP)
PCP	Project Concept Paper
PDD	District Development Plan
PES	Social and Economic Plan
PFM	Project Formulation Mission
PPFD	District Planning and Finance Project
PPFD-C	District Planning and Finance Project – Central Provinces

PPFD-CD	District Planning and Finance Project – Cabo Delgado
PPFD-N	District Planning and Finance Project – Nampula
PRA	Participatory Rural Appraisal
PROCIPP	Public and Private Institutions Training Programme
PRODER	Rural Development Program
PRODOC	Project document
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PSR	Public Sector Reform
PTIP	Triennial Public Investment Plan
PWA	Public Works Advisor
RADIF	Rural Access District Investment Fund
RCA	Recognised Community Authority
RENAMO	<i>Resistência Nacional de Moçambique</i> – main opposition party, governing 5 municipalities
SAL	Agricultural fund
SALAMA	Local NGO
SdB	Township (Frelimo) secretary (<i>Secretário de Bairro</i>)
SDC	Swiss Development Cooperation
SIFAP	Public Administration Training System
SIL	Local Investment Fund
SISTAFE	State Administration Financial System
SNV	Dutch NGO
SWAP	Sector Wide Approach
TOR	Terms of Reference
TT	Technical Teams (ETP / EPAP / ETD)
USD	United States Dollars
UTRAFE	Technical Unit for the Reform of State Finances
UTRESP	Technical Unit for Public Sector Reform

1 PROJECT DATA SHEET

Project Data:																	
Country	Mozambique																
Project Number	MOZ/01/C01 (UNCDF), MOZ/01/001 (UNDP)																
Project Title	Support to Decentralised Planning and Financing in the Provinces of Nampula and Cabo Delgado																
Project Short Title	District Planning and Financing Project – PPF																
Sector	Development Strategies, Policies and Planning (0210)																
Government Executing Agencies	Ministry of Planning and Finance/National Direction of Planning and Budgeting Provincial Directorates of Planning and Finance, Provinces of Nampula and Cabo Delgado																
Geographical Scope	Entire Province of Nampula, 6 districts of the Province of Cabo Delgado																
Approval Date	May 2002																
Starting Date	May 2002																
Amendment	September 2003																
Completion Date	April 2006																
Project Budget (USD)	<table> <tr> <td>UNCDF</td><td>3,000,000</td></tr> <tr> <td>UNDP</td><td>2,653,400</td></tr> <tr> <td>Government of the Netherlands</td><td>4,514,000</td></tr> <tr> <td>Government of Norway</td><td>4,138,200</td></tr> <tr> <td>DCI</td><td>1,178.200 (fixed as 1,000.000 EUR)</td></tr> <tr> <td>SDC</td><td>600,000</td></tr> <tr> <td>Total</td><td>16,083,600</td></tr> <tr> <td>Government of Mozambique (in kind)</td><td>500,000</td></tr> </table>	UNCDF	3,000,000	UNDP	2,653,400	Government of the Netherlands	4,514,000	Government of Norway	4,138,200	DCI	1,178.200 (fixed as 1,000.000 EUR)	SDC	600,000	Total	16,083,600	Government of Mozambique (in kind)	500,000
UNCDF	3,000,000																
UNDP	2,653,400																
Government of the Netherlands	4,514,000																
Government of Norway	4,138,200																
DCI	1,178.200 (fixed as 1,000.000 EUR)																
SDC	600,000																
Total	16,083,600																
Government of Mozambique (in kind)	500,000																
Expenditure (USD)	Total (2002 + 2003) 6,026.380																
Exchange Rate	1 USDollar = 21.600 Meticals (October 2004)																
Development Objective	To contribute to poverty eradication through improved local governance																
Immediate Objective	To increase access by local communities to basic infrastructure and public services through sustainable and replicable forms of decentralised participatory planning, budgeting, financing and public management																
Expected Outputs	<ol style="list-style-type: none"> 1. Participatory planning cycle for local government (districts, municipalities and provinces) established, institutionalised and made self-sustaining 2. Local government financial systems established and managed in a responsible and transparent manner that increases local government income 3. Provincial and District Governments have established and institutionalised a transparent system for the implementation, supervision, operation and maintenance of basic infrastructure 4. Institutional (including human) capacity strengthened and made self-sustaining for improved local government performance 5. Gender and vulnerable group issues effectively mainstreamed into local development and governance processes 6. Innovations such as local economic development, natural resource management and district-municipality integrated planning included in the decentralised planning methodology 7. Best practices generated through decentralised planning are systematised, standardised and articulated in support of the elaboration of a National Strategy for Decentralised Planning and Financing 																
Date of Mid-Term Evaluation	22.09.-18.10.2004																

Sources: UNDP office Maputo; (UNCDF), Amendment to the UNCDF Project Document – MOZ 01/C01 (UNCDF), MOZ/01/001 (UNDP), (2003)

2 HIGHLIGHTS OF THE MISSION

The visit to Mogovolas District, Nampula Province: a well prepared technical team and improved district finances

The first visit to a district was scheduled for Wednesday, the 29th of September. After more than a week of office work, the team was full of expectation to see how the big “issues” of the project we were to evaluate, are addressed in reality: Participation of the population and gender, district planning and infrastructure building, the introduction of financing at the district level. Heading from the City of Nampula to Nametil, the capital of the District of Mogovolas, after about an hour on a dusty and sometimes narrow road, we reached this village, which is a well spaced gathering of decent public buildings, shops and some private residences, still with a lingering colonial charm.

It was 8 o'clock in the morning, just starting to become a hot day, when we were warmly received by Mrs. Marta de Castro, district director of education, – standing in for the absent District Administrator – by some civil servants of the district administration, members of the *Conselho Consultivo Distrital*, as well as by the members of the *Equipa Técnica Distrital* of Mogovolas. We were impressed by the high standard of preparation for the meeting. They had prepared a concise, computer written agenda and a three-pages handout on the history and the present status of the planning process in Mogovolas District.

The discussion was of a comparatively high standard, showing, in particular, that the members of the District Technical Team, led by young Ms. Ana Paula Banana, were in command of their area. We had an interesting, sometimes even controversial discussion, which showed that a democratic culture of exchange of opinions had started to take root. And all those present showed a certain pride in what they had achieved: a four-year-long participatory process that had involved the population in identification, prioritisation and formulation of the first strategic District Development Plan, which was approved and officially launched in 2003. In the framework of the planning process, the parallel first steps to improve the financial management of the district and specifically after the approval of the District Development Plan for Mogovolas important projects were realised, such as the rehabilitation of a 32km stretch of road, and the purchase of a tractor for the district administration for different purposes, such as cleaning the roads and transporting heavy material. A much needed public meeting hall, a small room used as archive and meeting room and a canteen were built. A computer, a printer and a fax machine were acquired, as well as a motorcycle, to increase the mobility of the technical team. Lighting was installed in the public market, and public benches were put alongside the main road.

After the meeting, Mr. Luis José, a young, dynamic accountant, trained by the project, showed us the improvements that had been made to the district accounting system and how his financial and accounting department had improved the fee and licence collection all over the district. This, to a large extent, had made possible the abovementioned investments. He had also prepared a 5–page, photo-copied hand out for us, describing the process of improving the financial management and accounting system of the district administration, as well as the policy and concrete steps to raise fee and licence collection. From the interview with Mr. José we drew the conclusion that the precondition for all these improvements was the political will of the present administrator to promote his district. This was the key basis for the PPFDF success in training, improved procedures and so on in Mogovolas District.

After four hours of discussion and gathering of information, the Mogovolas colleagues had prepared a small good-bye lunch, which gave us the opportunity for a last chat with them. Impressed not only by their achievements, but also by the high standard and to a certain extent their familiarity with dealing with missions, we headed for Angoche. Mogovolas remained in our memory as a place which showed that even in a remote area, it is possible to raise the professional standards of public administration, to involve the population in planning matters and to embark on a process of improvement of public investments in favour of the people.

The visit to Meluco District, Cabo Delgado Province: Much time is needed for the establishment of a sound participation process

During the evaluation team's visit to Meluco the District Administrator Mr. Eduardo Cando Stambuli, left us to reflect on his tales of the difficulties and successes of district planning, expecting us to verify them in our next interviews with the District Technical Team and community members. Among the many views of life in Meluco he presented, we were told of the mice that had disabled the District Technical Team's computer by eating the wires, and the difficulties of living with elephants invading people's fields. The day before our visit, a woman had been killed by an elephant when cutting grass to thatch her house. The elephants had strayed close to the populated areas, forced by the farmers' habitual burning of bush and grassland.

Community meetings in the district over the past year have installed consultative councils for dialogue with government and are developing the contents of the district development plan. Problems, potential assets and solutions have been discussed throughout the district. Almost every Locality saw the wildlife and forests as their greatest potential local resources. However, unruly wildlife was prioritised in first position as the gravest of problems by Muaguide Administrative Post with votes just behind the Locality Centre Administrative Post in the District Consultative Council meetings. Men, women, community leaders and government officials all underlined the privations suffered as a result of invasions by elephants, monkeys, pigs and mice in their fields.

As part of the pre-plan phase, Meluco District is on its way to being allocated a secondary school, or at least the nucleus of one, from available funds. However, the school was an equal priority with the problem of wild animals of most groups in the District Consultative Council meeting. The district had managed to persuade the education sector that a secondary school could be allocated to a district with a low population and difficult access. It had been an uphill battle, but it had been done.

But what happened to the elephants and mice? By lobbying for and getting a school planned for construction, does this mean that another of the District's most important problems can be resolved? Consultative councils had proposed solutions to the invasive wildlife that ranged from conservation in a game park to death by appropriate means.

Luckily, right on their doorsteps there is just the National Park they hope for. Two thirds of Meluco is located inside the boundary of the Quirimbas National Park. While Mr. Cando Stambuli is aware that the District Development Plan and the Park Management Plan must take each other into account, and that a zoning exercise planned shortly will help define land-use and natural resource management activities in different areas, he also noted that the potential benefits from the Park must outweigh any social costs, like human resettlement.

Creating a zoning map – that is, identifying the uses of different areas – is a consultative activity. Trade-offs must be made in the decision-making process; some people will win and some will lose. Skills are needed for facilitating this kind of consultation, and making people aware of the potential costs and benefits of different development scenarios. The District Administrator hopes that community facilitators and the consultative councils will ‘handle the zoning’.

Can they – in the short term? The evaluation team learned that it takes a long time and plenty of contact to build capacity in district technical teams so that they can effectively train and support the effective operation of the consultative councils (and community facilitators). After almost a year, the technical team in Meluco is still very weak. It has never carried out any work with the consultative councils without the provincial team being present. Its members have no means of transport, nor access to any. They are not satisfied with their working conditions and a somewhat disinterested District Administration is wearing down their motivation.

The German NGO *Acção Agrária Alemã* does provide some low key assistance at community level in Meluco. However the challenge of building capacity at district and lower levels is a crucial one facing the PPFD in Meluco and Cabo Delgado more generally.

If participatory facilitation is successful and a well designed zoning and management plan are produced in the next few months, the District Administration expects to be able to contain and reduce the threat from elephants and other large wildlife. To achieve that kind of success, and thereby improve the quality of people’s lives in an innovative way is one of the expected results of the PPFD. However, effective and sustainable planning is likely to require more time and investment in capacity building than the present project phase foresees. Most of those involved and observing progress of the PPFD in Cabo Delgado, among them Mr. Cando Stambuli, are hoping the project has a longer term presence in the Province. It would seem a very valid attitude.

Visits to Mecuburi District, Nampula Province, and Chiure and Ancuabe Districts, Cabo Delgado Province: Ownership of local projects and the dilemma of time consuming procedures vs. expectations of quick solutions

One of our companions during the field trip had smiled and shaken his head when asked if the pilot community fish tanks in Nametil were subject to *pescas furtivas* (fish poaching). On the way back our companion took a separate path from the rest of the group and when questioned as to his destination our guide responded “*Ele foi fazer a vida dele*” (He’s gone about his own life). The absence of poaching indicates a degree of community ownership in the project. At the same time individual community members are free to go about their business in pursuit of their personal goals, in a way that demonstrates a measure of social stability and cohesion within the community.

Increasingly individuals are taking a more active part in the provision and maintenance of their own social and economic infrastructure through community initiatives which contribute to meeting their own needs and the needs of others.

In the district capital of Mecuburi, Nampula Province, the Parent Teacher Association of the main primary school has mobilised their resources and provided financial contributions to hire the bricklayers in order to build three classroom blocks, using bricks supplied by a local brick making association. Meanwhile in Nametil 10km

away, João Munheque, the headmaster of the local primary school built with the support of the FDD, has managed to fix door locks and school furniture with donations from the parents and the surplus income generated from the school *machamba* (farm plot).

The Governor of Cabo Delgado Province, Mr. José Pacheco, has expressed his commitment to ensuring discipline and transparency in procurement procedures in order to improve the delivery of public infrastructure. Nevertheless challenges still lie ahead. Leôncio Julai, the District Administrator of Chiure in Cabo Delgado is extremely concerned. Due to time consuming procurement procedures, the needs being identified by the population through the participatory planning process, are not being met quickly enough by the FDD. This creates disincentives for community participation and lack of confidence in the process. Arriving at the village of Chimoio in the same district, having travelled along the newly rehabilitated road, one of the community members commented “you can’t have come all this way and not brought something”! Clearly a level of expectation is being created which needs to be managed carefully.

In Ngeue, in Ancuabe District in Cabo Delgado Province, Luisa Cançelha a midwife at a newly built health centre, where 25 births a month take place feels that the building layout doesn’t properly respond to the need for privacy of expectant mothers. Significant work still needs to be done to ensure that investments in infrastructure are adequately addressing end user requirements within the resources that are available.

The Nampula experience indicates the extent to which infrastructure execution and maintenance can provide a focus for individual contributions to community based initiatives within a local development fund framework. However support to this process needs to be carefully managed so that the expectations created are realistic, taking into consideration the requirements for public accountability and the obligation to provide for the needs of end users as fully as possible.

Visits to Cunle, Nampula Province and Chimoio, Cabo Delgado Province: Two different experiences of women’s participation in the planning efforts

In the isolated locality of Cunle, Ribaué District in Nampula Province, the mission had the opportunity to meet with around 25 community members, about half of whom are also members of the CC. It was thus possible to talk with 4 women who represent women in the CC and 4 other women not related to this body. In spite of the fact that overall the mission has some very real concerns about women’s participation in these consultation mechanisms, the mission members were very pleasantly surprised to learn that these women were very actively involved in the CC and very articulate about their concerns, priorities and the extent to which these are reflected in the district plans.

The meeting was informal, with both men and women seated next to each other in the order in which they had arrived, without any hierarchical seating plan. Women freely took the opportunity to stand up and speak out. It is remarkable that when they introduced themselves they also mentioned what groups of women they represented and identified whose concerns they were voicing. For example, one woman stood up and explained that she is also a member of the school board (a type of parent teacher association), and went on to saying that the women felt that a water point close to the school is a priority. The concerns they voiced were later in the discussions confirmed and validated by the other women present, and indeed also by the men.

This level of participation may of course be due to the fact that the district has a competent and active district technical team, but it also indicates that it is important to use the existing networks that unite women in different forums (e.g. school boards, church groups, producers' associations etc.).

The level of participation witnessed in Ribaué stood in contrast to the participation style of women in Chimoio, Chiure District in Cabo Delgado Province. There, the mission similarly had the opportunity to discuss with approximately 25 community members, of whom around a third were women, including one who participates in the CC. In Chimoio, it was much more difficult to discuss women's concerns as a distinct focus issue, since the women deferred in many ways to the men present. They were indicated by the men where to sit, and when a question was addressed to the women they hesitated to answer and merely gave personal opinions, even when the female representative of the district technical team (a headmistress of a nearby school) prompted them. A lot of work has still to be done.

3 THE EVALUATION MISSION: PURPOSE, EVALUATION TEAM, ACTIVITIES, METHODOLOGY USED, STRUCTURE OF THE PRESENT REPORT

3.1 Purpose of the mission

The purpose of the mid-term evaluation was three-fold: First to have an independent perspective of the situation of the PPF project by a team composed of independent consultants in order to support the project stakeholders in improving the efficiency, effectiveness, relevance and impact of the project, second to ensure accountability for results by UNCDF to the project's donors, project partners and to the beneficiaries and third to generate wider lessons learned to other UNCDF projects operating in the same or similar fields. (Briefing 09.09.2004; TOR:7)

3.2 The evaluation team

The evaluation team was composed of six persons, four of them recruited by UNCDF HQ and two appointed by the Embassy of Norway in Maputo. The respective division of responsibilities and areas of work within the team was as follows:

Winfried Borowczak, PhD, Social-economist, team leader and decentralised planning and policy expert;

Edda Collier, PhD, Anthropologist, gender expert;

Andreas Danevad, MPhil in comparative politics/MSc in economic history, institutional development expert (appointed by the Embassy of Norway);

Aslak Orre, MA in political sciences, participation and district-municipality relation expert (appointed by the Embassy of Norway);

Dermot O'Sullivan, MBA, Chartered Surveyor, rural infrastructure expert;

Gaye Thompson, PhD, Anthropologist, participation expert.

Mr. W. Borowczak is an independent consultant, based in Germany, Ms. E. Collier, Mr. JJ. O'Sullivan and Ms. G. Thompson are consultants, based in Mozambique. Mr. A. Danevad is of NORAD, based in Oslo/Norway, Mr. A. Orre is of the Christian Michelsen Institute of Bergen/Norway. The team members recruited by UNCDF were present during the whole mission. Mr. A. Orre joined the mission at 26.09., Mr. A. Danevad was present between 04.10. and 14.10.2004.

The MTE team was composed of consultants with an extensive professional experience in Mozambique, familiar with the issues relating to decentralisation and 5 of 6 consultants are fluent in Portuguese.

3.3 Methodology used

The evaluation methodology adopted by the MTE team consisted of the following 3 steps/approaches:

First step/approach: Review of the project and other relevant documentation existing prior to the MTE (basic documents, reports, studies etc.) (all team members)

Second step/approach: Information gathering by meetings and interviews, as well as by collection of additional documents and written material (all team members)

This step consisted first of briefings/interviews at national level in Maputo with 4 key persons of the project:

- Mr. Domingos Lambo, National Programme Director and Deputy National Director of Planning and Budget,
- Dr. John Barnes, PPFDP Project CTA,
- Mr. Alberto Andissene, National Director of Buildings and Ms. Filomena Santos, PPFDP Public Works Advisor.

The results of these briefings/interviews gave the team a good basis upon which to concretise the TOR with respect to the work to be carried out in the two provinces of Nampula and Cabo Delgado. Additionally were carried out at that stage of the MTE several information meetings with the UNDP Deputy Resident Representative, as well as with UNDP/UNCDF staff members.

At provincial, district and local level in Nampula and Cabo Delgado Provinces, meetings/interviews were carried out with key persons of the

- partner institutions/organisations of the project at provincial and district level, including NGOs operating locally,
- members of the participation structures at district and local level,
- project staff members of both project components.

The meetings/interviews with the key persons of the partner institutions /organisations and the participation structures were carried out in accordance with a predetermined questionnaire, which reflected the expected outcome of the MTE, with particular reference to the key tasks, refined by the results of previous briefings/interviews with the key persons at national level. Every (UNCDF) team member elaborated his/her own questionnaire in accordance with his/her specialisation within the team. In this way the tasks undertaken by the team members were related to the requirements of the TOR.

The evaluation team responsible for analysing participation only visited districts where NGOs were present providing capacity development and community development assistance. This makes informed comment about districts without NGOs difficult. Given the size of the evaluation team, including the number of observers, on several occasions it was necessary to break the mission into operational sub-groups. Both project components handed over to the team members specific documents and written material.

Back in Maputo, the work of the team was characterised by additional interviews/meetings for information gathering, as well as wrap-up meetings and debriefings. These interviews and meetings had the function of gathering more and detailed information in the light of the findings on the ground, as well as to inform project partners and UNDP/UNCDF about preliminary findings of the MTE. In this context an Aide Memoir was drafted and shared with key stake-holders. Follow up meetings were also held with the National Director of Buildings and the Central Level Component Public Works Advisor at the request of the project CTA.

Unfortunately several important meetings for the mission were cancelled, sometimes at short notice. Specifically the cancellation of the meetings with the directors of UTRESP, responsible for the national public sector reform, and with UTRAFE, responsible for the reform of the public financial system reform, reduced to a

considerable degree the ability of the evaluation team, to assess the relevance of these reform processes for the PPFD project.

Third step/approach: Reflection on the findings during the MTE (all team members)

During the MTE, mainly while in Nampula and Cabo Delgado Provinces, the team met nearly every day for reflection upon the findings, in order to share and consolidate information and make sure that the evaluation was a joint mission and the subsequent report is a joint report of the whole team. The constant reflections on the findings made the evaluation an iterative process and flexible enough to allow for incorporation of particular issues as they arose in the field.

3.4 Schedule of activities

The schedule of (most important) activities of the MTE was as follows:

22/09/2004	<ul style="list-style-type: none"> * arrival of the team leader and the infrastructure expert, * (informal) meeting with Mr. Bernhard Weimer, Swiss Development Cooperation (W. Borowczak) * (informal) meeting with Mr. John Barnes, project CTA (W. Borowczak), * first (informal) meeting of the MTE team
23/09/2004	<ul style="list-style-type: none"> * meeting with UNCDF project staff, video session about the PPFD Nampula component * internal MTE team meeting: team building, evaluation methodology, elaboration of questionnaires, technical and logistical questions
24/09/2004	<ul style="list-style-type: none"> * meeting with Ms. Violet Kakyomya, ARR in presence of other UNCDF project staff * briefing with Mr. Gana Fofang, UNDP DRR * individual key meetings with <ul style="list-style-type: none"> Mr. John Barnes, project CTA, Mr. Alberto Andissene and Ms. Filomena Santos, National Director of Buildings/MPOPH and PPFD Public Works Advisor respectively, Mr. Domingos Lambo, National Programme Director and Deputy National Director of Planning and Budget/MPF * meeting with Mr. Anselmo J. Zimba, PPFD M&E specialist * internal MTE team meeting: reflection on the findings
25/09/2004	<ul style="list-style-type: none"> * internal MTE team meeting: refining evaluation strategy and questionnaires, elaboration of an evaluation methodology paper * dissemination of the paper to UNCDF HQ, UNCDF staff Maputo, project CTA, * logistics and preparation for flight to Nampula
26/09/2004	<ul style="list-style-type: none"> * flight to Nampula, arrival and reception by PPFD Nampula component staff, * (informal) meeting with Mr. Vicente Paulo, PPFD Nampula component co-ordinator (W. Borowczak) * arrival of Mr. Aslak Orre, MTE team member appointed by the Embassy of Norway
27/09/2004	<ul style="list-style-type: none"> * meeting with PPFD Nampula component staff and provincial technical team staff: history and present status of the PPFD Nampula component * technical and logistical preparation of the work in Nampula province * individual meetings of team members with individual project component staff members * arrival of Ms. Rebecca Dahele of UNCDF HQ, meeting with the team leader * internal MTE team meeting: dissemination and reflection on findings
28/09/2004	<ul style="list-style-type: none"> * meeting with Mr. Abdul Razak Noormahomed, Governor of Nampula Province * individual meetings of team members with different infrastructure consultants and local operating NGOs * meeting with Mr. Castro Sanfins Namuaca, ex-coordinator PPFD Nampula and presently Mayor of Nampula City * internal MTE team meeting: dissemination and reflection on findings
29/09/2004	<ul style="list-style-type: none"> * field trip to Mogovolas District (group I: W. Borowczak, A. Orre, G. Thompson + R.

	Dahele), field trip to Ribaué District (group II: E. Collier, JJ. O'Sullivan + J. Barnes): meetings with district technical teams, district administration staff, local operating NGO staff, visits to local project sites including meetings with community members
30/09/2004	* field trip to Angoche District (group I) and Mecubúri (group II): meetings with district technical teams, district administrations staff, local operating NGO staff, administrative post staff, visits to local project sites including meetings with community members
01/10/2004	* meeting with Mr. Isaac Barraca, Administrator Angoche District * meeting with Mr. Massuhete Zacarias, Head of Planning and Budget Department/DPPF * individual meetings by team members with individual project component staff members * debriefing PPFD Nampula component
02/10/2004	* internal MTE team meeting: dissemination and reflection on findings
03/10/2004	* flight to Pemba, arrival and reception by PPFD Cabo Delgado component staff * internal MTE team meeting: preparation of the work in Cabo Delgado Province
04/10/2004	* meeting with PPFD Cabo Delgado component staff: status of the PPFD Cabo Delgado component * interview with Mr. António Macanige, resource person/ex-Head of Planning and Budget Department/DPPF and future financial advisor (W. Borowczak) * meeting with members of provincial technical team * visit to Provincial Directorate of Public Works and Housing * arrival of Mr. A. Danevad, MTE team member appointed by the Embassy of Norway * internal MTE team meeting: dissemination and reflection on findings
05/10/2004	* joint meeting with Mr. José João, Provincial Director of Planning and Finance and Mr. Virgílio Mateus, Head of Planning and Budget Department/DPPF * individual meetings by different team members with Mr. Tomás Timba, Provincial Director of Assistance and Control, Ms. Cacilda Machava, Provincial Director of Public Works and Housing, Mr. Oliveira Armino, Provincial Director of Agriculture and Rural Development * individual meetings by different team members with members of the provincial technical team, department heads of DPOPH, Head of Planning and Budget Department/DPPF, infrastructure consultants and local operating NGOs * internal MTE team meeting: dissemination and reflection on findings
06/10/2004	* field trip to Chiure District: meetings with Mr. Leôncio Julai, District Administrator and members of District Government, members of District Consultative Council, district technical team, local operating NGO Helvetas, visits to local project sites of Helvetas including meetings with community members * arrival of Mr. Ulrik Kristensen, UNCDF JPO * internal MTE team meeting: dissemination and reflection on findings
07/10/2004	* field trip to Meluco District: meetings with Mr. Eduardo Cando Stambuli, District Administrator and members of District Government, members of District Consultative Council, district technical team, local operating NGO German Agro Action, visits to local project sites in Ngeue, Ancuabe District including meetings with community members * internal MTE team meeting: dissemination and reflection on findings
08/10/2004	* debriefing PPFD Cabo Delgado component in presence of Mr. J. João and Mr. V. Mateus, Provincial Director of Planning and Finance and Head of Planning and Budget Department respectively * meeting with Mr. José Pacheco, Governor of Cabo Delgado Province * flight back to Maputo and Beira (only JJ. O'Sullivan)
09/10/2004	* internal MTE team meeting: reflection on findings, preparation of work in Maputo
10/10/2004	* MTE team meeting with J. Barnes, project CTA
11/10/2004	* meeting with Mr. Custódio dos Mucudos, CTA PPFD-C project unit/World Bank * meeting with Ms. Mette Masst, Minister Counsellor and Ms. Sissel Idland, First Secretary, Royal Norwegian Embassy * meeting with Mr. Aidan Fitzpatrick, Attaché, Embassy of Ireland * meeting with Mr. Jan Willem le Grand, First Secretary, Embassy of the Kingdom of the Netherlands * internal MTE team meeting: reflection on findings, preparation of the report to the Donor

	informal Working Group on Decentralization
12/10/2004	<ul style="list-style-type: none"> * report to the Donor Informal Working Group on Decentralization, discussion about the report * meeting with Ms. Telma Loforte, programme coordinator, Swiss Development Cooperation * internal MTE team meeting: reflection on findings
13/10/2004	<ul style="list-style-type: none"> * meeting with Mr. Gaétan Blais, team leader of the MTE of the National Integrated Programme for Social Action, Employment and Youth * meeting with Mr. A. Zimba, PPFD M&E specialist (W. Borowczak, A. Danevad, A. Orre) * internal MTE team meeting: reflection on findings
14/10/2004	<ul style="list-style-type: none"> * meeting with Mr. J. Barnes, project CTA (W. Borowczak) * meeting with Mr. José Guambe, National Director Local Administration/MAE (W. Borowczak, A. Orre) * meeting with Ms. Charlotte Allen and Ms. Connie Dupont, CONCERN and MAMM projects evaluation team (G. Thompson) * preparation of the first draft of the Aide Memoire * internal MTE team meeting: reflection on findings and discussion of first draft Aide Memoire
15/10/2004	<ul style="list-style-type: none"> * wrap-up meeting with Mr. D. Lambo, National Programme Director and Deputy National Director for Planning and Budget/MPF and Mr. Roberto Salomão, DNPO/MPF * meeting with Mr. Carlos Roque, Co-ordinator municipal training office/IFAPA, Matola (A. Orre) * internal MTE team meeting: reflection on findings, final discussion of draft Aide Memoire * dissemination of Aide Memoire to PPFD stakeholders via email
16/10/2004	* preparation of debriefing
17/10/2004	* preparation of debriefing
18/10/2004	<ul style="list-style-type: none"> * wrap-up meeting with Ms. Marylène Spezzati, UNDP Resident Representative in presence of Mr. Gana Fofang, DRR, Ms. Violet Kakyomya, ARR and other UNCDF staff members * debriefing with Donor and Government Representatives * final MTE team meeting
29/10/2004	<ul style="list-style-type: none"> * separate debriefing by infrastructure consultant with Mr. A. Andissene, National Director of Buildings and Ms. Filomena Santos, Public Works Advisor

3.5 Structure of the report

The present report is structured as follows:

Section 1 gives a brief overview about the project in form of a data sheet.

Section 2 highlights from a subjective standpoint of the MTE team members positive and negative key findings and impressions of strategic importance for the project and its actors.

Section 3 provides detailed information about the MTE (purpose of the mission, methodology used, the MTE team and the schedule of activities).

Section 4 describes the policy background and the current status of the project. In this section will be discussed as well the process of project preparation, the project's design and relevance.

Section 5 presents main findings or results of the MTE. This section is structured by outputs. But it is structured by project components as well, if appropriate. This **first key chapter** of the report includes specifically assessments of the question to what extent is participation working, the planning and financing process at district level, the issue of infrastructures as the most visible product of the project, gender as a cross cutting issue, the question of to what extent innovations outside the core business of the project are feasible, as well as the question of a communication strategy for the project.

Section 6, the **second key chapter** discusses the wider questions of the project's role within the Mozambican decentralisation process and the question of in how far the project's approach is still compatible with the general tendency towards General Budget Support as the emerging predominant aid modality.

Section 7 summarises critical issues, lessons learned and best practices. This section comes to conclusions and key recommendations.

The remaining **Sections 8-13** are annexes providing specific analysis and additional information about the persons met during the evaluation, a list of documentation and references used, as well as the TOR of this MTE.

4 HISTORY AND CURRENT STATUS OF THE PROJECT, PREPARATION AND DESIGN, IMPLEMENTATION AND MANAGEMENT ISSUES

4.1 Policy background, project history and current project status

In the early 1990s, after the end of the war and in the framework of urgent National Reconstruction of Mozambique, the issue of new and improved forms of governance was raised. De-concentration and decentralization of the highly centralized Mozambican administration slowly became a political issue, culminating in 1994 in an amendment to the Constitution. This amendment gave, in principle, more decision-making power to the lower tiers of government, namely provinces, districts, administrative posts and localities. But this new constitutional arrangement was never put in practice.

Instead, between 1996 and 1998 a hesitant step towards decentralization was made in the form of creating 33 self-governing municipalities outside the central administration structure. All 23 Mozambican cities and 10 *vilas* (rural towns) were given the status of an *autarquia local* (self-government). Meanwhile the population of these 33 municipalities elected in 1998 and again in 2003 their local *Assembleias Municipais* (local parliament) and their *Presidente do Concelho Municipal* (mayor). The remaining population (and in fact the majority), continued to be governed directly by the central government.

Parallel to this process, within the state administration, a slow, restricted and in some respects contradictory process of de-concentration and decentralization of decision making started to take place. By the end of the 1990s, specifically in planning, financing and implementation of public investments, decentralization had reached provincial level. The elaboration and implementation of a provincial budget, the existence of the provincial rolling mid-term public investment plan PTIP since the mid-1990s, as well as the introduction of the yearly provincial *Plano Económico e Social* – PES (Economic and Social Plan) are all signals of this process. But at district and lower levels, the presence of the State was still little more than symbolic.

Given this policy context, UNCDF started in 1993 with a first project in the framework of the urgent National Reconstruction. The project currently under evaluation in this report represents a continuation, refinement and extension of two projects namely, MOZ/93/C01 'Local Development Fund Programme in Nampula Province', implemented between 1995 and 1998 and MOZ/98/C01 – MOZ/98/001, the 'District Planning & Financing Project in Nampula Province' which was implemented between 1998 and 2001. The reason for the continuation and extension of the latter was due to the interest of UNCDF and other donors in extending the experiences gained to all districts in Nampula Province and replicating the Nampula experiences in other provinces. Additionally, there was a common interest of the Government of Mozambique, UNDP/UNCDF and other donors to sustain the National Programme on Decentralised Planning & Finance, based in the *Direcção Nacional do Plano e Orçamento* – DNPO (National Directorate for Planning & Budgeting) of the *Ministério do Plano e Finanças* – MPF (Ministry of Planning & Finance).

In consequence, the project today has, essentially, 3 components: 1) Nampula Province 2) Cabo Delgado Province, and 3) technical assistance at the national level to the emerging programme for decentralized planning and finance led by the DNPO.

In addition to UNDP/UNCDF and the Mozambican Government, the project is co-funded by:

- (i) The Royal Government of the Netherlands;

- (ii) The Royal Government of Norway;
- (iii) The Swiss Development Cooperation (SDC) and
- (iv) The Development Cooperation Ireland (DCI, ex-IrishAid).

Each project component is, in fact, at a different stage of implementation and has evolved at a different pace. The Nampula component, supported principally by the Dutch Government, is well established and well institutionalised into provincial government structures as it has been operational since 1998 (MOZ/98/C01) and, in fact, in another format (MOZ/93/C01) predating that. The Cabo Delgado component, supported principally by the Norwegian Government, is relatively new, operating for about 2 years in a more challenging and remote environment. The third component, based in Maputo in DNPO and DNE, was established in late 2003 through a project amendment bringing UNDP's project MOZ/01/001 and UNCDF's project MOZ/01/C01 into a single programme with one integrated management structure, one logical framework and one coordinated budget. This third component is co-financed with Development Cooperation Ireland and only became fully operational in early 2004 with the appointment of the Chief Technical Advisor. Cost sharing agreements with DCI have only recently been concluded and funds become available only in mid October 2004. The Swiss Development Cooperation provides funding for the Nampula component.

In consequence of the history of the project, the implementation status varies markedly between the project components.

4.2 Project preparation, design and relevance

4.2.1 Project preparation

The project preparation was a long and complex process, which started with the MTE of the Project 'Support to Decentralized Planning and Financing in Nampula Province' (MOZ/98/C01 – MOZ/98/001) in mid-2000². This MTE, in an extensive and technically well elaborated report, acknowledged the achievements of the evaluated project in pioneering an effective and replicable system of decentralised and participatory district planning. But the MTE acknowledged as well, that the project was far from complete and noted that there were a number of key aspects that required further support, particularly in the areas of participation, plan implementation, local financing, capacity building and local economic development, in order to make the model fully replicable. It therefore recommended that the project be continued into a second phase to ensure the consolidation and sustainability of the results achieved.

On this basis an initial Project Identification Mission – PIM was fielded by UNCDF in June 2000 with the objective of exploring options for the further refinement of the Nampula model, taking into account the interest of the GoM and donors in replicating the model, as well as its up-scaling into a national programme. Interviews and meetings with key stakeholders took place in Maputo, Nampula and Zambezia. The purpose of the visit to Zambezia was to discuss with the Provincial Government a possible replication of the Nampula experience in that province. But it became clear,

² cf. School of Government-University of the Western Cape/Faculty of Agronomy-University Eduardo Mondlane, Project of the Government of Mozambique Support to Decentralised Planning and Financing in Nampula Province, Report of the Mid-term Evaluation Mission June-July 2000, Cape Town and Maputo 11/2000

that the situation in Zambezia was not ripe at this time for such a replication. The main result of the PIM was a Project Concept Paper – PCP for Nampula only, discussed by key stakeholders both within and outside Mozambique during the period July-September 2000. After a workshop with all stakeholders in July 2001 to discuss key issues and challenges of the Nampula project during a second phase, the recommendations of this workshop were integrated in a concise final version of the PCP by October 2001³.

Following the production and discussions of the PCP, the Royal Government of Norway, through NORAD, indicated a strong interest in supporting a flexible replication of the Nampula experience of participatory district planning and financing in Cabo Delgado Province. A delegation of the MPF, MAE and the Norwegian Embassy visited Cabo Delgado to discuss the possibility of such a replication with the Provincial Government, whose response was very positive. In the framework of the project formulation for Cabo Delgado, the Norwegian side insisted on the need to combine district planning methodologies with a broader component of public administration capacity building at district level with the effect of a strong integration of MAE and DPAC in the future institutional arrangement of the future Cabo Delgado project component.

Following broad approval of the PCP, a Project Formulation Mission – PFM was fielded by the UNCDF in November-December 2001 with the aim of the elaboration of a draft project design. Data gathering and discussions with key stakeholders took place in Maputo and two separate consultative workshops were held in Nampula and Cabo Delgado. Following these workshops and meetings held in Maputo with UNCDF/UNDP, the MPF and representatives of the World Bank, particularly to discuss the question of the provision of direct UNCDF technical support to the emerging national PPFD programme during phase II of the project, a draft project design was then finalised by the PFM.⁴ The principle outcome of this exercise was that phase II of the project would have three related but distinct components:

- the consolidation and deepening of the Nampula pilot project,
- the flexible replication of the Nampula experience in selected districts in Cabo Delgado,
- direct technical support for the development of the national PPFD programme.

Although the document was extensive and technically well designed, it could not overcome one structural weakness: Initially the Norwegian Embassy and the Provincial Government of Cabo Delgado expressed a strong preference for two separate project documents, one for Nampula and one for Cabo Delgado. Following discussions between the PFM, the Norwegian Embassy and UNCDF, a compromise was agreed. There would be one PRODOC with a common justification, assumptions, objectives, and M&E framework, but with separate chapters on Nampula and Cabo Delgado with their own log-frame, operation plans and budgets. In fact, there were two distinct projects.

This became clearer during 2002-2003, following the start of phase II in Nampula project and the first phase of the Cabo Delgado project. This and additional

³ cf. (J. Bardill/E. Cavane), CONCEPT PAPER; NAMPULA: THE NEXT PHASE, Consolidating, Deepening and Replicating the Nampula Experience in the Context of the National Programme on Decentralised Planning and Finance, 10/2001

⁴ cf. UNCDF, Project of the Government of the Republic of Mozambique, DRAFT PROJECT FORMULATION DOCUMENT (PRODOC), (2002)

developments led in May 2003 to discussions between the UNCDF and UNDP about the effective integration of the two projects into one single project. Additionally, it was decided that the former UNDP project on decentralisation support to DNPO, which had come to an end, should be integrated into the single PPFD project as the new central level component.

This was finally agreed on the basis of an Amendment to the PRODOC of 2002⁵ by a field mission in September 2003. The expected practical consequences of this integration were to integrate PPFD Nampula, PPFD Cabo Delgado and the former UNDP project in DNPO into a single PPFD project with:

- one integrated management structure,
- one integrated and mutually supportive log-frame, and
- one single integrated budget.

Besides the expected improved management benefits, there were other expected advantages of this integration:

- the support from UNDP and UNCDF to the MPF/DNPO and the PPFD would be through a single unified project creating less reporting requirements for DNPO and easier management;
- the integrated log-frame would ensure a clearer focus on results,
- the participating donors would leverage a better effect of their support to the national decentralisation strategy.

The integrated log-frame indeed ensures a clearer focus on results, but the amendment did not overcome that both Nampula, as well as Cabo Delgado continue to operate with different sets of indicators, verifications means and assumptions.⁶

Beside this defect and, although the amendment refers explicitly to the 2002 PRODOC as its master document and the respective work with both documents in parallel is not simple, the elaboration of the amendment document and the respective approach was a decisive step forward to an improved management of the whole project. In this respect, the long and sometimes sinuous project preparation process came to an acceptable result.

4.2.2 Project design

The project design, as revised in the amendment, has various aspects:

- the organisation of the project in distinct components (Nampula, Cabo Delgado, central level),
- the definition of objectives and outputs, congregated in the logical framework,
- the sequencing of activities,
- the envisaged resource allocation (financial, human, equipment),
- the definition of beneficiaries and users.

⁵ cf. (UNCDF), Amendment to the United Nations Capital Development Fund Project Document MOZ/01/C01 /UNCDF), MOZ/01/001 (UNDP): Support to Decentralised Planning and Financing in the Provinces of Nampula and Cabo Delgado, (2003)

⁶ c.f. PPFD central level component, Project Objectives, Outputs and Indicators (paper), (Maputo) 2004

The organisation of the project in distinct components has its specific genesis. It is first the consequence of the fact that in Nampula Province the experience was very advanced. A simple expansion of the Nampula component into Cabo Delgado would not have worked. Additionally, the Provincial Government of Cabo Delgado and the main donor, the Royal Government of Norway, were strongly interested in an “own” project for Cabo Delgado. Ultimately, the approach itself, because of the key role of the DPPF in the whole process of planning and financing also at district level, requires distinct components for every province. The central level component was the precondition for a minimum of coordination between the both provincial components, whilst permitting for the first time a constant exchange of information and mutual support between the different actors at national and provincial level in decentralised planning and finance matters. But it is also important to state, that this component only became effectively operational with the arrival of the CTA in January 2004.

The definition of objectives and outputs, which although at first glance and in the light of the problem analysis seem to be logical and coherent, has some shortcomings. The first is the definition of the Immediate Objective:

“To increase access by local communities to basic infrastructure and public services through sustainable and replicable forms of decentralised participatory planning, budgeting, financing and public management”

Placing the desire to “increase access by local communities to basic infrastructure and public services” at the outset of the objective can give the false impression that the project is primarily concerned with provision of infrastructure, which is not the case. The immediate objective might be more coherent if the introduction and development of sustainable forms of decentralised participatory planning and financing at district level were put at the forefront, whilst at the same moment declaring this as the precondition for increased access to basic infrastructure and public services and as part of a comprehensive strategy towards poverty reduction. This too would have described the “character” of the project as basically a **learning process** for different actors, including ideally the whole population, to improve governance at district and local level.

This lack of a discussion and consequent definition of the “character” or the “philosophy” of the project in all its various planning documents tends to emphasise a rather technocratic approach, which has consequently led to some shortcomings.

Another problematic aspect of the objectives and outputs, common in the log-frame approach, is their rather over-ambitious nature. The log-frame is overloaded with pre-defined activities and sub-activities, so that the project staff properly has a very small margin of flexibility to react positively in face of new developments or challenges, which may emerge during the implementation of the project or if they do so, the project is put under stress. Another aspect of this overload is the lumping together of quite different issues especially in Output 6, which consequently has the characteristic of a “catch all” output, i.e. what doesn’t fit elsewhere goes in Output 6:

“Innovations such as local economic development, natural resource management and district-municipality integrated planning included in the decentralised planning methodology”

Furthermore, this incoherence is emphasised by the fact that neither province’s project staff, have any real experience, expertise or capacity in local economic

development or natural resource management which are in themselves quite specialised areas.

The general point here is that due to the sequencing of activities, combined with the heavy workload resulting from an over-ambitious log-frame, and at the same time the slow delivery of essential inputs (funds, equipment, allocation of personnel), the project was put under stress and at risk of serious delays from the outset.

The implicit definition of communities as beneficiaries or users is problematic for various reasons. One reason is that the intended improvement of governance at district level cannot and should not be directed explicitly to selective communities, but rather to the whole population of the district. The reason being that there are people which either cannot or don't want to be considered as members of specific communities. More practically speaking, the results of better governance at district level through participatory planning and financing (i.e. basic infrastructure and public services) are mostly used not by communities, but by individuals. Therefore, the definition of communities as beneficiaries or users is questionable. The population of a given territory is not simply an assembly of communities. Civil society is in fact much more complex than this.

4.2.3 Relevance of the project

The project continues to be of very high relevance in the given Mozambican political framework of decentralisation and de-concentration. It is not only for UNDP/UNCDF the "flagship-project", as stated by the UNDP Resident Representative (M. Spezzati 18.10.2004), but also the Deputy National Director of Planning and Budget and Director of the national PPFDF confirmed the high relevance of the project by designating it as the pilot project of the GoM in the field of participatory decentralised planning and financing (D. Lambo 15.10.2004).

The project co-ordinator for the PPFDF in the central Mozambican provinces, financed by the World Bank, confirmed the strong influence of the "UNCDF-project" over the "Bank's project". The PPFDF for Zambezia, Tete, Manica and Sofala provinces is effectively a replication of the Nampula/Cabo Delgado project (C. Mucudos 11.10.2004). The sometimes enthusiastic assessments of the project continue to be realistic and appropriate insofar as the GoM, on the basis of the practical and positive results in Nampula, has declared this approach as its own with regard to the decentralisation of planning and finance at district and lower tiers of government.

The project continues to produce important experiences, which feed into the national policy debate and emerging legislation. For that reason, it is of high relevance and of comparative advantage for UNCDF's engagement in this area.

4.3 Project Implementation and Management

4.3.1 Input delivery

a) Nampula component

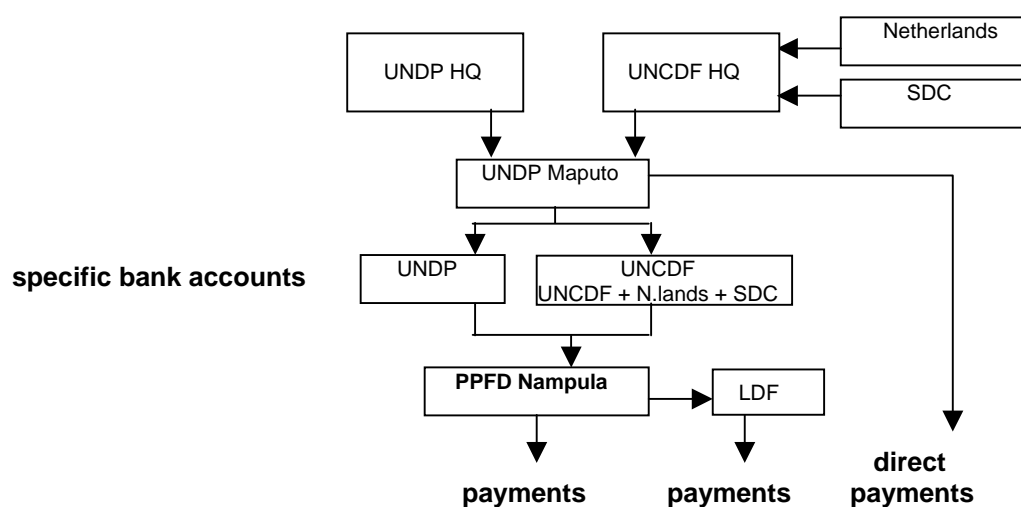
The input delivery consists pre-dominantly of funds, personnel, office space, office equipment including ICT, furniture, office material and vehicles. However, clearly another necessary input is the establishment of a sound management structure. Table 1 shows a comparison of planned and delivered inputs:

Table 1: Planned and delivered input by 10/2004 Nampula component

Inputs	Planned	delivered by 10/2004
Funds	no coherent data available by end of 10/2004	no coherent data available by end of 10/2004
Personnel	1 project co-ordinator 1 advisor for district financing 1 advisor for building construction 1 advisor for road construction 1 gender and participation advisor 1 participation technician 1 planning technician 1 administration & management assistant 1 secretary 3 drivers	recruited recruited recruited resigned 31/07/2004 under recruitment recruited recruited recruited recruited recruited
Office space	7 offices (6 in DPPF, 1 in DPOPH) to be provided by the provincial government	yes, but shared with non-programme staff of DPPF/DPOPH
Office equipment/ computers + peripheral devices	2 computers for DPOPH 18 computers for the districts 3 note books	delivered 3 delivered, 15 in the purchasing process in the purchasing process
Vehicles	2 vehicles	in the purchasing process 4 additional vehicles bought 4 tractors with trailer in the purchasing process

Source: PPFD Nampula and UNCDF/UNDP Office Maputo

The necessary management structures and procedures exist since the project component is in its 2nd phase. The project has its own bank accounts at the Standard Bank in Nampula. The system for channelling of funds is shown in chart 1. Management procedures are based on the *Manual de Procedimentos para Execução Nacional*, agreed between the GoM and UNDP, revised in 12/2002. The accounting system is based on the respective orientations of this manual and executed in EXCEL sheets.

Chart 1: System for channelling funds to the Nampula component

Sources: MTE team design based on PPFD Nampula and UNDP/UNCDF Office Maputo

As table 1 shows, regarding the delivery of funds, no coherent data were available during the evaluation. That rendered difficult an assessment because the MTE team received contradictory information. While the PPFD Nampula component was of the opinion that there were severe delays in delivery of funds, the responsible CO within the UNDP Office Maputo argued that the delivery was close to what was planned. The MTE team during the evaluation and even in the following weeks was not in the position to clarify this because of lacking adequate information. Both sides recognise that the introduction of the new UNDP financial management system ATLAS in 1/2004, as well as severe delays in the approval of the component budget, which during the evaluation was still under revision, caused serious disbursement problems. Another constraint is that two of seven project staff positions are not occupied, one of which has been vacant for over a year. However, it is worth highlighting that even under these adverse conditions, the project to date has been in the position to implement most of the planned activities.

b) Cabo Delgado component

The input delivery in this component too comprises pre-dominantly funds, personnel, office space and equipment, as well as in vehicles. Similarly the establishment of a sound internal management structure is another essential input. Table 2 shows a comparison of the planned and delivered inputs:

Table 2: Planned and delivered input by 10/2004 Cabo Delgado component

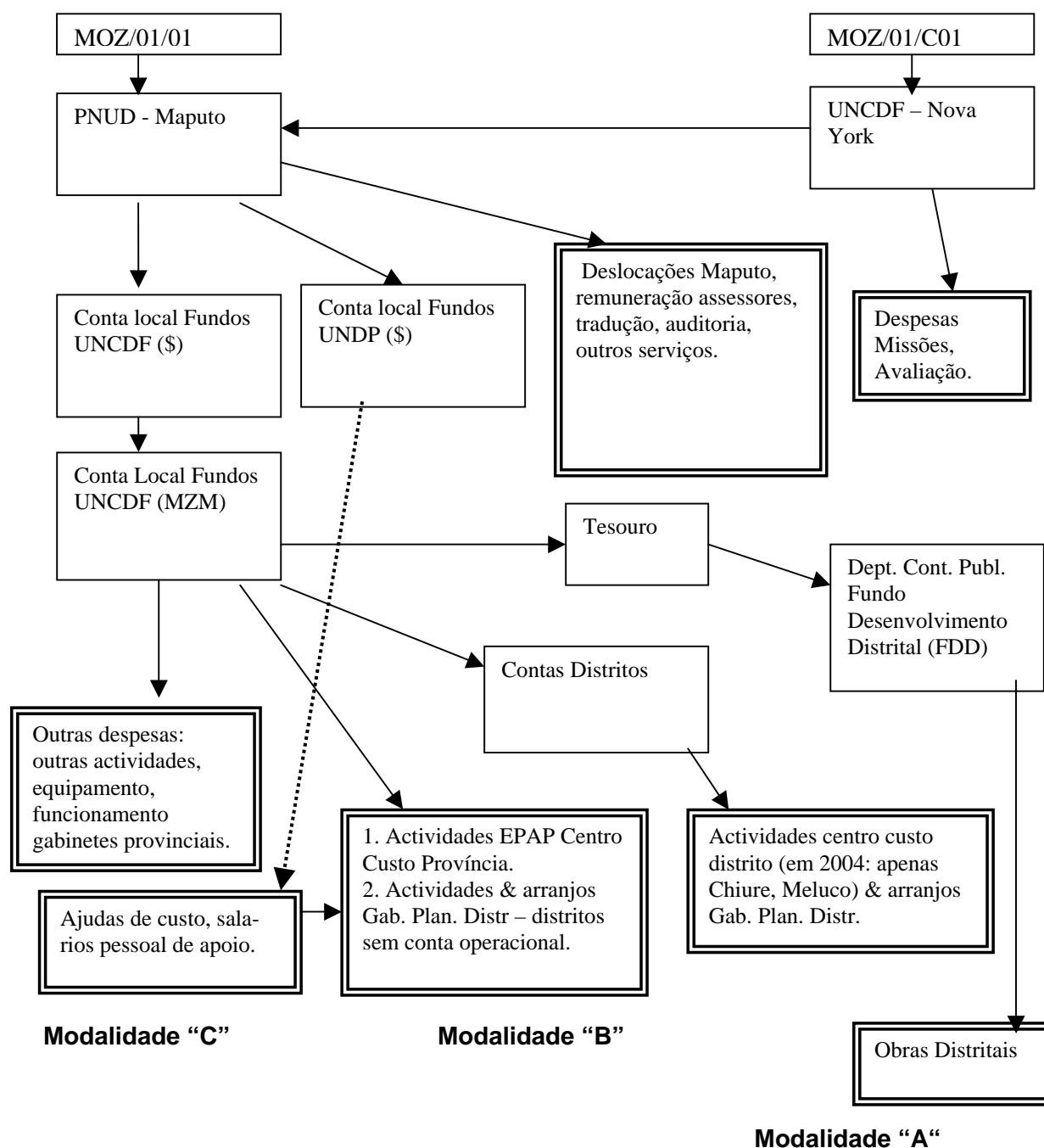
Inputs	Planned	delivered by 10/2004
Funds	no data available by end of 10/2004	no data available by end of 10/2004
Personnel	1 project co-ordinator, district planning advisor 1 advisor for public works 1 technician for buildings 1 advisor for gender & participation 1 advisor for district financing 1 advisor for public administration the public administration advisor post was converted in 2 different posts: 1 co-ordinator for the planning teams 1 advisor for training & public management no auxiliary personnel planned	recruited recruited under recruitment* recruited under recruitment*** resigned 31/12/2003 under recruitment** vacant **** 1 accountant 2 drivers 1 driver under recruitment
Office space	3 offices (1 in DPPF, 1 in DPAC, 1 in DPOPH) to be provided by the provincial government	yes, but with some months' delay
Office equipment/ computers + peripheral devices	not specified in the project document	Office equipment for 3 offices: 8 computers 4 lap-top computers 3 photocopiers 1 A0 size printer 1 A0 size photocopier (under procurement) some furniture/minor items
Vehicles	4 1 extra planned for 2005	4

* will start 1st of 11/2004 ** will start 15th of 12/2004 ***selected and offer made (pending for confirmation) ****divergent information by PPFD Cabo Delgado, central level component and UNDP Office Maputo concerning the status of recruitment

Sources: PPFD Cabo Delgado, central level component and UNCDF/UNDP Office Maputo

Immediately after the arrival of the co-ordinator in 12/2002, the project started to implement the necessary management procedures. In order to guarantee the flow of funds down to the project, a bank account was opened at the Standard Bank in Pemba, first transfers were tested, and a system for channelling of funds was elaborated and implemented (see chart 2). A tailored manual of internal management procedures was elaborated and a simplified accounting system (funding modality C) was established, that differed from the *Manual de Procedimentos para Execução Nacional*, revised in 2002. This led to discussions with the central level component and created apparently a difficult working environment with the UNDP Office Maputo in financial matters.

Chart 2: System for channelling funds to the Cabo Delgado component (end 2004)



Source: PPFDC Cabo Delgado

From the outset the Cabo Delgado component suffered delays in getting the necessary financial means **in time**. For example the Cabo Delgado budget for the first quarter 2004 was only approved in April 2004 and in fact only after the intervention of the programme manager at the UNCDF HQ a 6-month advance was made in May 2004. Especially since the introduction of the new financial management system ATLAS in 1/2004, the financial management of the project has been greatly compromised by delays in disbursements. It is worth highlighting, that even under these difficult conditions, the project component managed to continue its planned activities and to pay the local personnel in time. But the purchase of equipment and cars had to be postponed.

Another big constraint is the highly time consuming UNDP procedure for recruiting advisory personnel, carried out by the UNDP Office in Maputo, and the subsequent delays in filling vacant positions. As table 2 shows, by 10/2004, i.e. nearly 2 years after starting the project, only 3 of 7 technical advisory positions have been occupied. Indeed the MTE team received information that by the end of 2004 3 additional positions will be occupied (see table 2). Even the recruitment of local personnel by the project, such as a driver, can take up to 3 months. This is mainly because of the time consuming UNDP requirements concerning the recruitment of local auxiliary staff (van Wallenburg 06.10.2004). In addition, procurement, for example of vehicles, originally the responsibility of the UNDP Maputo Office, has been subject to serious delays because of time consuming procedures.

It is noteworthy, that the provincial government complied with its obligation to arrange the necessary office space for the project, although after some delay.

c) Central level component

Similarly, the input delivery for this component consists pre-dominantly of funds, personnel, office space, office equipment including ICT, furniture and vehicles. Again the establishment of a sound management structure is essential. Table 3 shows a comparison of planned and delivered inputs:

Table 3: Planned and delivered inputs by 10/2004 central level component

Inputs	Planned	delivered by 10/2004
Funds	no data available by end of 10/2004	22.450 USD (paid directly by UNCDF) no more coherent data available by end of 10/2004
Personnel	1 Chief Technical Advisor, specialist in planning and public financing 1 advisor for public works 1 monitoring & evaluation advisor 1 training and capacity advisor 1 administrative assistant 1 driver	recruited recruited recruited vacant* under recruitment** vacant***
Office space	3 offices (2 in MPF/DNPO, 1 in MOPH/DNE) to deliver by the GoM	yes, but the CTA shares with non-project staff, and there is only a provisional solution for the public works advisor using office space in the UN security office
Office equipment/ computers + peripheral devices	Office equipment not specified in the project document/2 computers	0
Vehicles	1	0

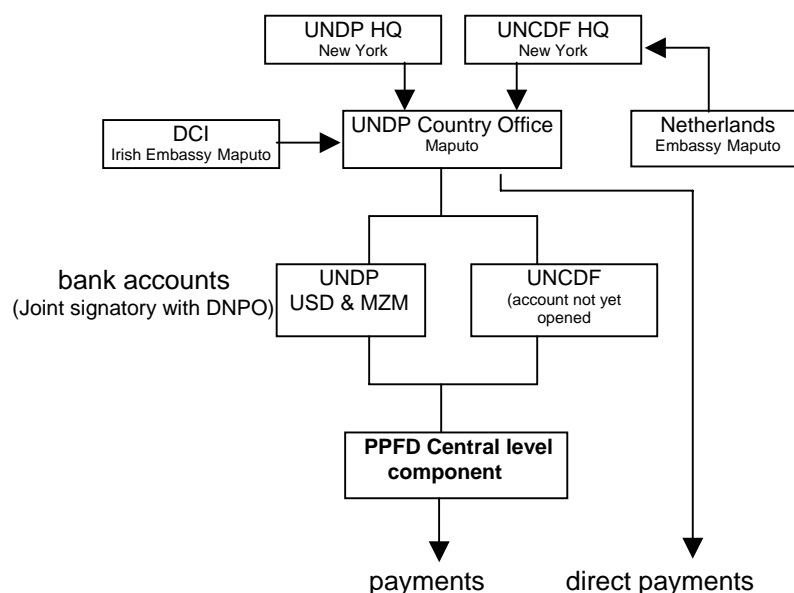
* planned for 2005 ** will start 1st of 11/2004 *** depending on purchase of vehicle

Sources: PPFD central level component and UNCDF/UNDP Office Maputo

After the arrival of the CTA in 1/2004, the necessary management procedures were put in place. A bank account at the Standard Bank, Maputo was opened and a system for channelling funds was established (see chart 3). Financial management procedures are based on the *Manual de Procedimentos para Execução Nacional*, agreed between the GoM and UNDP in 12/2002, which in fact serves for the whole

project. An accounting system has not yet been established as, to date, no funds have been transferred for this component. However, there will be such a system in future based on the above mentioned manual and consistent with the systems used in Nampula and Cabo Delgado.

Chart 3: System for channelling funds to the central level component



Sources: PPFD central level component and UNCDF/UNDP Office Maputo

As table 3 shows, the delivery of funds as of 10/2004 was only USD 22,450, made available on an emergency basis for the realisation of a regional workshop in Pemba. Naturally, this has been a severe constraint for the central level component in fulfilling its planned outputs. Furthermore, these problems have been compounded by the lack of administrative and support staff, and by the fact that it has not been possible to recruit the training & capacity building advisor. The recruitment of personnel has been delayed partly by the lack of funds but also due to the time consuming recruitment procedures described above.

The GoM up to 10/2004 complied only partially with its obligation to provide sufficient office space to the project. In particular, the office situation of the public works advisor is rather problematic (cf. table 3).

4.3.2 Project management and systems performance

4.3.2.1 Implementation arrangements

a) Nampula component

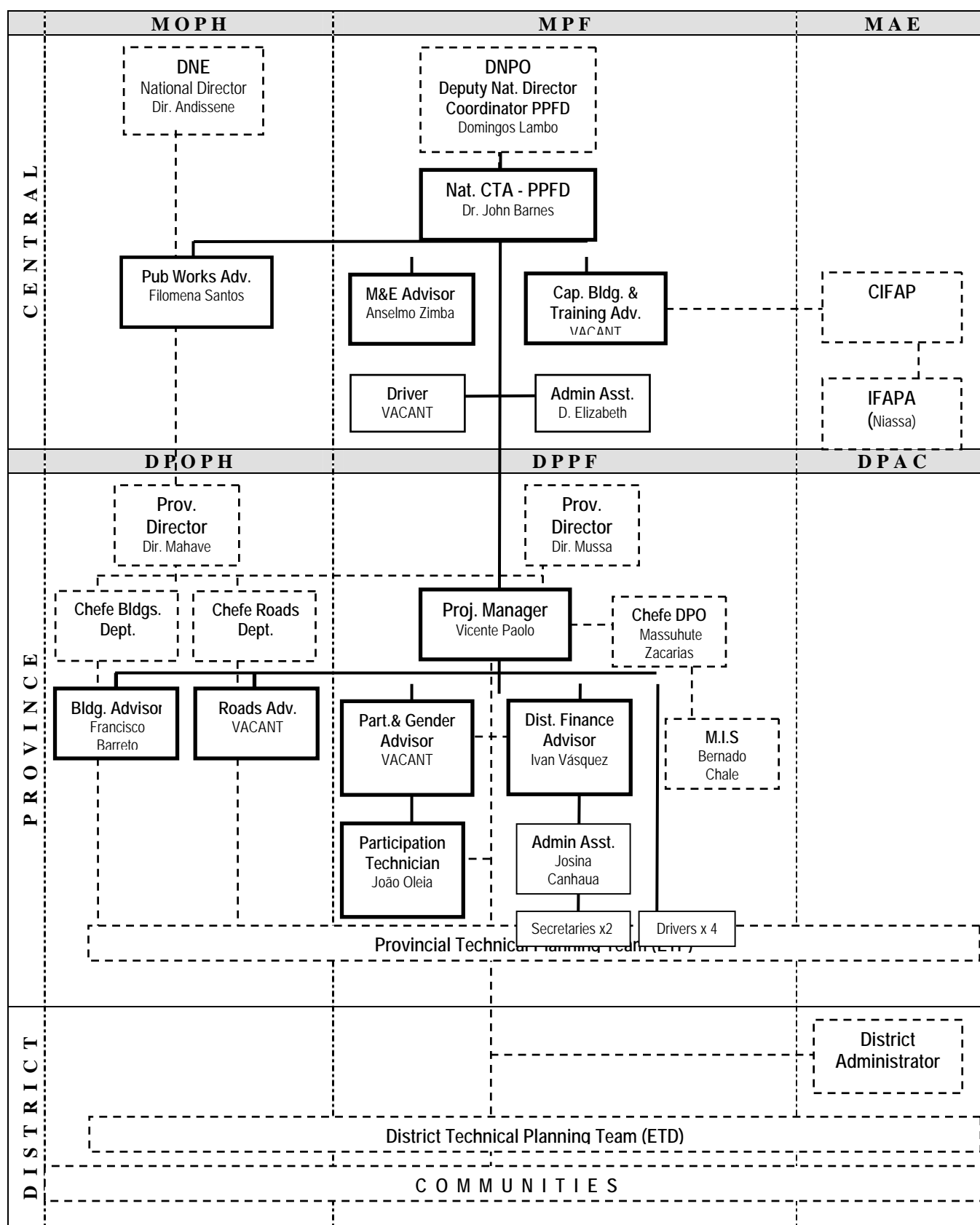
The project approach is rather complex as it intervenes at province, district and, to a certain degree, even below this at administrative post and community level. This approach implies the involvement of a great number of different actors such as state agencies, donors, NGOs and other civil society actors. Additionally, the project is

supposed to integrate the population at community level into the intended participatory planning process. This implies, that the organisational set-up has to be necessarily complex. The organigram developed by the project component tries to cope with this complexity.

The project operates under the supervision of a *Comité de Supervisão*, composed of the provincial directors of DPPF, DPOPH, DPAC, DPADR, DPCAA e NPCPS. This committee reports to the Governor of the Province. The principal counterpart institution of this project component is the *Direcção Provincial do Plano e Finanças* – DPPF (Provincial Directorate of Planning and Finance) which plays a general co-ordination role. The introduction of participatory district planning and financing is to be realised through this partner. The *Direcção Provincial de Obras Públicas e Habitação* – DPOPH (Provincial Directorate for Public Works and Housing) is a secondary counterpart acting as a sort of liaison partner and specialised agency in the field of infra-structure financed by the *Fundo de Desenvolvimento Distrital* – FDD (District Development Fund). Altogether, the organisational set-up of this component and the respective organigram can be assessed as functional and adequate.

The project is physically and institutionally well integrated into both partner institutions, so that to an observer, it would be difficult to distinguish between project staff and partner institution personnel.

Chart 4: Organigram Central and Nampula Components



Project Tech.
Advisor
Positions

Project Admin/
Support
Positions

Principal
Counterpart
Positions

Project internal lines of subordination

- Principal working relationships between project TAs and Counterparts

Source: PPFD central level component

Other important partners are Swiss Development Cooperation – SDC, as well as the NGOs SNV – *Organização holandesa de desenvolvimento*, Concern, SALAMA, ORAM e ADPP. With SDC, SNV and Concern the project has signed a sort of Memorandum of Understanding, based on previous accords between these partners and the respective districts or the specific national organisations, re-financed by the mentioned organisations. The activities financed by SDC, SNV, Concern, as well as by SALAMA, ORAM and ADPP are very wide ranging. Basically they aim to promote community participation and local development efforts.

Outside the province the Nampula component is linked to the central level component, as well as to UNCDF and UNDP. The central level component, although still not fully operational, provides management and co-ordination services and M&E services via the MIS system. The UNDP Maputo Office provides the following key services: payment of salaries of UNCDF personnel, recruitment of advisors, and disbursement of funds to the programme component/budget execution. UNDP Maputo also provides programming and execution norms and links the project component with UNCDF HQ. The provision of services by the UNDP Maputo Office seems, to date, have been sub-optimal. This refers specifically to the recruitment of personnel which seems to require an extraordinary amount of time, and to the issue of the disbursement of funds. As stated above (4.3.1), disbursements realised to date have not been in conformity with those planned.

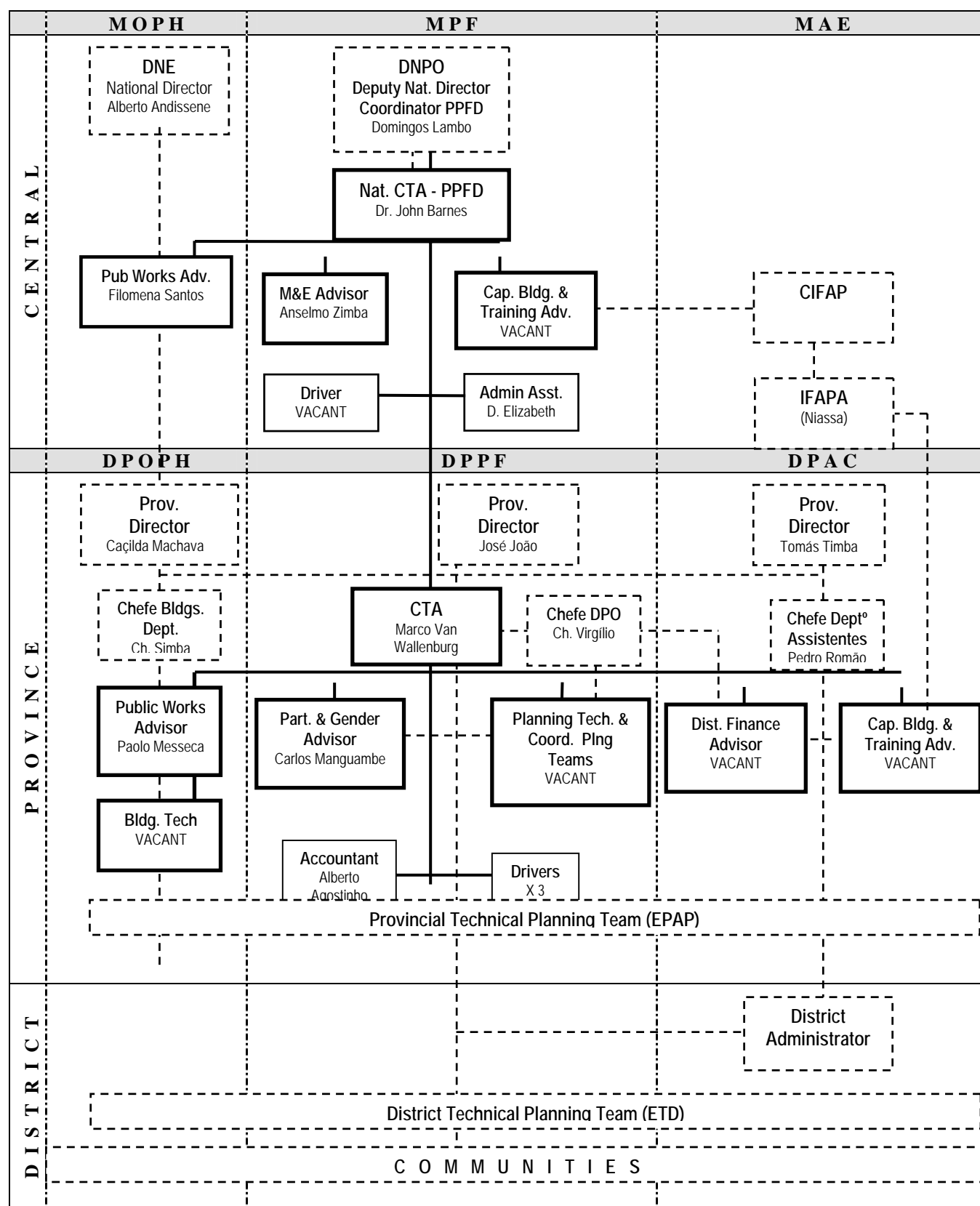
UNCDF HQ New York provides backstopping services in the areas of budgeting, approval of annual work planning, financing of missions, as well as in strategic aspects of the project and its components. In this context, the programme manager makes field visits 2-3 times a year. UNCDF HQ also manages evaluations. Special advice in public financial management and budgeting has to be given by the central level component with the assistance of the respective technical advisor based at UNCDF HQ, who typically visits the project 3 times a year including field trips to the provinces.

b) Cabo Delgado component

The Cabo Delgado component exhibits a similar complexity. It is the centre piece of the same network of different actors, such as state bodies, donors, NGOs and other civil society actors. Similarly Cabo Delgado, aims to integrate the population at community level into the intended planning process. The organigram developed by the project tries to illustrate with this complexity.

Unlike the Nampula component, the Cabo Delgado component is working with 3 counterpart institutions: DPPF is the principal counterpart and plays the general co-ordination role. The introduction of district planning and financing is to be realised through this partner. The *Direcção Provincial de Apoio e Controle* – DPAC (Provincial Directorate for Assistance and Control = State Administration) provides administrative backstopping for the districts, and training in public administration for members of the diverse technical teams. DPOPH acts as a sort of liaison partner within the field of infrastructure financed by the project and other sources within the framework of the *Fundo de Desenvolvimento Distrital* - FDD (District Development Fund). The organisational arrangements and the respective organigram are functioning and appropriate.

Chart 5: Organigram Central and Cabo Delgado Components



Source: PPFD central level component

The project did well to establish its offices within the 3 counterpart institutions (DPPF, DPAC and DPOPH). Apparently, after nearly two years of work, it has become an “integrated” part of its main partner institutions, namely DPPF and DPOPH, although not yet to the same extent as Nampula. With DPAC, this high degree of integration has to be re-established. After the premature end of the contract of the DPAC-based public management advisor in 2003, there is presently no project presence within this institution. This is somewhat counterbalanced by the strong presence of 3 DPAC staff members in the *Equipa Provincial de Apoio à Planificação* - EPAP (Provincial Planning Support Team).

A problematic issue is that there seems to be no regular meeting cycle for mutual information, supervision and problem solving with the partners at the provincial level. A supervision committee, composed of the province directors of DPPF, DPAC, DPOPH, DPADR exists and met 5 times in 2003. However, it seems there have been no meetings so far in 2004. No specific and or regular meeting cycle has been established either with DPPF/DPO, or with DPOPH and DPAC. Necessary meetings tend to be scheduled on an ad-hoc basis. However, there are regular technical meetings of the EPAP.

Other partners at the present moment are the Swiss NGO Helvetas and the German NGO *Acção Agrária Alemã* – AAA (German Agro-Action). A Memorandum of Understanding was signed with Helvetas which provides the basis on which this NGO supports the EPAP. Helvetas gives special training in participatory planning to the *Concelhos de Desenvolvimento Comunitário* – CDCs (Community Development Councils) established by Helvetas before the arrival of the PPFD, as well as to members of the Consultative Councils, ideally coming largely from the village level CDCs. With AAA there is co-operation restricted to Meluco district, where AAA is operating. Co-operation with other partners is still under discussion.

Outside the province, the project is linked to the central level component, UNDP and UNCDF. The central level component provides management and co-ordination services. The UNDP Maputo Office provides the following key services: payment of salaries of UNCDF personnel, recruitment of advisors and disbursement of funds. This provision of services on the part of UNDP Maputo has to date been sub-optimal. The recruitment of personnel has suffered extraordinary delays (two years in the case of a building technician). Similarly, the purchase of vehicles suffered delays that are not easy to understand. Fortunately, this function was eventually decentralised to the project itself as of 1/2004 and the process was subsequently accelerated. Financial disbursement is another critical issue. By April this year, the project was close to encountering severe financial problems. This was in part related to the introduction of the ATLAS financial management system. But this cannot explain all the problems and it seems, that the UNDP Maputo Office, since the start of this component, has not been in a position – for whatever reasons - to deliver on its obligations.

UNCDF HQ New York provides backstopping services. For that purpose, the programme manager visits the project 2-3 times a year. Special advice in public financing and budgeting has to be given by the central level component with the assistance of the respective technical advisor based at UNCDF HQ, who visits the project 2-3 times a year including field trips to the project components.

c) Central level component

The central level component does not have its own organigram, but is included in the organigrams of both provincial components. The counterpart of this component is the *Direcção Nacional do Plano e Orçamento* – DNPO (National Directorate for Planning and Budget) within the *Ministério do Plano e Finanças* – MPF (Ministry of Planning and Finance). The CTA and the M&E advisor are attached to this partner. Additionally, there is an advisor for public works, attached to the *Direcção Nacional de Edificações* - DNE within the *Ministério de Obras Públicas e Habitação* – MOPH (Ministry of Public Works and Housing).

There is a supervision committee, composed of the national directors of DNPO, *Direcção Nacional de Administração Local* – DNAL (National Directorate of Local Administration), *Direcção Nacional de Desenvolvimento Rural* – DNDR (National Directorate of Rural Development), *Direcção Nacional de Edificações* – DNE (National Directorate of Buildings) and *Direcção Nacional de Planeamento e Ordenamento Territorial* – DNPOT (National Directorate of Territorial Planning) (as observer), which supervises the whole National Programme for Planning and Decentralised Financing of the GoM. The technical team (*Grupo Técnico*) of this supervision committee meets regular with the project. There have been 4 meetings in 2004.

Other partners of this project component are the Informal Donor Working Group on Decentralisation, chaired by UNCDF/UNDP Maputo office, the recently launched World Bank financed Project for Decentralised Planning and Financing in the central provinces - PPFDC, as well as the GTZ financed PRODER, which also introduces participatory planning and financing at district level in central and southern Mozambique. There are relatively regular meetings with these partners. Additionally, there are working contacts with the donors, as well as with the other UNDP/UNCDF projects working in the area of decentralisation.

The UNDP Office provides the following services: payment of salaries, personnel, recruitment of international and local staff, transfer of funds to the component, backstopping for financial management, provision of information, progress reports and financial statements to the donors, back up support for missions, and some procurement. As table 3 above shows, services rendered in some areas have not been optimal, namely in the transfer of funds and consequently in recruitment of local personnel and purchase of vehicles and equipment. The reasons given to the evaluation mission are the same as those discussed for the Nampula and Cabo Delgado components.

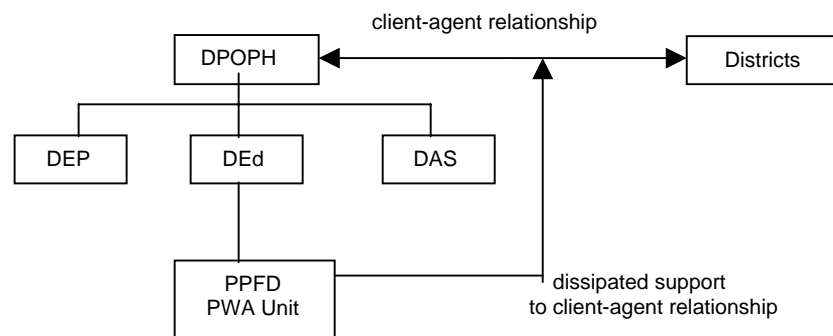
UNCDF HQ New York provides funds to the components, as well as backstopping services. Again, for this purpose, the programme manager visits the project 2-3 times a year. In his advisory role in matters of public expenditure management and budgeting, the central level component receives assistance from the respective technical advisor at UNCDF HQ, who visits the project 3 times a year, including field trips to the provinces.

4.3.2.2 Specific implementation arrangements in DPOPH

The location of project support to *Direcção Provincial de Obras Públicas e Habitação* – DPOPH (Provincial Directorate for Public Works and Housing) within the *Departamento de Edificações* - DEd (Buildings Department) is not conducive to

achieving overall project outcomes. As a result, in both Nampula and Cabo Delgado the project advisory inputs have been obliged to deal with DPOPH internal capacity issues rather than focus on longer term strategic outputs. The current situation is described in chart 6:

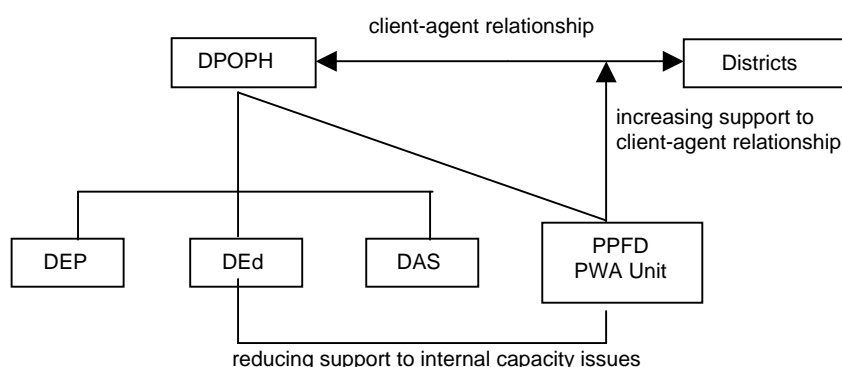
Chart 6: Current Project Support within DPOPH



Source: own design MTE team

The demands generated through the district planning process require to be addressed in a manner which incorporates each of the sector departments found within DPOPH i.e. roads, water and buildings. Focussing on capacity building within one department has detracted from contributing to the achievement of other strategic objectives such as supporting the creation of a client-agent relationship between DPOPH and the districts.

There is widespread consensus both in Nampula and Cabo Delgado that the placement of district works technicians within the District Administrations represents the next step in capacitating the District Administrations to fulfil their role both with respect to formal infrastructure investment as managed by DPOPH and “informal” investment arising as a result of community participation and local initiatives. The project has an important contribution to make in supporting this process by acting as a facilitating mechanism between DPOPH and the districts and placing more emphasis on assisting the district works technicians to assume their new role. Reframing the way in which the project operates within DPOPH, even if only informally at the outset, would assist in re-focussing project staff towards meeting strategic goals, while at the same time facilitate DPOPH and the districts in coming to grips with their new reality. A proposed reorganisation is described in chart 7:

Chart 7: Re-focussing project support within DPOPH

Source: own design MTE team

4.3.2.3 Effective integration of the three project components into one single project?

The desired integration of the three project components into one single project⁷, with the purposes of creating an efficient single management, project planning and budget system together with backstopping and service delivery from the central level component, as well as to give Cabo Delgado the opportunity of a quick start, to avoid the re-invention of the wheel, is still not a reality. There are various reasons for this:

Firstly, each component is at a very different stage of implementation. The Nampula component is well established, well institutionalised and covers the whole province. The Cabo Delgado component is still relatively new and covers fully only 3 districts. There have been significant delays in part due to some internal problems shortly after the start-up phase and this component is still not fully staffed. At national level the component based in the DNPO only started at the beginning of 2004 and is still not fully operational. One technical advisor position is still vacant in addition to two support staff. Furthermore, the three components have different starting and completion dates. Under these conditions, the three components and their co-ordinators and other personnel have by definition different perspectives on their own component that strongly influence their priorities.

Secondly, although the national CTA has since his arrival encouraged efforts of a real integration, and although the Nampula component has, from the outset shown strong interest and willingness to co-operate with the Cabo Delgado component, this co-operation is actually weaker than ever. It is indicative that initially quarterly joint meetings were planned between the two components and realised in 2003, although this was hard to continue. This year up to the time of the MTE only 1 joint meeting has taken place, although the distance between Pemba and Nampula is only 5 hours by car on good roads, or half an hour by plane. It is generally felt by the personnel at national level and in the Nampula component, that the receptivity of the Cabo Delgado component to inputs and support from Nampula is limited. In one word, the staff of all three components still do not consider themselves as being a single team.

Cabo Delgado uses a different work-plan and budget format from that of Nampula, seemingly because the Cabo Delgado component prefers its own format. This creates difficulties in comparing and integrating budgets and plans. The national CTA

⁷ The reasons for the desired integration are largely discussed in section 4.2.1 of this report.

plans to introduce (impose) a standard annual work planning and budgeting format this year, to be adopted for 2005.

On the positive side, it is recognised, that the collaboration between the central level and the Nampula component is very good. At a technical level, Nampula provided a series of exchanges and training of Cabo Delgado staff, as well as for staff of partner institutions, principally members of the technical teams on provincial and district level. But again, the Nampula component co-ordinator and advisors are of the opinion that their experience and capacity was not fully used. When manuals or other material from Nampula is used in Cabo Delgado, it undergoes beforehand a process of substantial revision and adaptation, which takes time and absorbs staff resources. Under these conditions one can only conclude that Cabo Delgado is not so much *replicating* the Nampula experiences, but rather *selectively adapting* that experience.

For 2005 a consolidated work-plan for all three components is envisaged, as well as a consolidated budget. Regular visits by the CTA and a joint workshop in Pemba will take place.

4.3.2.4 Management issues

a) Nampula component

Work-planning is done by annual, quarterly and monthly work-plans, which relate to the log-frame activities. During an annual meeting involving project staff and ETP members, a review of the project performance during the last year against the log-frame outputs is undertaken and the new annual work-plan, including specific objectives for the coming year and assumptions of risks is discussed and approved. The supervision of the output of staff is checked at quarterly and monthly staff meetings against the respective work-plans with the purpose, of tracking the progress against the annual work-plan and if necessary, to take corrective action. At weekly staff meetings, a rapid verification of the current activities, as well as financial and logistical matters are discussed and resolved.

The Supervision Committee meets on a needs basis, at least once a year. Additionally an annual review meeting takes place with the participation of representatives of the Provincial Government, District Governments, communities via *Conselhos Distritais de Desenvolvimento* – CDDs (District Development Committees), NGOs and project staff members.

A system of formalised staff appraisal and feedback is established. However, there is no formal plan for staff development and training although from time to time internal meetings for professional further training take place in which thematically different technical and methodological questions are discussed. All in all, it seems that work-planning and supervision of outputs is efficient and adapted to a big team.

The project complies with its accountability obligations. Respective narrative progress reports are quarterly and annually elaborated. These reports are regularly sent via the central level component to the DNPO, to the UNDP Office Maputo and from there to UNCDF HQ, donors and other stakeholders. The provincial government, via the *Comité de Supervisão*, receives direct reports from the project. A parallel quarterly financial report is elaborated, which has to be signed by the Provincial Government and sent directly to the UNDP Office in Maputo. The Nampula

project component is monitored by the MIS M&E system, but still has problems in fully operationalising this system.

It is difficult to assess the management style of a project component on the basis of only few days of joint working. The experience during this evaluation mission shows that there is a high degree of leadership by the project co-ordinator. At the same time, he gives adequate space to the project staff members to fulfil their duties and to present results. The co-ordinator is aware of the weaknesses of a part of his personnel and takes corrective action, if necessary. This type of cooperative leadership appears adapted to a complex team with very different qualification levels, experiences and national backgrounds.

b) Cabo Delgado component

Necessary work planning is done by concise yearly work plans, which are then adapted into quarterly plans. These work plans are attached to the quarterly reports and correspond to "some extent to the normal UNCDF format" (Marco van Wallenburg 06.10.2004). For the 2nd and beginning of the 3rd quarter this year, a rolling 1-2 month work plan was prepared by the acting EPAP Coordinator for the heavy workload related to the annual work planning. This work plan contains all district travel and also plans for advisors, vehicles and drivers. However, in August this year, the project staff came to the view that there were too many disruptions and all 1-2 month work-plans were subsequently abandoned, but to be reinstated as of 2005.

Therefore, there is currently no monthly or weekly work planning. But staff members use individual 1-2 week work plans. The supervision of the output of staff is checked against the work plan by the co-ordinator through a simple personal day-to-day comparison and some formal staff meetings, when it seems necessary. A system of formalised staff appraisal and feedback is established but there is no planning for staff development. All in all it seems the work planning and supervision of outputs are efficient and adapted to a small team, while in human resource management there is still room for improvement.

The project complies with its accountability obligations, namely by the elaboration of the respective reports. Progress reports are elaborated quarterly and the report of the 4th quarter is in the yearly progress report. These are regularly channelled via the central level component and the UNDP Office in Maputo to UNCDF HQ and donors, DNPO and other stakeholders. As a matter of principle, the Provincial Government receives all reports first and direct from the project component. A parallel quarterly financial report is elaborated, signed by the Provincial Government and sent directly to the UNDP Maputo Office. The Cabo Delgado project component has not yet introduced the MIS M&E system because it does not yet have sufficient computer capacity to run the system with conventional speed.

As has been acknowledged above, it is difficult to assess the management style of a project on the basis of only 4 days joint working. But the mission left Cabo Delgado with a mixed impression about the management and leadership style in the project. In fact under quite adverse and challenging conditions, characterised by delays in disbursements of funds, over half of the technical advisory positions have been vacant for some time and even with limited logistical resources (vehicles and equipment) the project has achieved a great deal. One would therefore expect that these achievements would reflect positively on the management and leadership style of the project. Instead a slightly negative and pessimistic working atmosphere

characterises the project, which is not a sound basis for the management of a project. Even under adverse and challenging conditions, the leadership of a project, as a matter of principle, should be optimistic and positively oriented towards such challenges. Combined with an apparently strong hierarchical form of management, from the perspective of the MTE team, the Cabo Delgado component seems to be characterised by insufficient leadership and a rather problematic representation of the project.

c) Central level component

Work-planning is done by a concise annual work-plan, which is based on an adapted UNCDF-format. In 2005 a single work-plan format will be introduced for all three components in order to make the different work-plans compatible and promote better integration of activities. This single work-plan will be discussed and agreed in a joint workshop to be held in December 2004

Day-to-day work-planning is done by regular fortnightly meetings with the National Director of the Programme, Mr. Domingos Lambo, as well on a needs basis 2-4 times a year with other relevant GoM and UNDP representatives.

There are regular meetings with the staff of the central level component (three to four meetings this year) for short-term work-planning, coordination of activities and logistical challenges as well as for supervision of staff outputs. This supervision is done against the planned contributions to 5 individual key objectives. Professional development opportunities for staff rarely exist, and a professional competency development plan of staff members does not exist. All in all, the work planning and supervision of outputs is efficient and adapted to a small team.

The central level component complies with its accountability obligation, receiving reports from the provincial components and consolidating them into a single report. This consolidated report is given to the UNDP Office in Maputo and from there given to the UNCDF HQ, as well as to the donors. The programme partner DNPO receives the report directly. The central level component produces yearly and quarterly narrative reports. Additionally, in the future it will produce a quarterly financial report for the UNDP Office in Maputo. The central level component is not integrated in the MIS M&E system, being of the opinion that it does not produce sufficient quantitative data.

Again, it is difficult to assess the management style on the basis of only a few days of joint working. But the experience during this evaluation mission shows that there is a high degree of leadership in the central project component, whilst at the same time the programme CTA gives space to his colleagues at central and provincial level to do their job and to present results. This type of soft leadership has as a pre-condition that within the whole staff there is a basic consensus about the "philosophy", the objectives and outputs of the project, and that there is mutual confidence and the recognition that the CTA has ultimate responsibility for the project. This understanding seems to be common with the exception of Cabo Delgado, where the CTA's managerial and supervisory role, as well as his technical role does not seem to be fully understood. The consequent petty conflicts sometimes serve to undermine a generally good working environment.

4.3.2.5 Capacity issues

a) Nampula component

The staff members of the Nampula component have proven their high level of management capacity and competency for the implementation of this component. Innovations have constantly taken place, especially in the areas of community participation, district planning and district financing. A large number of studies, manuals and other documents testify to the fact.

The component's advisors are very well qualified to produce the expected outputs with the necessary quality within their scope of work. The performance of the previous gender and participation advisor did not meet expectations and for various reasons she has since resigned. At present the post is vacant. The absence of a suitably qualified technical advisor has resulted in a lack of vision and orientation on gender matters. The other advisors appear to consider gender concerns as a very specific field outside their specific scope of work. For this reason they have not taken up a strong leadership role in gender issues. Another consequence is that the gender training plan for the PPF project component staff has not been completed. Therefore it may be necessary to provide additional gender training in mainstreaming for all staff, and in particular for the technician for participation and gender. The administrative assistant requires some training in financial administration matters, in order to fulfil her duties more completely. A strong weakness was found in the case of the secretary, who did not show the necessary qualification and will be replaced.

The Public Works Advisors - PWAs in Nampula have felt obliged to assist DPOPH in dealing with its own internal capacity problems in order to insure that requirements regarding quality and timing are met. This has absorbed a good deal of time and reduced resources available to address other important areas. As the project in Nampula matures a conscious effort is required by the PWAs to become less involved in the day-to-day demands of the DED.

There is a clear lack of a suitable counterpart to the PWAs in Nampula which is putting at risk the sustainability of the contribution made by the project to date. Even if suitable counterpart candidates existed their effectiveness would be constrained by the projects focus on supporting DED.

Therefore rather than wait for counterparts to appear there would seem to be merit in looking for suitable counterparts already in the system. The proposed re-organisation of project support within DPOPH provides an indication of where appropriate counterparts could be sought by seeking to provide increasing support to the Director of DPOPH and the District Administrations in creating a stronger client-agent relationship.

b) Cabo Delgado component

This project component, in respect of its staff, has proven that there is adequate technical capacity and competency for the implementation of the component. In addition, innovations have been taken such as, for example, the study of the implementation of infrastructure works in districts before the existence of a District Development Plan⁸. Other innovative documents are under preparation.

⁸ DPPF/PPFD, Enquanto o Plano não está pronto..., Pemba 2004

The staff appears to have sufficiently high technical qualifications to produce the expected outputs with the necessary quality. The rapid recruitment of vacant positions would speed up the achievement of component results.

In Cabo Delgado the PWA advisor has felt obliged to assist DPOPH to overcome internal capacity problems, too. The consequences have been the same. Here the situation may have been unavoidable due to staffing and management problems within DPOPH since mid-2003. However the arrival of the Public Works Technician⁹ should provide more space for the PWA to concentrate on other issues. As the counterpart situation in Cabo Delgado is also critical, the proposals made for Cabo Delgado are the same as those for Nampula.

c) Central level component

The staff of the central level component have proven that there is sufficient management capacity and competency for the implementation of their component, as well as to oversee and direct the implementation of the whole programme. Staff members are very well qualified and experienced for their positions. The rapid recruitment for the still vacant post of a training and capacity building advisor will enhance the capacity to manage the programme. The lack of a professional development strategy or plan should be overcome by the elaboration of such a plan.

4.3.2.6 Procedures and systems

a) Nampula component

The established project and financial management system (see '4.3.1 Input delivery') pre-determined by UNDP, is of a sufficient quality and an adequate management tool. The same can be said for the work-planning system (see '4.3.2.4 Management Issues'). The system of output control and short-term management by different types of staff meetings is highly efficient. The reporting system through the narrative reports is only loosely linked to the outputs and indicators of the log-frame. The component struggles considerably with the requirements of the MIS M&E system.

The procedures for contracting of staff show room for improvement, specifically with regard to the time factor (see '4.3.1 Input delivery'). This also refers to the procedures of procurement at national level by UNDP.

b) Cabo Delgado component

The established project and financial management system (see '4.3.1 Input delivery') pre-determined by UNDP but with adaptations to the reality of this component, is of a sufficient quality and an adequate management tool. The reporting system, and its respective narrative reports, are not very well linked to the outputs and indicators of the log-frame. The Cabo Delgado component does not report through the MIS M&E-system because of insufficient computer capacity to run the system with conventional speed.

⁹ PPFCD Cabo Delgado, Termos de Referência: Técnico de Obras Públicas em Cabo Delgado, (Pemba) 2004

With respect to contracting and human resource management, there is still room for improvement, specifically with regard to the time factor (see '4.3.1 Input delivery'). This refers equally to the procedures for the procurement of vehicles. The procedures for local procurement in general seem to be adequate.

c) Central level component

From the central component point of view, and looking at the whole project, it is felt that the project planning system and resultant log-frame have an inherent tendency to be over-ambitious. This is a tendency in many projects using this particular approach. However, the annual work-planning approach has proven to be successful tool for translating the log-frame into a more realistic format. It is essential, as a pre-condition to this process, to ensure the necessary flexibility in the planning process in order to avoid putting both the project and its staff under constant pressure whilst at the same time achieving targets and outputs.

The monitoring and reporting system is incoherent. Whilst the Nampula component struggles with the UNCDF MIS M&E system but uses it, the Cabo Delgado component and the central level component produce, to date, only narrative reports. The Nampula component produces parallel narrative reports but, as mentioned above, these reports, like those of Cabo Delgado, are not well linked to the outputs and indicators of the log-frame. The elaboration of a new matrix, which links activities to outputs seems necessary and is planned by the CTA to be introduced for the Annual Report 2004 and the Annual Work-plan 2005.

4.3.3 Monitoring and evaluation

a) Nampula component

The base-line information for this current phase of the project is basically found in the progress reports of the previous phase. In this current phase, the data collection for M&E is predominantly done through the format of the MIS system. Every advisor or technician has its own EXCEL sheet, which permits, at least in theory, the evaluation and monitoring of real progress.

The design of the MIS is of UNCDF origin and continues to be the intellectual property of UNCDF. The key indicators were agreed with partners on the base of recommendations of previous evaluations and programme missions. But the MIS has a list of problems and constraints, for instance:

- incompatibility between MIS and ATLAS in the sense that no data transfer is possible between the two systems, as well as the fact that ATLAS reaches only the country office level,
- incompatibility with the data base of the Government Economic Classification System (*Classificador Económico*) used for budget purposes,
- the system's data base is still not fully compatible with the reality of Mozambique, but it is difficult to modify it to make it more compatible,
- the system needs at least 512 MB RAM capacity to be run with conventional speed, and is therefore not compatible with most conventional computers,

- it does not permit a common M&E system to be developed **within** the Government and in coordination with other donors (due to intellectual property rights).

Theoretically, MIS could be very valuable for UNCDF HQ purposes (f. ex. for rapid information for donors) and for the project itself (f. ex. for project steering). But in the practice of the recent past this was apparently not the case. UNCDF HQ does not make use of the produced data. Additionally, it was not in the position to convince the leading personnel of the project, such as the CTA and the component co-ordinators, of the advantages of the MIS **for them**. This would have been the very first pre-condition for a successful application of the system. After the retirement of the former co-ordinator of the Nampula component in 2003, nobody there received the necessary training in running the system. In consequence, the Nampula component struggles heavily with the MIS without producing satisfactory results.

b) Cabo Delgado component

No baseline information was collected prior to the beginning of the component and the project has to collect this data itself. This has been done predominantly by the *Equipas Técnicas Distritais* – ETD (District Technical Teams) which, according to the co-ordinator, has been a heavy workload. There are specific formats for data collection by each technical team, as well as formats for minutes for different meeting types. This is very useful and the data collected will provide a base for the elaboration of future quantitative indicators, thereby overcoming the problem that only qualitative information based monitoring and evaluation system is currently collected.

This monitoring and evaluation system comprises basically the reporting system (see '4.3.2.4 Management issues'), based on narrative reports. The Cabo Delgado component does not report to the project office Maputo in the format of the UNCDF MIS M&E system. It does not yet have the required computer capacity and the necessary training for a smooth application of the system.

c) Central level component

There was no specific baseline information collected at the time of the initiation of the central component. However, a great deal of relevant information exists in the form of reports of studies and consultancies which mean that the policy environment with regard to planning and decentralisation, including its strengths and weaknesses, are well understood and documented and command a general consensus amongst donors and government alike.

The M&E system for the central component is the reporting system, based on narrative reports. There are no specific data collected for this component as yet. Therefore the MIS M&E system was not used up to now.

5 EVALUATION FINDINGS REGARDING THE PROJECT'S OUTPUTS

5.1 Output 1: To what extent is participation working?

Definition of Output 1:

Participatory planning cycle for local government (districts, municipalities and provinces) established, institutionalised and made self-sustaining

Achievements:

Participatory planning cycle for all 18 districts in Nampula province is established and institutionalised. All districts have a District Development Plan. First steps of the participatory planning cycle in 3 districts in Cabo Delgado Province have been undertaken. Preparations for the introduction of the participatory planning cycle in another 3 districts in Cabo Delgado province have been started.

Constraints:

The participation system is still not self-sustaining. Strong dependency on NGOs to foster the participation cycle. Still no sign of introduction of participatory planning in the municipalities.

5.1.1 Participatory planning

The participatory planning approach is lauded in and outside of Nampula and Cabo Delgado Provinces. Those involved with participatory planning at district level in Angoche, Nampula Province, registered their awareness of its potential and real capacity to make governance processes more transparent and responsive. In its presentation to the evaluation team, the Angoche District Technical Team (ETD) said the approach is able to bring together disparate sectors to discuss and rationalize their interventions concerning a specific territorial space. It also strengthens districts' self image, opens opportunities for dialogue between government and civil society and creates the capacity for communities to influence decision making regarding their own development¹⁰.

In practice the participatory planning approach is dependent on external agencies for implementation and for funding. The approach was found to vary slightly from place to place depending on the participants' interpretation of procedures. It engages communities in groups to identify their perspectives about their lives and priorities for overcoming problems through effective adaptations of participatory rural appraisal approaches. However, expectations are created, and when they are not responded to, they can jeopardise local interest. Frustration and lack of motivation among government staff and some communities to continue engaging in dialogue through the participatory planning and consultation institutions appears to have set in when:

- resources to support the system are unavailable or scarce,
- community priorities and plans appear not to be responded to,
- delays are long and feedback absent.

The mid-term evaluation of participatory planning in Nampula and Cabo Delgado Provinces noted the advantage in the former province of having had almost ten years to institutionalise the idea, and discover the potential strengths and weaknesses of the channels and institutions created for dialogue. At community level the lines of communication are not yet coherent, wide-ranging nor systematically maintained in either province. The effectiveness of the institutions created for community participation and dialogue with government reflect the capacity of the ETDs that train

¹⁰ From a presentation made to the evaluation team by the Angoche ETD, 30.09.2004

and assist them. Those established in the past two years are still very weak. Even where ETDs are strong, Consultative Council (CC) operation is still vulnerable to local interference. In Nampula Province the influence of local government leaders has undermined the function of two Local Fora¹¹.

In Cabo Delgado increasing numbers of influential local invitees to District and Administrative Post Council meetings are beginning to rise above the numbers of elected community representatives present. This inevitably affects the decisions taken and results of these meetings.

Instruments have been developed during the project's present implementation phase to assist in providing implementation guidance. To a certain extent these work to defray the potential of local leaders influencing outcomes of the decision-making process. However, as with all consultative processes of this kind, they are only as good as their participants make them. Most communities in Nampula and Cabo Delgado involved in the participatory planning process have not yet reached the point of using the council meeting structure to lobby for their priorities.

The PPF has constantly battled to encourage more representative participation and help people to understand the potential of the system to bring development initiatives closer to meeting their needs. On the policy side, one of the most notable outcomes of implementation of the PPF has been the production of national Guidelines for participatory planning by MAE/MPF/MADER¹² which are now the basis for the organization of the institutions for participation and community consultation (IPCCs). In addition, the regulations for the Law of Local State Administration (LOLE) currently being developed, closely reflect the content of these Guidelines, and will endorse them at a higher level when finally approved.

Following lengthy discussion and debates on formulation through 2002 and 2003 the Guidelines for Participation and Community Consultation in District Planning were produced and approved by ministerial dispatch on 13th October 2003. The Guidelines clarify the roles and responsibilities of district-level stakeholders involved in district planning. The document emphasizes the functional aspects required to mainstream participatory planning as the basis for identification of the development priorities promoted in the strategic District Development Plan (PDD). It provides the vehicle for installing a more transparent planning process through consultative councils and the basis for addressing participant accountability. It also aims to be inclusive, insofar as representation of all interest groups including the most vulnerable, is expected.

Most importantly the process of community consultation is expected to constitute a dialogue in which problems and solutions are identified; priorities are negotiated; feedback and clarification transmitted, and development activities monitored. The mechanism aims to provide a legitimate channel for communication up and down the hierarchy of institutions from community level Local Fora up through Administrative Post Consultative Councils (CCPAs) to CCDs.

The greatest challenges in instituting effective consultation using the Guidelines for reference lie in ensuring,

- the representativeness of interest groups,

¹¹ A finding made by the MAMM evaluation team Charlotte Allen and Connie Dupont, in conversation with the PPF MTE, Maputo (Ch. Allen, C. Dupont 14.10.2004).

¹² MAE/MPF/MADER, Guidelines for Community Consultation and Participation in District Planning, 6/2003

- that community priorities are not lost as they are transmitted up the hierarchy to the PDD in the first instance, and later to the annual Economic and Social Plan (PES),
- that feedback reaches the originating communities / interest groups, and
- that transparency and accountability are evidenced through reactions on the part of the government and other intervening actors to observations and opinions raised by communities in response to decisions and development activities resulting from the planning process.

Participatory planning in Nampula and Cabo Delgado was reviewed with these challenges in mind and with a view to assessing the usefulness of the Guidelines as a tool for creation and operation of IPCCs. The discussion will also address some of the key issues related to participation in the PPF logframe, namely the establishment, institutionalization and sustainability of the district participatory planning cycle, the inclusiveness of the system, capacity development and opportunities for innovation. It will also respond to relevant issues raised in the TORs including:

- The degree to which priorities identified in the participatory planning process are incorporated into district plans;
- The overall progress to date based on project objectives and project outputs and in particular the degree to which the project has, since its inception, been able to quickly capitalize on the experiences and lessons learnt from Nampula Province;
- How participatory planning methodologies are being developed and the extent to which the positive experiences derived from them are being incorporated into emerging Government policy;
- Whether NGOs are sufficiently involved in participatory planning approaches;
- The lessons learnt from the MAMM Regional Planning Unit in Nampula Province.

The Nampula and Cabo Delgado components are dealt with separately below:

a) Nampula component

Representation of interest groups

Citizen representation in the structures developed for dialogue with government for planning is ideally based on territorial grounds. The actual selection of representatives at community level to participate in IPCCs, is initiated with elections in meetings ideally drawing on participants from all over a recognized territorial area, to identify representatives of various interest groups. In Nampula and Cabo Delgado procedures for prioritising development issues for inclusion in district plans rely on creating interest groups in meetings which operate as the voting units. When interest group voting fails to clearly rank priorities, decisions are finalized in plenary, where discussions and consensus are reached.

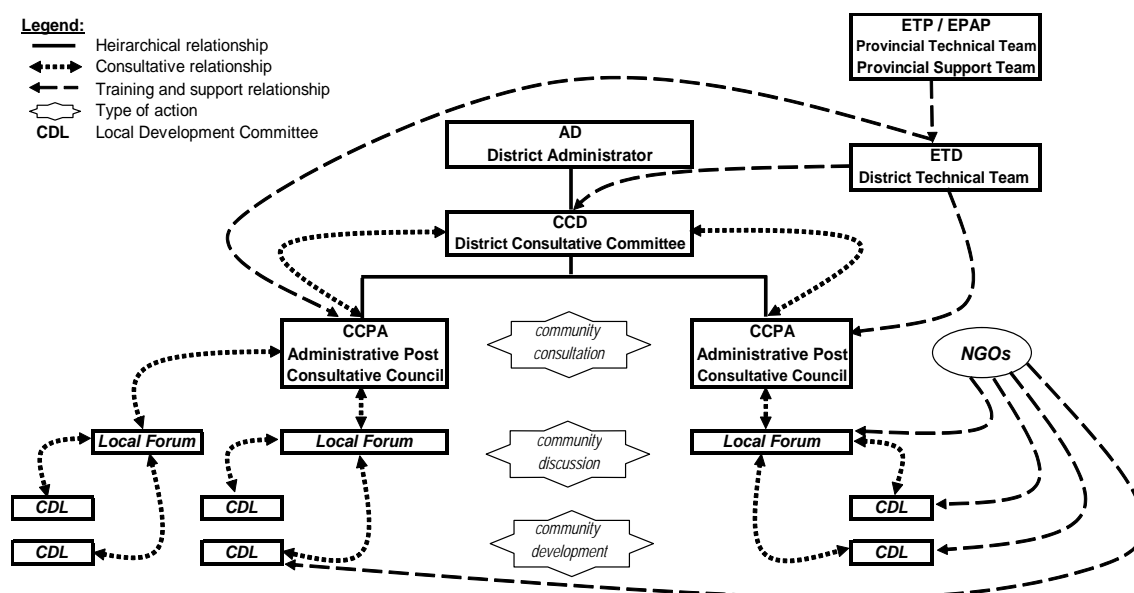
Information on participation in IPCCs is received by the DPPF Nampula in an *ad hoc* fashion and not systematically analysed to verify the quality of participation. This is likely to be a result of the technical planning staff's wide scope of responsibilities and coverage of eighteen districts. They are spread thinly with four staff in DPPF

Nampula and one in the Angoche regional planning unit. Occasionally they are supported by a single planning technician seconded from the NGO Concern and integrated into the DPPF Nampula supervision and district support team. Monitoring tools appear not to permit acquisition and systematic analysis of qualitative indicators of participation. Minutes of IPCC meetings are received fairly regularly by supervision staff, but rarely accompanied by a list of the participants registered in these meetings. As a result there is almost no way to qualitatively assess participation in IPCC meetings in Nampula aside from being present at the meetings.

Although Nampula piloted the IPCC system before it was legalized nationally, initial consultative councils did not contain elected members. They were nominated, generally by the local leaders who selected people to represent the various interests of the territorial areas. Gradual review and reorganization of the system led by the PPFD in 2003/4 instituted one based on popularly elected candidates. It aimed to better represent community interests. However, the actual election process and the reconstitution of the IPCCs appear not to have been systematically tracked and recorded. Although registers of members of CCPAs and CCDs are held at DPPF level, it is unclear if the reorganized IPCCs are more representative and effective. Provincial and district planning teams are not responsible for supervising or monitoring meetings below the Administrative Post (PA) level thereby limiting the information they collect. Information from NGOs concerning the formation of IPCCs is not regularly shared with DPPF as part of the management information system.

The structure of the fairly complex IPCC system is shown below. Indications are provided of the consultative relationships between groups and how the technical teams and NGOs provide training and technical support to the top and bottom of the process respectively.

Chart 8: Organisational structure of the district participatory planning process¹³



Source: MTE team design

¹³ In addition to the structures in the organization diagram, other forces are drawn into the process at CCD and CCPA levels such as: Recognised Community Leaders, practitioners of traditional medicine, influential people, religious leaders, political parties, and more.

In Nampula the presence in eight districts of large numbers of local development committees (CDLs) created by the NGOs SNV and Concern contribute significantly to the profile of CCPA and CCD membership. Ideally CDLs should contribute directly to the participatory district planning process. They should be represented in Local Fora as one of the various interest groups in a Locality.

In the districts where Concern is working the CDLs were originally conceived of as being the lowest unit of community representation in each Administrative Post. It was hoped that they would be developed to represent all communities in an Administrative Post's territory. In practice this did not occur, and individual CDLs do not systematically represent contiguous geographic areas. In addition, the recent Concern project MTE¹⁴ shows the relative dominance of community authorities and *Secretários de Bairro* in the CDLs and further on 'up' to the IPCCs.

The evaluation team saw that in PAs in Angoche, CDL representatives are elected directly as development interest groups, while in Mogovolas CDLs constitute part of Local Fora covering some areas and not others. In practice this has resulted in different levels of efficiency in transmitting information via CDLs to each other and communities. Horizontal communication seems to still be scarce. Unfortunately no districts were visited by the participation evaluator that do not have CDLs and it is therefore difficult to comment on how information is transmitted in their absence, except to deduce that a horizontal flow (between communities/villages) is equally or even more difficult to effect.

The recent mid-term evaluation of the Concern project in four districts in central Nampula¹⁵ notes that CDL members, including those representing CDLs in the CC structure are unclear about why they participate. Such uncertainty results in poor feedback to the CDLs on discussions and decisions. The installation of a representative system for community consultation is still relatively new, and while CDLs have their own social and economic development objectives to focus on, their involvement in the participatory planning process is apparently somewhat confused in some areas, particularly when priorities raised by CDL groups are not responded to. It will be a challenge to build capacity in future Local Fora so that CDLs transfer information to other CDLs and the communities.

Anecdotal information pointed out the absence of knowledge about the district planning and financing project among community members in two districts living within 10 to 20 kilometres of infrastructure constructed using FDD.¹⁶ The lack of awareness and understanding of the participatory planning system and its rationale in and outside of IPCCs is preoccupying.

Transmission of priorities

In a community meeting held with the evaluation team in Nanhupo Rio Administrative Post, in Mogovolas District, it was recounted how the voting on priorities at a Local Forum meeting drew on a population of approximately 2,500, and took three days! The effort put into the initial community level activities is enormous. Local leaders are

¹⁴ C. Dupont and Ch. Allen, Mid-Term Evaluation, January – February 2004, Decentralised Participatory District Planning in Nampula, Mozambique, Concern, January 2001 – December 2005.

¹⁵ Dupont and Allen, MTE, January – February 2004, *ibid*.

¹⁶ From MTE team assessing the National Integrated Programme for Social Action, Employment and Youth (PNI), October 2004.

also putting great effort into improved governance efforts as was commented upon by Bernardo Nmarguijo, a community authority of Cunle PA in Ribaué District, “I had to give up work because I spend my life going to meetings with no compensation for my efforts”. Following on from these observations, a key question is the degree to which information flows between the popular representatives and government.

Members of CCs should be able to speak openly about their priorities, and not be subdued by the ‘authoritarian traditions’ noted by the PPF-D-Nampula in its presentation to the MTE as an element of the political environment. It is important that the CCs actually influence the District Government – and PDDs, PES, and eventually budgets. For these reasons, the chairing of the meetings is important. The CCD chair will according to the Guidelines include the District Administrator, and the CCPA chair will include the PA Head. If the participation process is to be perceived as worthwhile and the IPCCs become dynamic and institutionalised, the District Government (and the ETD) should not be seen as having run off with the agenda.

One of Nampula’s CCD meeting minutes showed how the ETD and the District Government’s priorities predominated. The first four priorities expressed during the meeting were an office and a vehicle for the ETD and construction of a residence and motorbike for a Locality President. Although important for district planning, these were reported as ‘unanimously mentioned’ by the CCD as priorities. Overall, the ambitious number of actions identified for the 2005 PES suggests that better prioritisation would have made the list more realistic. However, the entire list and the PES were approved ‘unanimously’. Although the PPF-D tries to reduce the bias in outcomes of CCs by using voting methods and plenary discussions, the influence of the most powerful local actors and the history of centralised decision-making is not easy to break through.

Most communities in Angoche and Mogovolas districts did not benefit from infrastructure over the first five-year planning period. However, with reference to the Angoche PDD, communities in Aúbe PA benefited from a cluster of interventions that closely reflected their priorities. In addition the community of Nanhupo Rio was also a beneficiary of project-funded infrastructure that it had prioritised.

Feedback and accountability

Local level institutionalisation of the IPCCs was glimpsed during the evaluation. One of the communities visited by the evaluation team used the CCPA as a vehicle for pressing accountability issues. CC membership was used to legitimise grievance claims regarding infrastructure construction in Aúbe. During spot maintenance works on the road from the PA centre to Siretene village the works supervisor was perceived by self-appointed CC monitors living along the road as not performing according to expectations. A meeting of the CCPA was called and following a decision taken in it, this entity approached the contractor directly and requested the replacement of the individual. This was duly carried out a few weeks later.

Information about important community issues should be transmitted from and back to communities via the CCs. The evaluation team found this flux rare or absent in the communities visited. Neither through CDLs nor traditional leaders representing communities was information about progress and decisions about projects ‘in the pipeline’ seen to be returned to community members. Since government planning teams in the PPF-D generally do not reach below the PA level, and these lower levels are the arena where NGO partners provide active support to the system, it is

essential that they work together to clarify vertical and horizontal communication lines and ensure they are used to transmit information in two directions.

The national Guidelines emphasise¹⁷ the importance of information flux yet barely provide any practical orientations on how feedback may be most effectively transmitted and reacted to at community level. This gap must be addressed if the system is to become effectively institutionalized.

Institutionalization of the IPCCs

The national Guidelines for Community Participation and Consultation in District Planning are to a large extent based on developments in the Nampula PPF. A preview of the draft Regulation of the LOLE reveals that it is inspired by the Guidelines. These achievements are to the merit of the project. When the Regulations are approved, they will provide the legal basis for the IPCCs' functioning. Neither the current Guidelines nor the draft Regulations are entirely appropriate vehicles for ensuring continued dynamism, expansion and institutionalisation of the IPCCs. It is recommended that the PPF uses its accumulated knowledge and influence to further strengthen these key documents.

The institutionalization of the structures depends on the sense of ownership of actors in the process, role clarity, and motivation to continue participating. These issues will be discussed below.

CCD internal regulations

The MTE team assessed the internal CCD regulations of three districts in Nampula: Angoche, Memba and Eráti. The documents reflect the need felt at local level to contribute to the institutionalisation of the CCDs by regulating their functioning in writing. These internal regulations follow the Guidelines. Their main virtue is that they aim to clearly establish the rules for CCD operation, for the fixation of its membership and to eliminate arbitrariness in the convocation process. They also establish that until otherwise legislated, all decisions approved by consensus in the CCD are compulsory in the district, insofar as they are not in disharmony with existing laws. Although contrary to the Guidelines, the three case regulations establish that their CCD shall approve district programmes, budgets and development projects. The internal regulations are signed by the District Administrator meaning that they provide a strong impetus for the AD to govern with reference to the CCD approved plans, strategies and priorities.

The principal weakness in the three sample regulations is the lack of clarity of language in terms of the electoral principle, and definitions of the roles of CCDs and their bodies. This weakness should be addressed in this pilot project. The regulations contain no reference to the electoral processes leading to fixed membership. There is a lack of clarity as to the relative size of the elected membership and the non-elected (selected) component in the CC. It is not specified who has voting rights, even though there is mention of several voting processes and in the case of Memba there is a regulation for the numbers of participants required to constitute a quorum.

¹⁷ In section 8.3, national Guidelines for Community Consultation and Participation in District Planning, June 2003. (original citation in Portuguese)

Some Nampula ETDs participate as voting members in CCDs. It was not perceived that their participation as principal authors of the PDD might be a conflict of interests in voting for its approval in a CCD. Ironically a large part of the ETDs' work is to ensure a fair representation of both territorial and functional representation in the IPCCs, as well as to secure a fair representation of women (and in the promotion of gender equality generally).

The CCD regulations do spell out that there is to be representation of interest groups as well as representatives from all localities. They do not address the potential conflicting interests of having representation from interest groups, territorial areas and women; nor how to integrate invited members and members with a right to participate such as Recognised Community Authorities. They do however, limit the numbers of participants¹⁸. The complex dynamics of implementing a process with such unclear frames are unlikely to yield the desired results of representativeness. While some regulations stipulate that some members should be women, they do not provide any background or justification for this quota system. There is a risk that quota systems may be seen by the communities as arbitrary and meaningless signs of tokenism.

The CCD regulations reviewed are ambiguous concerning how members of the CCD assembly chair are elected. This may be either by voting, or by 'territorial representations', or 'representativity'. The ambiguity is reflected throughout the IPCC system including creation of CCD Working Groups (*Comissões de Trabalho*) responsible for determined inputs to the planning process and its monitoring. This can facilitate manipulation, but it is also a signal of a not yet well understood process, which would benefit from insights such as these from Nampula to help improve its guiding instruments.

Monitoring

As part of an effort to monitor the representativity and, generally, the performance of the IPCCs it is suggested that PPFD systematically collects data such as membership lists, attendance lists with some level of breakdown in categories, minutes and more. A PPFD project web site¹⁹ would strongly facilitate the management of such information. The feeding of this database need not be a complicated or time consuming task, insofar as the ETDs routinely send the ETPs information and documents (hand written documents can be scanned and also entered into the web site). A good database would allow the PPFD to take necessary steps towards adjustment if it becomes clear that the composition of the IPCCs is seriously skewed.

IPCCs and NGOs

The roles and relationships between the government-led planning teams and NGOs expected to support the process are key to the institutionalisation of the IPCC based participatory planning system. In practice there is certain a tension of diverging interests between the NGOs promoting CDLs and the government promoting consultative councils (CCs). CDLs are designed as groups that can catalyse the development potential in their areas making them ideal candidates for CCs. As seen,

¹⁸ The draft Regulations of the LOLE limits the CCD to between 30 and 50 members, the CCPA to between 20 and 40 and the CCL to between 10 and 20.

¹⁹ Currently being planned.

however, CDLs in most of the districts where they exist in Nampula were created before the IPCC system was established, and are not distributed evenly territorially nor do they represent comparable territorial interests.

CDLs may cover a single community, or a small number of communities, or larger groups of communities within a Locality or PA. CDL activities involve project identification, planning and implementation in a short cycle carried out by communities with or without external material assistance. These provide a strong motivating force because they give timely benefits in a directly responsive way. In reality each CDL can be reasonably sure of obtaining some kind of NGO support for its proposed projects.

On the other hand the CC system requires territorial and interest group representation and a focus on more efficient governance to bring social infrastructure benefits to the area. A CDL involved in the district planning process stands no chance of obtaining support for its small-scale projects. Instead it becomes a small player involved in a larger scale planning process. The actual number of projects realized during a PDD will not meet the expectations of most participants in the CCs. Indeed in the absence of anything more substantial, it is expected that the participatory planning process itself will create a good two-way flow of information that makes decisions transparent, and thereby promote increased government and citizen responsibility.

The Guidelines state that NGOs are supposed to assist with capacity building of CDLs, CCs and local government personnel. International NGOs do not however, find it easy to raise support or money for capacity building of government personnel. NGOs participating in the PPF in Nampula and Cabo Delgado are in fact building government capacity. The potential risk of depending on NGOs who may not find donors to fund 'unconventional' capacity building activities could be mitigated by government advocacy on behalf of NGOs for funding. On the other hand, funds secured by the government might be used if outsourcing of on-the-job government capacity development for district planning was institutionalised.

In practice, SNV and Concern are examples of what can be achieved if the relationship with NGOs is successfully institutionalised. These NGOs are trying to develop collaborative activities that genuinely support the development of the PPF. The CDLs they work with have had access to very small funding amounts (Concern's district fund of \$500, and SNV's small infrastructure fund) and a past relationship of close identification with the NGOs. Currently the NGOs are working with the PPF to extend their capacity building scope to include capacity building of government technical teams and to seek ways of financing community development activities through a common provincial fund.

b) Cabo Delgado

Representation of interest groups

In Cabo Delgado the potential weaknesses of a cascading system for training of trainers were pointed out in the first year of implementation. In the cascading training system successive teams are responsible for training the next operational level down, all the way to the community level. It was noted that messages and orientations cascading down the teams were distorted on the way, so that by the time they reached the communities they had become transformed. This was verified in a review of IPCCs in Chiúre and Ancuabe by CEPKA in early 2004 and by the PPF

itself during the same year. Inconsistencies in representation noted by the evaluation team are drawn from a review of PPFD monitoring materials, CC meeting minutes and meetings with community members of some CCs.

In order to be able to judge whether or not the IPCC system is giving a voice to the people of a district and their priorities are taken into account, an important step is setting up simple systems by which participation may be assessed. In Cabo Delgado three districts were covered in the first phase of implementation. The project team together with the technical teams were able to establish a simple system of registration by the secretaries of the IPCCs of those present at meetings. Although not differing substantially from the system used in Nampula, the project team in Cabo Delgado is analyzing information received about the participants in each meeting so that it can track the people participating in meetings from the initial list of elected members at each level. Results show that there are varying rates of absence, in some areas approaching a critical level. For example in Ancuabe some 60% of elected community members did not show up to the first CCD meeting.

It is also possible to trace how, since the total numbers of fixed member participants at CCDs in two of the three districts are lower than the recommended figures in the Guidelines, representation of wider community interests may be compromised due to the large proportion of participants invited from the immediate environs of the meeting location (31 to 55 per cent). The national Guidelines specify that the methods for taking decisions be defined by the IPCCs. Voting in Cabo Delgado (and Nampula) occurs in the CC meetings based on division into interest groups. Invited members also participate thereby exerting significant influence on the outcomes of discussions and decisions taken in these meetings.

The number of invited people present in Cabo Delgado meetings is consistently higher than the number recommended in the national Guidelines. Local interpretations of the national Guidelines can also vary from place to place, at times undermining the spirit of the planning process. One District Administrator participated as a simple citizen of his Locality, Administrative Post and District, and at the two CC levels he was voted to be the chair presiding over meeting proceedings. The specific problems of participation and influence of leaders in CCPAs in district centres was noted by the PPFD in Cabo Delgado in 2003.

In the absence of the local partners the national Guidelines assume will be available, Cabo Delgado PPFD identified an innovative strategy whereby approximately three community facilitators (FCs) were identified per Locality and trained to mobilize communities and interest groups to participate in Local Fora. Due to varying levels of capacity and mobility of ETDs some FCs were chosen but not trained, and as a result some CCPAs were formed without the first level of Local Fora. The project team noted that the levels and quality of community participation were observed to be lower in CCPAs without Local Fora (due to more interventions by ETDs and PA Heads) than those where the Fora were created first.

The tables below show details of the some participation trends. In particular, the apparently growing proportion of invited members attending meetings in Chiúre, which if replicated in the other districts will undoubtedly undermine the aim of popular territorial representation:

Table 4:**CCDs carried out in 2003 / 4 for Planning Purposes**

District	Nº Admin. Posts	Total Fixed # of Participants (elected & government)				Actual # of participants in meetings				
		Total	Men	Women	Government members	Total	Men	Women	Government members	Invited members
Chiure	6	70	43	17	10	62	32	6	5	19
Chiure						73	28	4	6	35
Meluco	2	26	14	6	6	40	8	4	6	22
Ancuabe	3	48	26	16	6	39	9	7	6	17

	% attendees in meetings					
	% of elected men	% of elected women	% of nominated government members	% of total elected members attending	Total % of government and elected participants	Invited members (% of total in meeting)
Chiure	74%	35%	50%	63%	61%	31%
Chiure	65%	24%	60%	53%	54%	48%
Meluco	57%	67%	100%	60%	69%	55%
Ancuabe	35%	44%	100%	38%	46%	44%

Source: PPFDC Cabo Delgado component, project database, 9/2004

The project team is fully aware of the risky situation shown above and is planning to present the monitoring results to the district technical teams and District Administrators in order to try and redress the situation. Other issues of representation such as the percentage of women stipulated as a quota of at least 25% in the national Guidelines, while not necessarily having a meaningful effect on the qualitative nature of their participation, is seen to be variably met in a range between 16% and 44% of the total elected body present at the meetings.

NGOs listed as among the invited members in Chiúre have participated in the CCDs and some CCPAs where relevant. Although it is recommended in the national Guidelines that political party members should not be included as such, they were in Chiúre (and indeed in many districts in Nampula Province). To their credit CCD meetings appear to have tried to include as many stakeholders as possible in an effort to be inclusive. Political exclusion from CCs may turn into a potential problem in the future as political participation in development becomes more plural, and it will be pertinent to maintain a certain flexibility on representation in this case.

Decisions are recorded in the minutes of CC meetings as being taken by voting in small interest groups about priorities. Close supervision by the EPAP to date has shown that in general this model for small group voting is an effective way of achieving reasonably balanced decisions. Sometimes it can be overturned however, during the debates in plenary following announcement of the results, where the most influential can negotiate larger gains than the less powerful.

Unfortunately as seen above, broadly inclusive meetings may in practice have a negative effect on decisions taken if the body of elected community members is less than the number of invited participants - as it appeared to be in the Meluco CCD meeting. There the formation of interest groups for voting on prioritization of issues is a flexibly used tool. For the various levels, these were examples of interest groups formed for voting:

Table 5: Interest Groups at various levels created to vote on priority issues

District level (CCD)	Administrative Post Council (CCPA)	Local Fora (FL)
Government	Community leaders	Farmers
Community leaders	Agriculturalists	Religious groups
Civil society	Teachers	Dancers
Women	Women	Football players
	Government	Painters
		Tin and Iron smiths
		Traders
		Birth attendants
		Potters
		Masons
		Livestock owners
		Latrine constructors
		Tailors

Source: Minutes of Meluco Meetings of the CCD, CCPA Muagide and Iba Locality Forum

The vagueness instituted by shifts in categorization of participants as they continue up the hierarchy of IPCCs evidently undermines efforts to ensure representativeness in meetings. However the increasing physical distance most people who do not live in the District centre PA or Locality must cover to participate in these meetings is also a major factor lowering participation, particularly of women. The need to maintain motivation and IPCC members' interest in the participatory planning system, it is a real challenge for ETDs to manage.

Since these and other issues will in one way or another persist in different geographic locations, it is important that ETDs are trained by the EPAP to be aware of the potential ways representative operation of IPCCs can be undermined. ETDs must also work with NGOs and IPCC members to strengthen community awareness of their roles and rights within the system.

Transmission of priorities

The minutes of meetings held at Locality level in Meluco and interviews with CCD members, show how voting sessions to prioritise issues for attention are part of a process of negotiation. Initially the CCD was presented with 10 problems brought through the consultative system for consideration. Participants recalled that the group was divided into three sub-groups of men, women and leaders. They had to identify the three most important problems by voting for them. The results were brought to plenary. The need for a secondary school was top priority of all voting groups. All other voted priorities differed between groups, and discussions ensued to arrive at consensus on the second and third level priorities. Interestingly it was recounted that during the plenary discussions, 'water fell into second place, but when the ETD explained that there were 17 water points in the district, this only remained a priority for the Centre PA.' The influence of the ETD in the identification of priorities is evident from this 'rational' point of view.

Records of the meetings show slightly different results to those recalled such that eight priorities were voted on. They also show that the secondary school which was identified as the overall priority problem to be addressed, was not the top priority for Muagide Administrative Post CCD members.

The ETD itself clarified that the process involved its members later 'taking the decision not to include' two of the priorities identified by the communities. These were held not to be technically or financially feasible²⁰. This decision was taken outside of the CCD meeting in May 2004. On the day the evaluation team passed through Meluco, it was commonly known that the top priority – the secondary school, is to be funded²¹. However, since May 2004 when the decision that ousted two of the prioritised options was taken, the ETD still had not provided feedback to the IPCCs concerning their decisions.

In practice, although it is evident that IPCCs still require more training, there are also various problems with information transmission and subsequently the transparency that is expected to be generated by the system.

Feedback and accountability

Interviews and the minutes of the second CCD meeting in Chiúre in May 2004 revealed an interesting exchange between the EPAP and the Heads of the PAs. The PAs were asked if they had held a meeting of the CCPA to provide feedback on the decisions and results of the first CCD meeting. The response was negative. In all PAs the habitual lines of communication through the heads of the Posts, the heads of the villages and neighbourhoods had been used to transmit information instead. Capacity building of CCD and CCPA members over the period of a year, carried out by the ETD with support from the EPAP, was not sufficient for them to take the initiative in carrying out any feedback meetings with IPCCs.

On the one hand, this may be a sign of unfamiliarity and distrust of the IPCC system, or it may simply be less convenient to set up the mechanics of this system than use habitual communication channels. So they preferred not to. Either way, it will be important to discuss and urge people to face important issues such as the provision of feedback. The ETDs must learn together with IPCC participants and community members what the best ways of managing this may be.

Institutionalisation of the IPCCs

As has been mentioned several times, the IPCC system is still very weak. There is a great need for additional training and a better understanding about the objectives of the IPCC process and participatory planning. Aside from just participating in planning meetings, the district ETDs and participants in the IPCCs might benefit from opportunities to discuss the process, and learn what it means for them to participate in it. Understanding the positive and negative implications of participatory planning is a vitally important element of the establishment of the system.

²⁰ This action was taken as part of Cabo Delgado's efforts to encourage all potential projects to be included in the lists for action. This necessarily requires posterior action to remove unfeasible proposals and adequate training on how to do this – all of which are currently being addressed by the project team. Importantly, for the system to function successfully feedback must be used to transmit information about the decision-making process clearly to participants so it can be understood and accepted.

²¹ The school was approved by the District Government as the priority for action in July 2004 and in August was inserted in the State Budget proposal for 2005.

5.1.2 Communication

It is evident that communication is weak in both Nampula and Cabo Delgado. Examples cited up to now, show poor vertical communication between technical teams and their sectors upstream and through IPCCs downstream, and that the challenge of horizontal communication is threatening the efficacy of the project. Managers need the information, as do politicians, civil society, neighbouring districts, other projects, sectors and donors to name a few. Information for planning should not be the exclusive domain of the inter-sectoral planning teams. The important process of providing feedback should be institutionalised in a vertical direction via the IPCCs, and should also be ensured of horizontal transmission between communities and interest groups. Without feedback communities will return to being apathetic bystanders, who are not really involved in the participatory planning process. Instead they will be legitimising via a rubber stamp acquired in IPCC meetings, decisions taken by the government anyway.

An important step the PPFD as a pilot project should take is to develop and implement a Communication Strategy that will systematically raise the general level of awareness about decentralized district planning and its most critical implications (particularly in Cabo Delgado). Important implications in the participatory planning cycle should be shared: the pro-active role expected of IPCC participants, and the responsible and accountable role of a district government committed to following through on locally identified priorities. The roles of government agencies (at all levels) involved in territorial planning vis-à-vis sectoral planning and financing activities, and of community participants and beneficiaries, require substantial attitude changes on the part of all parties. Carefully planned communication inputs do play a key role in helping bring about such change and promoting stakeholder involvement.

Communication and participation are, essentially, two sides of the same coin. Communication allows people to be informed, participate in planning and implementation, reach consensus and develop the knowledge and skills to keep a system effective. In this context, communication refers to:

- planned information and promotion (making people aware),
- participation (facilitating people's 'voice' in planning and implementation)
- motivation and didactic education (helping people adopt and learn) and,
- coordination (helping communities, politicians, representatives of government and non-government organizations work together).

When taken collectively, it can contribute to the process of behavioural change for all stakeholders required to make the district planning and financing process effective.

5.1.3 Policy implications

Experiences of early and later pilot project activities in Nampula have influenced policy development with regard to participatory planning. The content of the Guidelines on Community Participation and Consultation in District Planning Development (October 2003) is directly based on implementation modalities developed in Nampula.

The Guidelines document is seen as an initial instrument that will be improved upon through practice. In reality, various limitations can already be seen. For example, the

lack of specificity of the voting rights of IPCC members. Feedback and accountability sessions have not been taken into account in the definitions of meeting frequency. The document does refer to the need for information flow, however the mechanisms for transmitting it have not been specified. As stressed above, major development changes such as participatory planning require a systematically formulated and implemented communication strategy.

The regulations of the LOLE on the other hand are in the process of being developed although there is no indication as to when these may be approved. In some areas the draft regulations appear to contradict the Guidelines. The latter foresees the Local Forum as an arena for community organizations to discuss and prepare development priorities for presentation to the government at CCPAs. Insofar as the LOLE clearly states that Localities will be governed by nominated Heads or Chiefs as government agents, this means that the Local Fora must shift to realization at community level. The first level of consultation by government will move down to Locality level. Leadership of the consultation process at this level must be clarified in the Locality Head's responsibilities in the new LOLE regulations. Revised Guidelines will also have to account for the changed legal status of the Locality Head and the role of the Locality as a Consultative Council in participatory district planning.

Nominated Locality Heads will begin to be installed in Cabo Delgado from 2005. If ETDs are to gain more extensive responsibilities for training and monitoring IPCCs down to the Locality level in an already resource strapped system, serious reflection is required about how the ETDs are to build capacity for district planning down to this level. Where NGOs are available, in their role as capacity developers they will have to help raise awareness about the added extension of government reach and its implications in the participatory planning process.

It was the opinion of the Provincial Director of DPPF in Cabo Delgado that implementation of the LOLE will encourage the government to increase the permanence of staff members in district government services. Implementing the LOLE regulations will certainly rationalize local government and reinforce the planning capacity of districts if seriously and systematically taken up.

It is as yet unclear whether, and if so how, the regulations for the LOLE will be instrumental in promoting gender equality. It is clear however that the PPFD has a potential advocacy role to play. It should ensure that certain gender quotas for participation are defined – but the quotas should be the result of consensus to avoid empty tokenism – and that the barriers to women's participation are properly addressed and measures to encourage women's participation are institutionalised.

5.1.4 Planning partners

The role of NGOs and rural development initiatives is clearly defined in the national Guidelines as building the capacity of community organizations and local government personnel to participate in the planning process. They are expected to carry the reach of the government further into the community, while at the same time building the capacity of communities to negotiate the interface with the government better, in order to make their voices heard. While it is evident that NGOs have an important role in the planning process, it is also necessary to remember that NGOs do not and cannot cover the territorial area within and beyond the reach of the government. Although the Guidelines recognise that NGOs should contribute to the creation and

capacity of IPCCs, an effective system must be designed so that it does not depend on NGOs assistance to support scarce government resources.²²

Of the 18 districts in Nampula only eight are currently supported by NGOs collaborating directly with the PPFD in the role ascribed above. SDC support to association building via OLIPA and to the constitution and capacity of IPCCs in two other districts has also helped the development and implementation of PDDs in these areas. Other NGOs such as World Vision, CARE, SALAMA and ADPP in the remaining eight districts collaborate insofar as they generally operate within and in support of the PDDs.

In Cabo Delgado the situation is different. Although there are very few international NGOs implementing in the districts of Cabo Delgado, managing to involve the two existing ones in IPCC and technical assistance support has been relatively easy. This is due to

- the developments in legislation legitimising the project,
- the availability of the official Guideline to participatory planning,
- communication and interaction between NGOs in Cabo Delgado and Nampula, and to
- the positive experiences of Nampula demonstrating that participatory planning and financing is a valid approach.

The basis for collaboration with NGOs in Nampula is via a Memorandum of Understanding (MOU) with each district concerning the roles and responsibilities at that level and a formal Agreement with the DPPF / PPFD at provincial level covering the whole scope of commitments. In Cabo Delgado only one NGO has entered into a formal agreement with the PPFD at provincial level. The two NGO partners have agreements with the District Administrations where they are implementing.

a) Nampula component

The PPFD has had NGO partners in Nampula since around the time of its inception. SNV has supported the MAMM project which in collaboration with the PPFD over many years created CDLs and financed their activities through a local development fund operated in the MAMM region by the NGO. Concern developed a Decentralised Participatory District Planning project in January 2001 with the goal of promoting sustainable economic development and alleviating poverty in the districts of Malema, Murrupula, Lalaua and Ribaué. This is to be achieved through the improvement of planning and governance at district level, providing support to the DPPF's District Planning and Financing Project.

Both NGOs focus on capacity building of CDLs as a primary activity. SNV has long provided technical assistance to the planning capacity of the four districts it supports which was institutionalised in the regional planning unit (NRP) based in Angoche. SNV is financing technical assistance in the DPPF to organize the database and elaborate the procedures and norms for developing PDDs. SNV has Netherlands government funding through to 2006. By then it is expected that the local development staff will have created a local NGO through which support to community groups may continue.

²² This is basically endorsed in ECIAfrica, Companion Report: Mozambique – Independent Programme Impact Assessment (PIA) of the UNCDF Local Development Programme, (Johannesburg) 3/2004, p. 71

SNV has long been interested in local economic development. This is facilitated through the promotion and development of capacity of 90 CDLs in the MAMM area. These community groups are trained to identify problems, plan solutions, prepare project proposals for the implementation of these solutions, negotiate funding and participate in and oversee implementation. SNV has a Community Development Fund used to support the development of small community infrastructure, and partnerships with local NGOs for the provision of credit and savings advice to interested groups.

The financing system for small community infrastructure is operated in parallel to the FDD, reinforcing the proximity of SNV / MAMM and the communities. It was evident that being able to carry out small-scale projects was the primary motivation of communities to keep on planning, as they waited for the larger investments to be implemented. Various community initiatives to start construction of social infrastructure from local materials including bricks were seen. Communities visited were planning how to obtain the manufactured materials required to finalize the works. These activities were understood by communities as not being part of the PDD. Indeed SNV's approach until recently has not encouraged the potential incorporation of community development activities into the district planning context.

SNV is currently being invited by the PPF to participate in capacity development of CDLs and CCs as well. While this discussion has not yet reached a conclusion, its merits are evident from the point of view of providing more time for the EPAP to focus on ensuring capacity building support to the ETDs, and developing improved methods of working. The tendency for NGOs to indirectly draw attention to themselves as responsive development agents may also be reduced if the alignment of CDLs and the CCs is achieved through coherent capacity building of the two. In addition, if a common funding mechanism managed by government structures can also be agreed upon (to pay for small community infrastructure projects that involve contributions of materials, labour and possibly funds and which are included in the PES), the potential for more sustainable district planning will be significantly enhanced.

Both SNV and Concern have technical staff who participate in capacity building and supporting government technical teams at district level. Their interventions at this level were requested by DPPF / PPF to support the over-extended ETP/EPAPs in Nampula and in Angoche. This additional role being taken by NGOs should be strategically thought through by the PPF and partners. The NGOs must aim to ensure enough capacity is created at provincial level within the current PPF funding period, not to depend on them in the future.

The initiative of SDC via OLIPA to train CDLs in economic development based on association creation is an important experiment that will help ensure the sustainability of these community level structures. It also points to the need for the PPF and NGOs to focus on the contribution of CDLs to the district planning process. Though potentially independently sustainable (unlike the IPCCs), there is a risk that the various activities the CDLs are expected to carry out may overwhelm them. This could easily result in the relegation of district planning responsibilities, being the least rewarding, to a low level of importance, where they remain poorly understood and executed.

The MAMM region is the only area in the province with district planning managed on a regional scale. SNV support with Netherlands government funding sustained the development of a regional planning unit – the NRP, in Angoche to cover the four southern districts. From its initiation in 1996 the MAMM project supported the

development of two separate initiatives, the NRP and a separate community development unit (UDC). In the second phase of the PPFD the NRP was incorporated into the DPPF and UDC local development agents supervised directly by SNV continued to devote their attention to training and managing the CDLs. The NRP is now constituted by two medium level technicians, one for planning and coordination of the four districts and the other for financial management. The coordination task is realized with the assistance of the Regional Management Council (CDR) constituted by the district ETDs. Although the NRP has a vehicle at its disposal it is the only one available for planning purposes in the four districts which inevitably leads to limitations.

The regional vision promoted by the MAMM concept has been moderately successful. Over time various efforts to encourage collaboration between districts and coordination at a regional level have been frustrated by logistical and bureaucratic difficulties²³. It was not apparent that aside from NRP resources, any others were regionally pooled or managed by the districts. The regional vision is still not really a reality. The NRP office in Angoche is however a well equipped resource for planning that exceeds any other except the DPPF in the province. SNV still finances support to the CDLs and IPCCs in the MAMM region, but NRP / DPPF staff are paid by the government.

The UDC local development agents are forming a service-providing NGO as part of SNV's exit strategy. Even so, the drop in resource availability will undoubtedly affect the sustainability of the CDLs and CCs. Dialogue should be maintained between DPPF and SNV on this issue, in order to mitigate some of the negative effects.

Concern's project consists of three components: institutional strengthening of the government to support district planning, of civil society, and an annual contribution of \$25,000 of direct budget support to the FDD per district to the end of 2005. At community level the creation and support given to CDLs focuses on training in community development, income generation and district planning and participation. Concern is aware of its limitations in reach. To support its own community development agents, it plans to train men and women community animators to provide technical support to the CDLs that Concern staff cannot cover adequately.

At present SDC, Concern and SNV have Agreements signed with DPPF to contribute funds to the FDD as part of the PPFD. Other NGOs which do not yet contribute directly to the provincial treasury or directly to the districts, but which operate within the PDDs include ADPP, SALAMA, CARE, OLIPA and IDPPE. The DPPF / PPFD and these partners are presently discussing how to incorporate infrastructure that can be built with community inputs (local materials generally), into the PES. Discussion is based on the idea that the budget matrix in the PES shows sources of funds, and the value of the community contribution can be shown in monetary terms as one of various contributions towards the construction of a given small infrastructure. Tenders and contracts for construction would then have to explicitly state community contributions and how these are factored into the construction project.

Finally, the involvement of small local NGOs in providing capacity building support to the participatory planning process puts new uncertainties into the process. These NGOs range from larger organisations such as OLIPA to small ones such as SALAMA. The latter is soon to enter into collaboration with DPPF in the provision of HIV/AIDS training to CDLs in four districts. During the MTE it requested the DPPF for

²³ Verbal confirmation obtained from Ch. Allen and C. Dupont following their recent evaluation of the MAMM programme.

training support in participatory methodologies. While this request reflects positively on the DPPF's capacities, it raises questions about how local NGO participation may require additional resources to monitor, manage and support initially. This responsibility should be undertaken by international NGOs in collaboration with DPPF. It may be necessary for the DPPF to initiate a training programme for NGOs to promote the most conducive ambience to supporting IPCC development.

b) Cabo Delgado component

IPCC organization and operation in Cabo Delgado is weak yet demanding. Although there are positive signs of the commitment of the local governments, the situation is fuelled by an impatience to see some results of preliminary prioritizing activities. In the context of these demands, the PPF team is anxious to see NGOs taking the role of capacity building for IPCCs, so that the team can focus on building the capacity of the EPAP to support the ETDs. However NGOs are few in Cabo Delgado. Without NGOs the PPF finds itself already overstretched due to lack of project personnel and, until recently, vehicles. The demand for training of ETDs and reaching down to communities via local facilitators trained by ETDs (with EPAP supervision and logistic support) is overwhelming. In practice, time and resource constraints have resulted in the relatively slow capacity development of the districts incorporated in the PPF.

These constraints also affected the identification of infrastructure activities to be undertaken in 2005. In the new districts of Macomia, Mocimboa da Praia and Palma where no IPCC system had been established, the PPF did not have the capacity to spread its resources too widely due to time and mobility constraints. As a result, where there were no IPCCs, project identification activities were carried out in only one community in each district.

In Chiúre, the Swiss NGO Helvetas has demonstrated its interest and willingness to become involved in the PPF. It signed an agreement with the DPPF to this effect in September 2004. Helvetas is supporting the EPAP with a planning technician and logistic and material resources. The technician is ceded for 25% of the month to the EPAP to integrate Helvetas support for EPAP, ETD and IPCC capacity development. Another specific expectation of this collaboration is promotion of communication between the CCs promoted by the PPF and the community development committees (CDCs) promoted by Helvetas' rural development project. This is expected to occur at the level of CDCs prepared to participate in the Local Fora. Helvetas ceased to operate its infrastructure support fund that was managed via the district since the early 2000s. However as a consequence of this, the evaluation team noted during a visit to one of the CDCs in Chiúre, there is now an acute need for a source of funding for small infrastructure with community managed participation. These are the projects planned and proposed by the CDCs.

Today only $\frac{1}{3}$ of the 50 CDCs created by Helvetas in Chiúre since 2000 are still operating effectively. Probably as a result of their apparently low sustainability, CDCs for quite some time were not considered by Chiúre District Administration to have an important role in district development. Efforts are now being made to revitalize these organisations to participate in district planning. The idea is to consolidate the capacity of existing ones before expanding to a level of coverage in Chiúre of 2 – 3 per Locality. Initial constitution of CDCs was a two-day process which resulted in the high failure rate. Now Helvetas invests more time and effort in a five-step process

leading to committee formation, after which they are trained for transformation²⁴, leadership and planning. CDC promotion in line with SDC's rural development strategy also includes local economic development initiatives. Capacity development in Chiúre is facilitated by three community trainers based in the district.

Helvetas pointed out to the MTE team that Local Fora do not exist yet in Chiúre, except in one or two places. As a result there is almost no discussion about priorities. CDCs and village leaders have up to now taken their issues to the Locality President, but there has been no guarantee that the subject will be taken to higher levels.

In Meluco District, German Agro-Action (AAA) is also contributing together with OLIPA to capacity building of IPCCs. AAA/OLIPA have recently formed three CDCs in an extremely rapid method of identification and formation in a single day, and participates in the ETD. AAA said it learned from Nampula and Helvetas' experiences in Cabo Delgado before deciding on its implementation strategy, although the rapidity of CDC formation does not reflect this.

5.1.5 Participation of women

The MTE considers that the creation of the posts for Gender and Participation Advisers has certainly led to a concern with women's participation in both Nampula and Cabo Delgado. In both provinces the numbers of women who actually participate in CCs are lower than 50% and in recent years men's participation has increased much more than women's participation. The mission learned that in the coastal areas of Nampula Province the ETDs report a greater participation of women, and this is ascribed by the ETP to differences in culture (i.e. the interior is more conservative and characterized by lower levels of female education). It is not clear however, whether this is indeed the main cause; since the MTE was also repeatedly told by various project staff that in the matrilineal communities of the interior women do have decision-making power and are able to influence their husbands who represent the household in public meetings. Furthermore, in Cunle, Ribaué District, the MTE met with members of the CC, and it was noted that women were very actively involved and readily spoke out, expressing their opinions. While culture is an important element, other factors may also be at work that limit women's participation, such as the fact that rural transport facilities are less developed in the interior and the fact that draft PDDs are all in Portuguese.

In addition, women's participation is directly related to the different mechanisms by which women are 'mobilized' or 'recruited' into the various consultation and planning systems. Three things are key in these processes:

- the extent to which NGOs include women in their IPCCs,
- the extent to which the district and lower level administrative personnel help create opportunities for women to participate and be heard in district planning meetings, and
- the extent to which the ETDs/ETPs/EPAPs support women's participation in CCs.

With regard to NGOs, it was noted that they play a key role in sensitising the community and identifying interest groups. The evaluation team was able to discuss this

²⁴ A community development approach otherwise known as the Participatory Extension Approach (PEA) developed in Zimbabwe by GTZ and Agritex.

at length with representatives of OLIPA (Nampula) and Helvetas (Cabo Delgado), which are active in two of the districts visited by the evaluation mission (Mecuburi and Chiure). OLIPA helps communities to form agricultural producers' associations with their own formal decision-making structure. Frequently a parallel decision-making structure is established within the association to specifically deal with the concerns of female producers. OLIPA has found this a useful way to increase the number of women members. Helvetas facilitators assist community in identifying different interest groups who then participate in a CDC forum. These interest groups include church and religious groupings, school councils, traditional leaders, influential persons, representatives of crafts and trades, traditional healers etc. Women participate through the 'women's interest group' because it was found that women speak more freely when they can discuss issues without the presence of men.

Although it is true that women in general tend to speak more freely in single-sex groups, it seems to the MTE that an important opportunity is lost to involve women in other interest groups. There is also the danger that women will be marginalized when it comes to voting (i.e. they represent merely one interest group). In that sense, it would be useful to encourage women to take up the role of spokesperson for various interest groups. This points to the importance of a comprehensive stakeholder analysis/mapping exercise that identifies women not as a distinct and thus potentially marginal group but as community members with various roles and interests.

The evaluation team suggests that the project engage in strategic partnerships with NGOs that integrate women in their community mobilization. It was repeatedly stressed by the Nampula project staff that strategies to promote women's participation should be compatible with local culture. For that reason, the evaluation team therefore suggests that the stakeholder analysis/mapping exercise be conducted by an anthropologist and that it be based on a detailed analysis of the existing communication networks among women. The former Gender Adviser in Nampula did in fact begin to identify some of these networks. It is suggested that this list be expanded and concrete discussions with these networks be initiated.

District Administration staff and Locality level representatives of the Administration also have an important role to play to promote the numbers and quality of women's participation. The inclusion of women's priorities in district plans is required not only by the project, but also by the various sectoral policies of the Government of Mozambique that promote gender mainstreaming. At the level of the district government, it is the task of the District Director for Women's Affairs and Social Action to ensure that the plans of the district government conform to the various gender policies of each sector. The evaluation team therefore considers that the District Director for Women's Affairs and Social Action should be closely involved in the project's activities and preferably even be a member of the ETD. However, it is well known that the public sector is in the main under-resourced, and not every district has a Director for Women's Affairs and Social Action. In that case, the project has an even more important role to play to advocate for gender equality.

One of the ways in which gender equality may be brought closer is through enhanced capacity building of District Administrators and Locality level representatives. It is recommended that the ongoing training for these groups includes a specific module that firstly aims to sensitise them about gender equality as a means to reduce poverty and secondly enables them to create an enabling environment in which women can freely participate and communities can feel represented by female 'spokespersons'. It may also be helpful if District Administrators and Locality level leaders systematically invite women to meetings, and they explicitly ask them to express their opinions. In that way role models and useful examples can be created

to gradually increase women's quantitative and qualitative participation in public meetings.

The MTE recognizes that a substantial amount of good training has been implemented, including gender training, especially in Nampula. It suggests that in Nampula an assessment be carried out of the extent to which district partners have in fact been able to create an enabling environment for women's participation. This evaluation should aim to identify, document and disseminate lessons learned and positive experiences. It is also suggested that the existing training modules be revised (in a response to the lessons learned) so that the modules can be less theoretical and focus more on equipping partners with practical skills. This will be useful for the districts that will initiate district planning in the future.

5.2 Output 2: Innovations in public financial administration at district level

Definition of Output 2:

Local government financial systems established and managed in a responsible and transparent manner that increases local government income.

Achievements:

Elaboration and establishment of a system for the register and control of district revenue. First positive results in some districts in Nampula province, where a transparent financial management system has been established. In some cases district revenue has increased substantially. All 18 district of Nampula Province with district budgets linked to the district-PES.

Constraints:

Lack of awareness of the need in some district administrations to introduce innovations in their fiscal management system. Lack of qualified finance personnel.

5.2.1 Starting conditions for setting up district development funds

When, in the second half of the 1990s, the first participatory District Development Plans (*Planos Distritais de Desenvolvimento* – PDD) in Mozambique became reality, it was soon clear to their protagonists that without corresponding financial resources this new planning and guidance instrument would be without effect in the battle against underdevelopment and poverty.

But the districts were not budget units (*Unidades Orçamentais*), meaning they did not have their own budgets to plan and spend. On the contrary, they had to transfer all their legal receipts raised from fees and licences to the Provincial Directorate for Planning and Finance (*Direcção Provincial do Plano e Finanças* – DPPF). As compensation they received a certain percentage of these receipts to cover their expenditure. These resources were incorporated into the provincial budget, from which they were allocated. And allocations could only be requested according to the province's budget conditions. The districts received allocations from the provincial budget for investments and running costs of the district. Additional allocations were channelled to the districts through the sector ministries. From a budgeting perspective, the districts were no more than budget positions (*verbas* in Portuguese) in the provincial budget and in the budgets of the sector ministries.

In order to address this unsatisfactory and impractical situation, the District Development Funds (*Fundos Distritais de Desenvolvimento* – FDD) emerged as functional equivalents of a district-level budget. They acted essentially as a “shadow budget”, providing the districts with discretionary resources to prepare and implement the PDDs. These PDDs were elaborated with the participation of the population, NGOs, interest associations and several government bodies. The funds were initially exclusively provided by foreign donors.

5.2.2 Decentralisation and district finances – a new challenge for PPFD

The introduction of FDDs represented a new challenge for the protagonists of participatory district planning. The district administrations appeared as too weak to spend their budget allocations effectively. They had neither sufficiently trained personnel in their financial departments nor technical personnel capable of managing complex plans, such as the construction of schools. There was nobody to arrange

tendering, supervision of construction, control of outputs etc. And the corresponding provincial administration was also not in the position to assume these roles. Furthermore, there were considerable problems associated with collecting revenue at the district level, and an unwillingness of several district administrations to guarantee the transparent management of revenues and expenditure, which had in the past frequently led to the dismissal of district administrators in a number of Mozambican provinces.²⁵

a) Nampula component

In the Province of Nampula various efforts have been made by PPF in the area of district finances to increase the efficiency of district financial administration. To understand these efforts it is important to explain the basic institutional conditions first.

Mozambique is at a turning point in the development of its legal budget framework conditions. The law 9/2002 of February 12 on reorganization of the Government's financial administration (*Lei do Sistema da Administração do Estado – SISTAFE*) stipulated key parameters for this modernization. Various implementation requirements regulate details of SISTAFE, for example that SISTAFE is a computer based system (e-SISTAFE). This implies that each budget unit has to be connected 24 hours a day with the central SISTAFE computer. Furthermore, each planned budget position has an 11-number-e-code and can only be spent as planned in the computer. Each budget unit has to have its own bank account.

Through the law 8/2003 of May 19 on the reorganization of local government organs (*Lei dos Órgãos Locais do Estado – LOLE*) the districts became budget units - like the provinces. As a by-law stipulating the implementation regulations has yet to be passed, the law has so far been without effect.

With one exception. Article 51 of the LOLE says that the districts, as future budget units, must also follow SISTAFE regulations. It is planned that this will be effective from 2005. According to the implementation regulations of the SISTAFE law, districts have to be online 24 hours to be linked to the so-called e-SISTAFE, and they must open a bank account, which will be used for incoming and outgoing financial transfers and payments.

In February 2004 the National Directorate for Planning and Budget (*Direcção Nacional do Plano e Orçamento – DNPO*) decided that as a pilot scheme the 18 districts of Nampula Province were to prepare district budgets for 2005 and have them ready for approval by mid-2004. As the districts did not have the necessary expertise, DPPF had to take over and so in turn, to a large extent, the PPF project. The PPF project had already reacted beforehand to this challenge, by taking a number of measures. The most important were:

- Steps to improve the collection systems
- Development of a specific district collection and financial control system called SISRECORE, compatible with the general SISTAFE-system,
- Organization of training courses for district personnel on district finances,
- Distribution of auxiliary material such as receipt books to the districts.

Furthermore, the decision to create budgets for all 18 districts in 2005 implied the need to carry out the following:

²⁵ cf. Anonymus, Aires Aly suspende administrador de Panda, in: Notícias 22.02.2002, p. 4

- To organize the huge amount of planning and budget relevant data regarding all governmental directorates and NGOs involved in planning and managing public investments,
- extensive training courses on district budgeting,
- preparation of an annual Social Economic Plan (*Plano Económico e Social* – PES) for the first time at district level in all 18 districts of the province,²⁶
- elaboration of an outline for district budgets for all 18 districts of the province,
- linking of the PES with the annual budget for the first time, effectively creating a sort of Performance Budget – PB.²⁷

The district-PES for all 18 districts have been elaborated and budget plans are also available for all districts of the province. As 2005 is a pilot year, these budget plans only refer to *Administração Distrital* – AD (district administrations). Furthermore, although the budgets will be managed according to SISTAFE regulations, for the moment they are managed off-line. Not included in the planned budget for 2005 are the planned expenditures of the still organizationally separated district directorates (*Direcções Distritais*) of the sector ministries, such as education, health or agriculture.

Herein lies an as yet unresolved structural problem. Because of the organisational separation of district administrations and sector ministries (the latter in the form of district directorates), contrary to the LOLE, the 2005 district budgets can be no more than a torso that only includes the revenues and expenditure of the district administration. For 2005 at least, the district directorates will continue to manage their own expenditure separately.²⁸ In 2006 the expenditure of the district directorates will be included in the corresponding district budget and this will then be under the responsibility of the district government.

This integration of the budgets of the district administrations and district directorates from 2006 is, however, dependent on pre-conditions that so far remain unfulfilled. The first pre-condition is that LOLE develops suitable implementation regulations to guide and underpin the preparation and management of integrated district budgets, which also specify rules and procedures governing revenues and expenditure. This leads to the second pre-condition. Only if sector ministries are prepared to decentralize their budgets radically, will the districts have sufficient financial means at their disposal to cover their expenditure. But will the sector ministries, especially the powerful investment ministries for education, health, agriculture and public works be prepared to do this? It is doubtful.

The hesitation of the sector ministries is understandable considering that currently the districts do not have sufficient expertise to properly handle public investments on a larger scale. Indeed the Ministry for Public Works and Housing has faced its own capacity problems with its provincial directorates and only partially functioning district directorates. The Ministry of Education has only been able to address this problem of low district-level capacity by employing its own technical construction personnel in a number of district directorates to deal with the most urgent school construction works.

²⁶ The PES is ideally the annual operationalisation of the strategic mid-term PDD.

²⁷ cf. Vásquez, A.I., Programa de Planificação e Financiamento Distrital, Metodologia para a elaboração do Orçamento e PES Distrital (SECTORIAL), (Nampula), 2004, p. 35.

²⁸ The necessary financial allocations will be transferred from the central budget of the corresponding sector ministry.

Another question is whether the sector ministries are prepared from a political perspective to significantly decentralize budgetary resources. In this context, “significantly” means substantially increasing the paltry volume of transfers from the state budget planned in 2005, to the debit of their own budgets.²⁹ This would indeed signify a substantial loss in influence and power.

What has recently become clearer as a result of the LOLE and the LOLE by-law is the following: At district level the district directorates (for example education, health and agriculture) and integrated district services (for example education and culture, health and social affairs, agriculture and environment) will be integrated into the district administration and work under the political and administrative authority of the district administrator. At the same time it is apparent that the sector ministries are only prepared to devolve substantial resources to the district level if they can be earmarked to the corresponding sector (*consignados*). Talking to the Provincial Director of Agriculture and Rural Development of Cabo Delgado Province this became more than obvious (O. Armino 05.10.2004). Such earmarking of resources would, however, largely restrict the necessary budget autonomy of the district government. In the end the district government would be degraded to the level of implementation agency of the sector ministries. Furthermore the coordination, control, reporting and balancing work which such an arrangement would imply would clearly be too much for the already weak finance departments of the district administrations.

At the moment there is no chance of getting a precise answer to how this issue will be resolved in Mozambique. An answer is hinted at in the forthcoming LOLE by-law. Yet, this will not serve to answer all of the open questions (D. Lambo 24.09.2004). Even the remark repeatedly heard that this is a “process” in which the resources of districts and sector ministries have to be coordinated does not really help, and seems more a helpless expression of deep insecurity. It is a fact that coordinating two completely different logics, that the logic of territorial planning and budgeting and the logic of sectoral planning and budgeting represent, is hugely problematic. In the end there would be a mixed structure, with all the practical and political problems discussed above. What really would help is a complete functional reform on the basic principle of subsidiary.³⁰ It seems that Mozambique is not up to this, yet.

What does this imply for PPFN Nampula? Three things will be important:

- 1) to continue the efforts to build the capacity of financial experts in the district administrations, with the aim of increasing the revenues of the district administrations, the capacity to manage this process transparently, and spend the resources efficiently,

²⁹ The existing budget plan for all 18 districts of Nampula provides transfers from the state budget of 24.07 billion MZM = 1.11 million USD. With 3.41 million inhabitants this means a governmental transfer payment of only 0.33 USD per person per year. Cf. PPFN Nampula, Componente: Finanças Distritais (Nampula) 2004, p. 13

³⁰ Functional reform means that each administration unit (for example ministry, other central administrations, province directorates, district administrations) receives unambiguous tasks at one administration level (national level, province level, district level) and these tasks will not be dealt with by another administration unit no matter which level. For example secondary schools will not be built by district governments and at the same time as part of a donor financed programme by the correspondent ministry. The principle of subsidiary means that a specific task is dealt with by the lowest administration level as close to reality and citizens as possible.

- 2) to improve the administration of district finances through the further development of key procedures and improving manuals and other support material,
- 3) to influence the national policy dialogue through the documentation and distribution of best practices; specifically, to push for the maximum simplification of district finances, which would imply eliminating as far as possible the need for the coordination efforts implied by earmarking and opting instead for far-reaching functional reform.

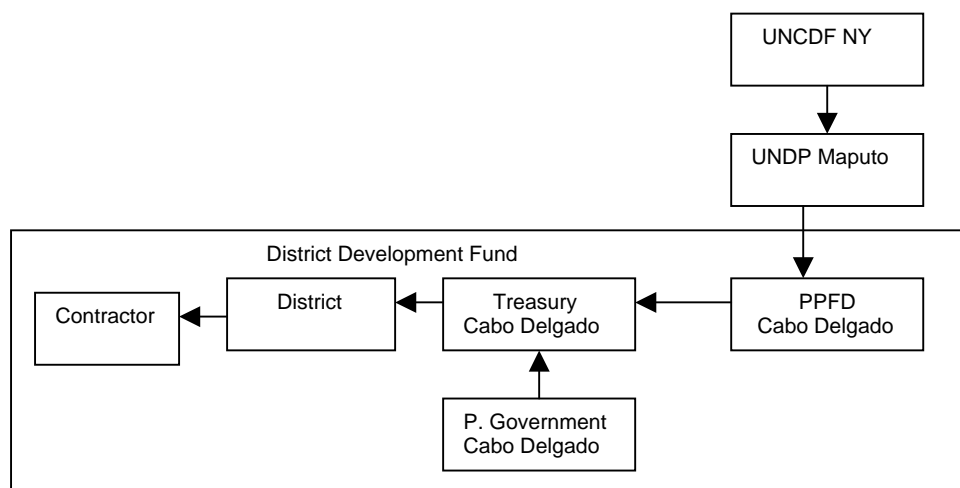
b) Cabo Delgado component

The basic conditions with respect to district finances are similar in Cabo Delgado Province and its PPF project component to those described in Nampula Province. Nevertheless, at the moment there are different challenges in Cabo Delgado. Cabo Delgado is not a pilot province for the introduction of district budgets. In 2003 and even more so in 2004 the activities in the area of district finances were mainly focused on the introduction of the district development fund. The FDD serves a dual function:

- 1.) As mentioned before the FDD supplies districts with fiscal allocations which they otherwise lack. In this respect the FDD is more like a shadow budget.
- 2.) At the same time the FDD enables a “a pedagogical process in which the districts learn budget discipline” (I. Vásquez 01.10.2004.)

Simplified, the FDD in Cabo Delgado Province and elsewhere, is structured and functions as follows:

Chart 9: Structure of the district development fund and the flow of funds



Source: MTE team design

The chart shows several things: The district development fund is provided by UNCDF (95 %) as well as by the Provincial Government of Cabo Delgado (5 %). Basically the FDD represents a process. For each local project in a district (for example the construction of a school or of a health post, road repairs etc.) the *Tesouro* (Treasury) receives the calculated amount. It then opens a special account for this local project

with a private bank and from this account the district administration can process the necessary payments according to the rules for financial transactions in public administration. In the first year, district only process invoices but not payments, which remain under control of the DPPF Department of Public Accounting.

The Cabo Delgado project component succeeded in installing the FDD, developing a provisional manual³¹ and opening FDD accounts in two districts. The government share of 5% of the FDD has been released. First test transfers to the districts have been made.

There are specific reasons why the FDD has not yet been used to finance local projects in Cabo Delgado and these are discussed in another context in this report (see section '4.3.1 Input delivery' and '5.3.1 Progress'). The fact that the post of district finance advisor will be filled January 1 2005 will definitely encourage and deepen the project activities in this regard.

The project component will be faced with four principle tasks in the future:

- 1) to consolidate the organisation of the district development fund to the extent that they function totally,
- 2) to train the district administration and actors in the districts to be able to manage the fund according to the regulations,
- 3) to build on this capacity and embark on the first steps of introducing district budgets based on the LOLE and,
- 4) to enable the districts to increase their revenues.

The last task is relevant also for Nampula and will be discussed in the following section.

5.2.3. How to raise district revenues – some thoughts

The districts have the right to raise revenue according to a decree from 1956 that is still in force. This leaves the districts with ample discretionary powers to levy charges like fees and licences (*taxas e licenças*). The charges are mainly levied on local economic activities such as fees for market stalls, shops or trades, licences for using equipment such as sewing machines or scales when commercialising agricultural products.³² Another important category is the charges for house building and for repairing buildings. Even new straw roofing incurs a fee. Furthermore, the districts have considerable discretionary power in choosing the amount of the corresponding fees or licences. That is why some are just minor fees such as 50,000 MZM/per year = 2.3 USD/per year for a tailor's workshop. Other fees for example for a market stall can easily amount to 900,00MZM/per year = 41.7 USD/per year, which is not a negligible sum.

To sum up, the districts mainly tax local economic activities, as well as activities that are visible and controllable, mainly those connected with construction and housing. They quickly realize when the citizens feel that the charges are too high because

³¹ cf. PPFD Cabo Delgado, Fundo de Desenvolvimento Distrital – Cabo Delgado, Manual Provisório das Operações – versão 2.0. (Pemba) 2004

³² f. ex. cf. Luis José, Experiência sobre colecta e gestão de Distrito de Mogovolas, (Nameltil), 2004, p. 3

they simply try to avoid paying. The question remains, however whether it makes sense to levy charges on local economic activities or on basic needs like housing.

On the other hand, if districts want to become participants in the development process they need to increase their revenues. This will become even more important after they have their own budgets, from 2005/06 onward. If they want to avoid being completely dependent on insufficient transfers from the Government and on an unlikely tax reform with new regulations on which level (central government, province, district or municipalities) taxes, fees and licences are charged and who gets how much, district governments will have no other choice than to raise additional revenue through fees and licences.

The District of Mogovolas has acknowledged the problem and taken action. Every year in December market stallholders are being consulted about level of fees by the district administration, and only after this hearing does the district administration decide how to price the fee. This way they avoid market stallholders "flight" to the informal sector. The project should take up this initiative, and perhaps organise a seminar on the basis of previous research. This could be a first step to developing a fee and licence policy for the districts. The most important aims would be:

- 1) to increase the revenues of the districts,
- 2) without strangling the local economy,
- 3) to find out which minor fees should be discontinued because it is more expensive to collect them, than the revenue they generate,
- 4) to find out which fees could be levied without problem on the activities of those who are more prosperous,
- 5) to find out which fees should be abolished because they relate to basic needs, such as housing,
- 6) to transfer the positive experiences of other districts where the levying of charges has directly translated into improvements for those who pay.

Such linking of the improved financial situation of the districts and local economic development would be a concrete contribution to achieve the results of Output 6.

5.2.4. The question of performance budgeting

Performance Budgeting – PB has become part of the agenda of the project. As mentioned before, the district budget plans for 2005 in Nampula Province could be regarded as a kind of performance budget. They fulfil the following central conditions for PB:

- 1) There is a medium-term plan, the district development plan PDD, which details the medium term strategic goals,
- 2) the PES *Plano Económico e Social* (Social-economic Plan) operationalise the strategic aims into specific goals annually,
- 3) the specific goals of the PES are converted into quantitative measures and then result in concrete outputs, such as construction of x infrastructures or employing y teachers or z training courses etc.,
- 4) those outputs receive corresponding budget allocations inclusive financial source (own resources of the district, transfers from the Government or external funding).

The UNCDF HQ, via the central level component, assisted these endeavours by elaborating and translation of two specific technical texts on PB³³, as well as by giving direct advice during the field visits of the finance advisor. The technical texts were adopted by the DNPO as Government documents to be circulated and used in the framework of the budget reform process.

But the above mentioned district budgets are not yet “state of the art” in Performance Budgeting. This is because the necessary linkages with the provincial budget, which is still conventionally planned, are missing. In addition, there are no systematic linkages between the annual PES and the Development Plans of the Province (*Plano Estratégico para o Desenvolvimento da Província de Nampula* and *PES provincial*) and the districts (PDDs and *PES distritais*). Currently, the PPF does not seem to be in the position to create these pre-conditions for a comprehensive PB-system because of lack of necessary personnel. With only one financial advisor in Nampula and hopefully one in Cabo Delgado starting 2005 (but without experience in PB), this is unlikely to be achieved. It has to be taken into account that these advisors, besides PB, have to work also in other important fields within the financial area such as introduction of a transparent and efficient revenue collection system in the districts, including training and supervision, to guarantee the flow of funds in the framework of the FDDs, to co-manage the PPF component finances including reporting etc. etc.³⁴ To deliver PB in the comprehensive sense as it was defined in Output 1 of the Amendment document would be a “project within the project” and requires the necessary man-power, which was not foreseen. Nevertheless, the project provides at district level the necessary basis for a more elaborate form of Performance Budgeting. The Government has put PB on its agenda for the whole country for early 2007. Experiences at district level such as from Nampula Province are welcome (D. Lambo 24.09.2004).

³³ Ron McGill, Performance Budgeting (PB) (10 sheets on context, mapping, checklist, method, targets, prioritisation, structure, accountability, measurement, logic), New York (2004); Ron McGill, Annual Report, Plan and Budget, New York 2004 (Portuguese: *Ronald McGill, Orçamento por Desempenho, Orientações Conceituais e para sua Aplicação Prática, Nova Iorque 7/2004*)

³⁴ cf. the TOR of the District Finance Advisor for the Nampula component, in: UNCDF, Project of the Government of Mozambique, Draft project Formulation Document (PRODOC), (2002), p. 127

5.3 Output 3: Financing and execution of infrastructure as the most visible part of the project

Definition of Output 3:

Provincial and District Governments have established and institutionalised a transparent system for the implementation, supervision, operation and maintenance of basic infrastructure

Achievements:

In Nampula Province, the achievements with regard to meeting infrastructure needs within the framework of the participatory planning process and with the support of the FFD are very positive.

Constraints:

In Cabo Delgado the lack of progress on the ground is of concern particularly with respect to the risk of the participatory planning approach losing credibility with its primary audience. Project external decision makers, namely DPOPH, are not fully complying with their obligations to enhance the provision of infrastructure to communities. The rules and regulations to secure transparent public tendering, purchasing etc. are obstacles for a fast infrastructure delivery. The maintenance of basic infrastructure remains unresolved.

5.3.1 Progress

a) Nampula component

Planning, design, procurement, delivery and maintenance

At present the *Fundo de Desenvolvimento Distrital* - FDD (District Development Fund) focuses to a great extent on supporting the needs manifested through the prioritisation and district planning process by the application of standard designs for roads, schools, health facilities and water points in accordance with procedures implemented by DPOPH.

On occasion, insufficient attention is given to amending the standard designs to reflect particular local needs. For example there is widespread dissatisfaction with the entry and exit arrangements for the maternity facilities within the standard health centre design, and this has led to a demand for alterations after project completion. The roads component has been more effective in this respect where a spot improvement approach has attempted to focus on improving particular sections of road where accessibility is seriously impaired, thus arriving at an overall more adequate design solution for a local problem.

The implementation of health centres and schools without full regard to water and sanitation issues (e.g. separate latrines for female and male pupils) also points to a weakness in properly framing projects within their local environment.

The procurement procedures have been implemented across the roads, water and building construction sectors in a uniform fashion. A great deal has been achieved to date in terms of putting a transparent procurement system in position. There is a clear understanding of roles between the actors and a mechanism for creating a sense of 'ownership' by the district administrations is operational and widely accepted.

Table 6: Progress in Nampula to October 2004³⁵

	identified	inception	designed	procured	executed	handed over
2002						
Timing	Jul-01	Apr-02	Jun-02	Sep-02	Jun-03	Jun-04
Investment USD	1,475,647	1,271,856	1,271,856	1,271,856	1,157,194	1,157,194
Progress to Date	100%	86%	86%	86%	78%	78%
2003						
Timing	Jul-02	Apr-03	Jul-03	Nov-03	Sep-04	Dec-05
Investment USD	1,926,034	1,404,953	1,404,953	1,404,953	983,467	0
Progress to Date	100%	73%	73%	73%	51%	0%
2004						
Timing	Jul-03	Apr-04	Jun-04	Oct-04	Apr-05	Apr-06
Investment USD	1,553,895	1,553,895	1,243,116	994,493	0	0
Progress to Date	100%	100%	80%	80%	0%	0%
2005						
Timing	Jul-04	Apr-05	Jul-05	Sep-05	Apr-06	Apr-07
Investment USD	1,055,682	0	0	0	0	0
Progress to Date	100%	0%	0%	0%	0%	0%

An overview of progress achieved to date and indicative forecasts for completion of activities is provided in table 6. Progress has been considered globally in order to facilitate a comparison between the two provinces indicating the actual time required to take the investment process from the moment of identification of priorities by the planning process up to the final handover of the project. The investment programme is defined in terms of a number of phases through which the investment is implemented. "Identified" refers to identification of priorities by the District at the time of preparation of the PES proposal generally in the year before execution. "Inception" refers to the moment at which the identified priority is integrated into the DPOPH work programme (in Cabo Delgado this happens earlier than in Nampula where the formal request from the District follows the approval of the PES, not before April in the year of execution). "Designed" refers to the time required for the preparation of design and tender documentation. "Procured" includes the completion of tender procedures, selection of the contractor and award of contract for the works. "Executed" means execution of the works on site. "Handed over" refers to the final handover after the facility has been commissioned and completed its defects liability period, generally a period of twelve months after completion of the execution phase. Progress over each of these project phases is considered in terms of the actual or projected timing of a particular phase, the amount of investment under implementation during the phase and the actual progress that has been achieved up to the time of the report (September 2004).

³⁵ PPDF Nampula, Ficheiro Excel "FDD 2002 e 2003", "Ponto de Situação das Obras de 2004" e "Critérios FDD 2005"

Significant outputs are being delivered in terms of infrastructure on the ground. A number of Administrative Posts which could have been considered disadvantaged at the start of the programme have now within a period of four or five years benefited from the provision of a rehabilitated road, school, health centre and office block. Examples of such development include the Administrative Post of Cunle in Ribaué, and the Administrative Posts of Aube and Sangaje in Angoche. Now as the second PDD is being prepared, Angoche is able to plan for a more equitable distribution of priorities through the district, having been able to meet their original objectives in the first five years.

In parallel with the more formal DPOPH system there is also demand arising through the planning process for resources to execute projects that are being implemented directly with community participation either solely with the own contributions or with the support of agents such as SDC, SNV and IDPPE in the coastal areas. The outputs from this process also indicate considerable capacity to meet local needs in a manner appropriate to the resources available. Good examples of this type of initiative are the construction of the Primary School at Mecuburi with donations and contributions organised by the school council comprising of parents, staff and other stakeholders.

This experience is particularly important with respect to guaranteeing longer term commitment to community monitoring and maintenance efforts. In Nametil funds generated from the school *machamba* (school plot) together with direct contributions from parents have been used to fix door locks and repair school furniture.

However care will be needed to insure that communities are aware of their role in wider planning processes so that resources can be allocated in time to meet needs. In the Administrative Post of Nanhupuro in Mogovolas District community members have built the walls for a prospective health unit and hope to request assistance from SNV to finance the roofing sheets. They have not yet approached SNV, or the health authorities regarding staffing. The risk is that a motivated community willing to provide voluntary labour and materials may not get support from *Direcção Provincial da Saúde* – DPS (Provincial Directorate of Health) because their project does not meet health sector design and construction standards.

b) Cabo Delgado component

While it is still very early days there are a number of areas within which the Cabo Delgado programme has made positive progress.

A good deal of work has been done particularly within DEd to establish a standard for the preparation of project documentation. Local technicians have been contracted through a tender procedure with the consent of District Administrations, based on terms of reference including an *ante-projecto* (sketch design) to prepare full project documentation for a number of projects to be implemented in 2004. The resulting documentation is of a high standard and sets an appropriate benchmark for future activities.

Tender procedures for the 2004 works programme have also been initiated and are quite advanced though delays have been experienced because of staff changes and movement within DPOPH and DEd. The procedures are consistent with those practised in Nampula and other parts of Mozambique.

Table 7: Progress in Cabo Delgado to October 2004³⁶

	identified	inception	designed	procured	executed	handed over
2004						
Timing	Jul-03	Sep-03	Jul-04	Oct-04	Jun-05	Jun-06
Investment USD	225,000	225,000	226,097	226,097	16,000	0
Progress to Date	100%	100%	100%	90%	6%	0%
2005						
Timing	Jul-04	Jul-04	Dec-05	Apr-05	Jan-06	Jan-07
Investment USD	570,000	570,000	0	0	0	0
Progress to Date	100%	100%	0%	0%	0%	0%

An overview of progress achieved to date and indicative forecasts for completion of activities is provided in table 7. A more detailed definition of the terminology used to describe progress is to be found in the paragraph following table 6.

Frustration with the slow rate of progress being achieved in Cabo Delgado receives a good deal of comment. However, when compared to the Nampula experience the time taken for moving through a full cycle of infrastructure implementation and execution does not appear to be altogether different between the two provinces. The difference is rather that Nampula has already passed through a number of full cycles with concrete results achieved on the ground while Cabo Delgado is still in the process of completing its first cycle. As visible results are increasingly achieved in Cabo Delgado then this will contribute to the credibility of the planning process as a whole. Relative efficiency is considered more fully in a subsequent section.

Now that the investment programme for 2005 has been established a firm commitment from all parties should be sought to see that key dates on the programme are achieved.

5.3.2 Road sector

Interaction with the road sector is an important issue for the FDD in both provinces.

In Nampula the explicit support provided to district roads interventions through the Rural Access District Fund - RADIF has now come to an end.³⁷ A number of stakeholders including the Provincial Governor have expressed their concern that funding should be continued through to the end of the project in 2006. Nevertheless road sector priorities identified through the district planning process are still eligible for funding through the FDD.

In Cabo Delgado the Tertiary Road Project being supported by the Norwegian Embassy is still in its early stages of development. Support is being directed at

³⁶PPDF Cabo Delgado, Ficheiro Excel "Propostas Aprovados 2004" e "Plano Actividades 2005"

³⁷ The RADIF programme provided funding specifically for access projects financed by the Dutch Government but was managed within the PPDF planning and implementation framework.

capacity building within the *Departamento das Estradas e Pontes* - DEP (Department for Roads and Bridges) and DPOPH in order to manage the provincial road network as well as to increase the capacity of the local contracting industry. Many of the issues to be addressed regarding the management of the FDD for the prioritisation and coordination of investments are also critical for the Tertiary Road Project. One opportunity to generate debate and increase awareness of the issues will be the promotion of a seminar by the roads project. Issues including road prioritisation, annual planning and routine maintenance are to be addressed.

5.3.3 Key issues

5.3.3.1 Accountability

Planning and design

If infrastructure is not designed taking into consideration the range of needs of its different users then its impact can be significantly reduced. For example, it was found that almost everywhere water is a concern and a priority for the communities visited. In water supply projects, competing household uses of water for crops, livestock, cooking and washing should be addressed as well as arrangements for collecting and carrying water. The design and location of water points may fulfil multiple purposes if these different uses are taken into account. Thus, while it is true that water points will serve women, it remains important to consider to what extent a particular type of water system and its specific location are useful for women and to what extent women participated in decision-making about these technical aspects.

A school at Nametil in Mecuburi District does not have separate latrines for girls and boys. This could possibly, as in some other parts of the country, influence school attendance of girls during menstruation. It is therefore suggested that technical teams at provincial and district level be trained to take into consideration the social impact of infrastructure investments on men and women and to monitor the eventual social impacts.

Planning includes execution aspects and selection of appropriate methodologies. For example while community contributions are decided and agreed upon by community members, women are often assigned tasks without being actively consulted. In Chiure District women were required to cut thatch, fetch water and cook for those who were building a community meeting place. These tasks are assigned to women because they are part of the traditional division of labour. However project planning should take into consideration through consultation with women the extent to which their work burden will be increased so that their contribution is acknowledged and recognition is received. Such consultation is a fundamental step towards ensuring women's participation in other community development forums.

In both Nampula and Cabo Delgado PPDF staff and counterparts generally assume that women will automatically benefit from new infrastructure. It was noted that because infrastructure is seen as 'gender-neutral' in this way, gender is not seen as the responsibility of infrastructure activities but rather as the sole responsibility of the Gender and Participation Adviser/staff when this should not be the case.

Programming and timing

Delays in delivery of infrastructure in Cabo Delgado are being keenly felt as expressed by the District Administrator in Chiure. It is important to recognise from the outset that the project does not operate within an environment that is conducive to the rapid roll out of infrastructure but rather seeks to address critical issues which will improve GoM's performance in this respect in the long term. That the District Administrator in Chiure is frustrated is understandable, however this frustration needs to be re-focussed on addressing the causes of the problem rather than seeking to bypass the system in order to meet short-term goals.

Table 8: Programming approaches to infrastructure implementation

	Nampula	Cabo Delgado
Identification	District Planning Process	Rapid Assessment Process
Inception	District PES Approval	District PES Proposal
Project design	Stock type designs through internal resources	"One off" designs through outsourcing
Procurement	Open tendering	Selected tendering
Execution	More local contractors	Fewer local contractors
Handover	Maintenance plan?	Maintenance plan?

There are key differences between Nampula and Cabo Delgado in their respective approaches to programming of infrastructure implementation which point to the opportunity for more effective delivery through each province adapting something from the other's approach.

Nampula's infrastructure implementation is dependent on the district planning system for the identification of needs. In order to move ahead with infrastructure investment Cabo Delgado has had to rely initially on identification of needs through a rapid assessment process with the districts. In both provinces needs are identified in the year before implementation.

In Nampula project planning and preparation does not take place until the District Administrations have their budgets approved, normally around April. Even then the District Administrators have on occasions delayed communicating their interest in proceeding to DPOPH, which has the impact of introducing even further delays³⁸.

In Cabo Delgado, on the other hand, inception takes place much earlier in the cycle at the time when the district investment proposal is prepared and agreed around July of the year preceding investment implementation. More time is therefore available for project design activities and this approach has resulted in improved quality of design outputs. For example, the proposed rehabilitation of 22km of road between Chinda and Mbau for 2005 has already been surveyed and a bill of quantities prepared which will serve as a basis for the tender document.

Nevertheless, Nampula has developed a much more streamlined approach to design and procurement activities, which has been possible due to a number of factors. There is a much greater reliance on standard (stock type) designs and approaches, which are applied in a variety of situations. There is also considerable confidence in Nampula that the approach meets client needs and local expectations. This confidence is a result of the experience built up through a number of years of project execution within the PPF process. This experience is an important comfort factor for those involved in decision-making within the system.

³⁸ PPF Nampula, Relatório Final Componente de Estradas Distritais, Nampula, Julho 2004

Cabo Delgado should continue to pursue their overall goals and maintain discipline within the procedures put in place. However, where possible, streamlining, along the lines employed by the Nampula project should be considered.

Open tendering is to be preferred to selective tendering. In Cabo Delgado selective tendering is justified in order to reduce the risk of failure on particular projects by only inviting contractors with proven competence. While this may be understandable it is subverting the role of the contractors' registration and licensing system. If a contractor has an appropriate licence then he should be allowed to tender. If a contractor has inadequate capacity then this should be dealt with through the licensing system. The only issue to be assessed with respect to tender evaluation is whether the contractor has an appropriate licence or not.

Efficiency

The progress achieved to date as described in Figures tables 6 and 7 also provides a basis for comparing the relative efficiency of the systems and procedures in both provinces in terms of the rate of infrastructure investment implementation through the project lifecycle from "identification" through to "handover".

Chart 10: Normal rate of implementation of investment per month, actual and projected, USD

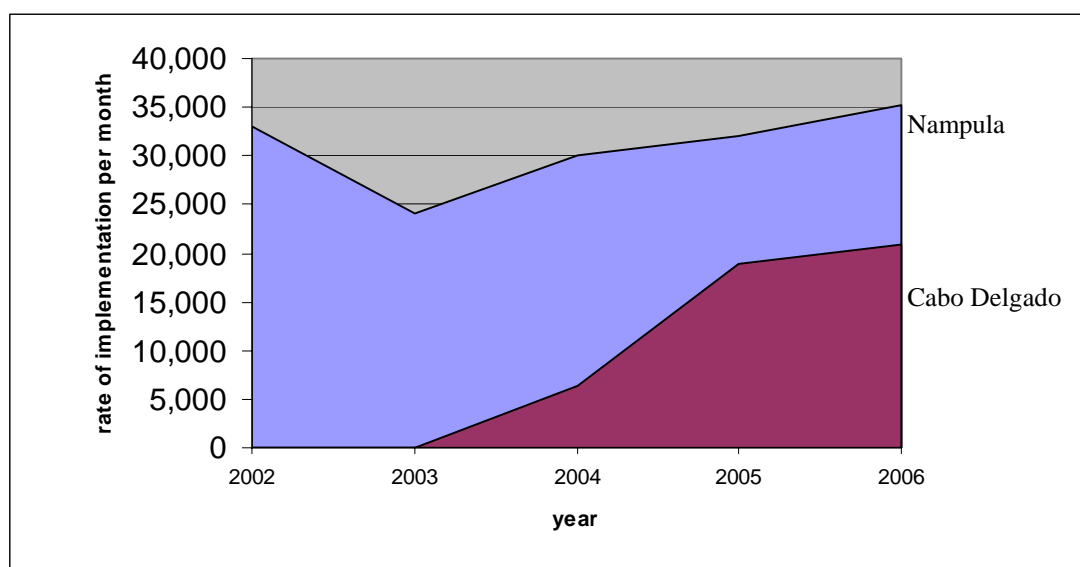


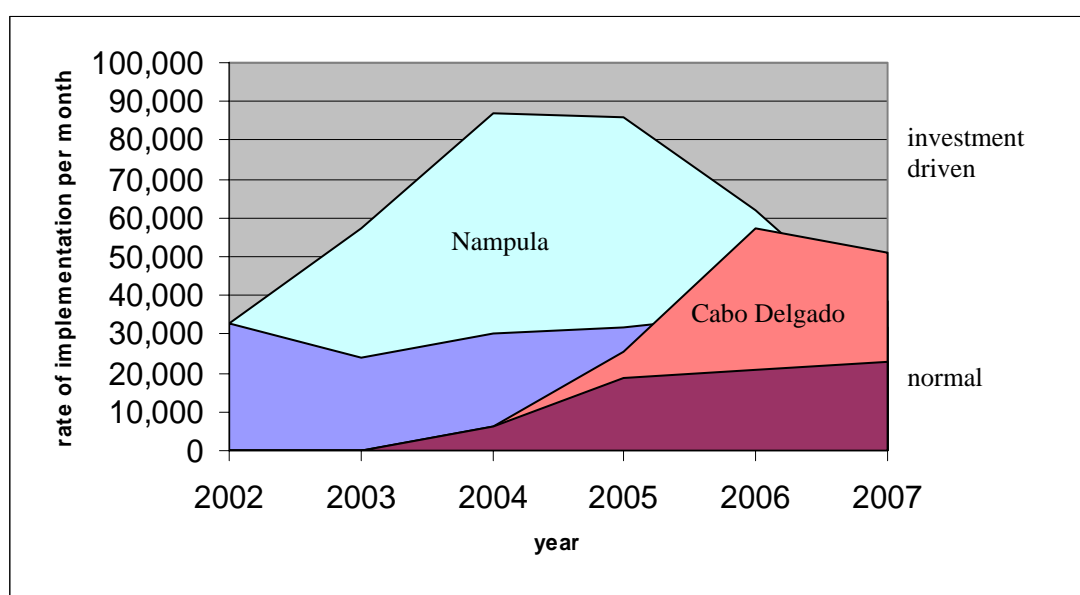
Chart 10 describes the rate of implementation of the total investment within a given planning period e.g. 2003, over the time being taken for implementation from "identification" through to "handover". In Nampula, experience indicates that it takes approximately 36 months to complete a full cycle. In 2003 a rate of implementation of around USD23,000 per month was being achieved. Delays in implementing the 2003 programme also seem to be impacting the rate of implementation in 2004 though indications are that improved performance is expected for the 2005 programme.

While Cabo Delgado is obviously in its early phases, it is worth bearing in mind that the Nampula performance to date has been assisted considerably by the existence of

specific road sector funding within the project. Therefore the Cabo Delgado performance, particularly with respect to projections for 2005, is in many ways comparable with that being achieved in Nampula. At the same time faster rates of delivery could be expected from NGOs and other organisations particularly those not obliged to implement onerous procurement procedures.

Chart 10 indicates performance with respect to a particular planning period and could be considered the 'normal' rate of implementation that can be expected from the system. The cumulative flow of investment provided by the project gives rise to an 'investment driven' as opposed to a 'normal' rate of implementation as described in chart 11. The cumulative flow of investment arises from the fact that FDD funds continue to become available at the beginning of every planning cycle in addition to the funds that are already being implemented within the system from previous planning cycles. At its most acute the system will be in a position where it is potentially managing three years of investment though the various implementation phases. The "investment driven" rates of implementation are represented by the peaks for Nampula and Cabo Delgado in Chart 11 and are derived from the summation of the total investment being managed within the system at any given time. The capacity constraints within DPOPH are keenly felt in this respect.

Chart 11: Investment driven rate of implementation per month, actual and projected, USD



There are a number of possible responses to this situation. To date a 'fire-fighting' approach has been adopted in both provinces, which has required the project advisory teams to dedicate a considerable amount of time and energy to dealing with the 'crisis'. The Provincial Directors of DPOPH also find themselves very much in the front line on this issue. In chart 11 the projections for the 'normal' rate of implementation into 2005 and 2006 anticipate improved performance in the order of 10% per annum.

Capacity constraints within DPOPH could be used as a justification for increasing internal capacity through recruitment and training. The Director DNE feels that this is a critical issue. Alternatively, the use of outsourcing in both Cabo Delgado and Nampula as a means of overcoming this capacity problems is an important

mechanism for dealing with capacity issues in a more flexible and more efficient manner.

Ultimately it is neither desirable nor realistic to expect DPOPH to single-handedly manage all FDD infrastructure investment efficiently by itself. Under pressure from stakeholders DPOPH has attempted to meet the requirements of increased demand internally, when it should be looking to transfer some of the burden to other players. New and alternative approaches are required in order to take up the challenge represented by the requirement to bridge the gap between the 'normal' and the 'investment driven' rates of implementation.

Procedures, communications and reporting

Overall systems and procedures, particularly with respect to procurement, are making an important contribution to meeting transparency and accountability requirements. The Director DNE has however expressed concern with the lack of regular reporting being provided by the provinces with respect to project activities and this is certainly an area that needs to be addressed.

Increased attention should be given to improving reporting both within the project and in support to DPOPH both in Nampula and Cabo Delgado. Difficulties regarding delays need to be documented and reported if a basis for resolution is to be found. The lack of stronger links (both formal and informal) between the project staff in DPOPH and the central level support in DNE is a constraint on bringing problems to light and creating an appropriate forum where problems can be resolved. Measures are clearly needed to address this issue.

A number of stakeholders in Cabo Delgado when asked what they considered to be the biggest problem with respect to the implementation of the infrastructure investments in the project responded "bureaucracy"! An overview of procurement procedures as implemented by DPOPH in both provinces is provided in chart 12. The system is basically sound and broadly meets the needs of public accountability as confirmed in discussions with the Provincial Governor of Cabo Delgado. However improvements are required and the system needs to become more responsive to stakeholder demands for more rapid roll out of investments. For example, mapping exercises in advance of actual investment decisions would at least create a basis for an early response to demands in terms of project preparation. Increased attention to formalizing procedures and decision-making could also assist, for example regular meetings between DPPF, DPOPH and the Governor's Office to review status on current tenders may be of use.

In some respects this is already taking place. One example of such adjustment is the approach to the province's obligation to advise the *Tribunal Administrativo* (Auditor General) before entering into a contract for the execution of infrastructure³⁹. This is considered to be an unwieldy approach at all levels of public administration and has resulted in the *Homologação do Governador* (Governor's Approval) being accepted as the trigger for advancing with contract award by DPOPH. Nevertheless, this represents a risk to the Director DPOPH as the obligation to await approval from the *Tribunal Administrativo* is clearly being by-passed.

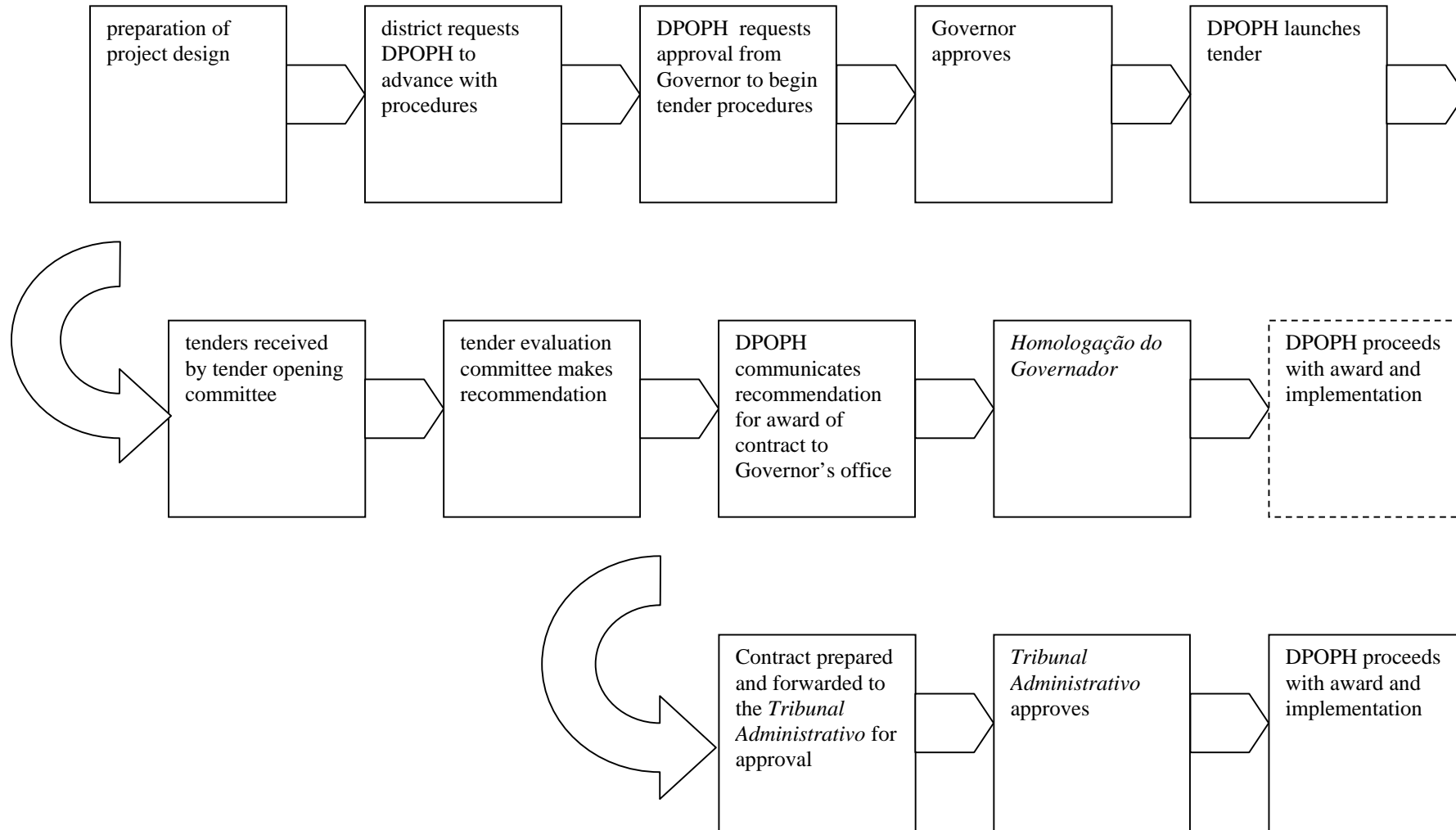
There are a number of initiatives underway and being proposed to improve and support the system. The roads sector tends to be more progressive in this sense and

³⁹ Lei 13/97, Boletim da República, I Série – Número 28, 10 de Outubro de 1997

Nampula has benefited from the outputs of the Roads Component⁴⁰. The work of the Cabo Delgado Tertiary Roads Project also has the potential to bring about improvements not just within the roads sector but in the other sectors as well through the development of more appropriate conditions of contract. For example, contractors' obligations with regard to recruitment, gender and HIV/AIDS are routinely included in roads sector contracts. Clearly the question remains as to who actually monitors compliance with such obligations. This is particularly relevant in the case of gender issues when it comes to promoting women's employment and ensuring that approximately 15% of labourers in road brigades are women as stipulated in ANE's policy for tertiary roads. On the whole, across the country it has proved very difficult to attain that target and this has been used as a generalized excuse for non-compliance with many other initiatives that were initiated to promote gender equality. Draft procurement and contract procedures that have been developed by MOPH (though they were not available for consultation at the time of the evaluation) could represent another opportunity to introduce improvements to the system.

⁴⁰ PPFD Nampula, Relatório Final Componente de Estradas Distritais, Nampula, 7/2004

Chart 12: Procurement procedures for infrastructure investment



Recruitment and employment

There are signs that insufficient attention is being given to transparent recruitment and employment issues at a local level. This is also borne out by the recent project impact assessment.⁴¹ Work should continue to ensure that systems that provide equal opportunity across the community and preferably those which favour marginalized groups are put in place. For example, women in the Administrative Post of Aúbe, Angoche District did not consider themselves entitled to participate in road works. Though they were interested, the idea received little support from men. The principle of women's participation in labour brigades is a key component of the labour standards promoted by the *Agência Nacional de Estradas* – ANE (National Roads Agency). For this reason, it is suggested that one of the criteria to be used when evaluating tenders is the contractor's stated intention to recruit a significant number of women. ANE's gender target was originally set at 25% female labour, but this has been reduced to 15% since the recruitment of significant numbers of female labourers and retaining them has proved very difficult in practice. Various studies have been conducted that show different reasons for this. Roadwork is often not considered to be a decent occupation for married women obliging them to mingle with predominantly male crews. Wage employment away from the family home conflicts with women's food production and child rearing responsibilities. For this reason, most female labourers are single women. However, female headed households are particularly asset poor and cannot endure the economic 'shock' of late payment, so that many single women also eventually drop out of employment. Another reason why women find it difficult to stay on the job are that the conditions in the camps often do not allow for specific facilities for women. It is suggested that contracts be awarded to contractors who have defined measures to specifically counter these barriers and who support on-the-job training for women so that they can progress to positions of authority such as supervisor. The supervisor has a substantial amount of power, since he or she is deeply involved in payment of wages, recruitment and dismissal etc. As such, this will protect women from arbitrary treatment by male colleagues and set a positive role model, showing that women are indeed capable of occupying important positions and exercising authority in a traditionally male environment.

The *Chefe de Posto Administrativo* (Head of Administrative Post) is often a key intermediary between contractors and local communities. More focus could be placed on capacitating *Chefes de Posto* to fulfil this critical function. This capacity building should be preceded by a sensitization of the *Chefes de Posto* so that they actively inform all sections of the community, including women, about employment opportunities.

Problems of workers not being paid on time are not uncommon in rural infrastructure projects in Mozambique, however it could be expected that this situation could be improved where the Districts are deeply involved in making payments to contractors. This issue needs to be monitored so that Administrations are encouraged and enabled to intervene on behalf of their constituents.

Decision making

Making decisions regarding large investments of any kind is a difficult process to which investment in infrastructure adds another level of complexity. The prioritisation

⁴¹cf. ECIAfrica, Companion Report: Mozambique – Independent Programme Impact Assessment (PIA) of the UNCDF Local Development Programme, 3/2004

and construction of public markets through the FDD with the objective of improving public health, promoting local economic development and increasing district revenues is a good example of the need for more in-depth and critical analysis before proceeding with such investments. In Mecuburi, the Namina Market has not met the expectations of the District Administration with respect to income generation despite the fact that it is favourably perceived by the community as confirmed by the project impact assessment.⁴² The market at Mecuburi Sede is near completion however it is anticipated that the local informal markets will still be allowed to trade after it opens. In terms of improved public health and increased income generation what will be the contribution of this investment? In addition, there is the question of the social and economic impact of a new market on female micro-entrepreneurs. Female vendors frequently operate in the informal economy. Acquiring a market stall in the new market will not only imply financial costs (i.e. licence fees etc.) but also transform their operations into a more formal, taxable activity. It can be assumed that women will weigh this against the benefits of the improved market, which makes it important to find out what facilities women would like to see in the new market. In Inhambane Province, for example, women were persuaded to move to an improved market because it had a separate, clean and airy space for their young children. In some cases, these types of issues have been analysed in Nampula, but this is by no means systematic and appears to depend largely on the sensitivity of the individuals involved.

There are examples of system failures and these failures need to be acknowledged and dealt with. One such failure is the stoppage of work at the Namagonha Market for two years because the contractor has abandoned the project and DPOPH has sought redress through litigation. While DPOPH is quite correct to pursue all means possible to ensure that the State's interest's are protected, this should include ensuring that the project is brought to a conclusion so that a return can be sought on the investment made. The risk of failure ultimately rests with the investor.

5.3.3.2 Sustainability

Cost

The cost of implementing infrastructure through the formal systems implemented by DPOPH draws a good deal of comment. The report prepared by the Public Works Advisor in Nampula "*Investigation regarding the cost of construction in the Province of Nampula*" is a response to this issue⁴³. The level of cost for the execution of rural infrastructure as described in the report is not out of line with that being experienced in other parts of Mozambique and indeed in some instances the average costs appear to be below the norm. It is sometimes forgotten that the costs presented at tender are explicit and inclusive of all overhead burden, unlike projects executed through direct administration either by NGOs or District Administrations.

Nevertheless, the costs are high in relation to the large demand for social infrastructure and the scarcity of resources available for investment. Initiatives and developments which provide an opportunity to address this situation need to be actively sought. This is why the integration of lower cost community participation

⁴² cf. ECIAfrica, Companion Report: Mozambique – Independent Programme Impact Assessment (PIA) of the UNCDF Local Development Programme, 3/2004

⁴³ PPFD Nampula, Pesquisa sobre o custo de construção na Província de Nampula (Draft), Nampula, 3/2004

initiatives into the public infrastructure investment framework is so important if a more adequate response to the demand is to be achieved.

The Public Works Advisor to the central level component considers that deeper analysis and stronger communication systems would make a significant contribution in assisting DNE to gain a greater understanding of construction costs in various parts of the country. In this way regional variances could be reconciled and measures taken to address anomalies.

Maintenance and local response

Communities are already taking the lead with regards to monitoring infrastructure performance and providing a local response. The improvements to health facility layouts with respect to maternity services can be directly linked to better communications between end users and service providers. The recent formation of school councils is another positive development which is leading to communities taking small maintenance requirements into their own hands.

The roads programme has also led the way in seeking to create maintenance systems which try to incorporate local participation and reduce the overall cost of interventions. For example in Aúbe, the *Conselho Consultativo do Posto Administrativo* – CCPA (Administrative Post Consultative Council) members who live along a rehabilitated road are currently involved in monitoring the performance of the contractor who is carrying out maintenance. In one case where a supervisor was not performing as expected, the contractor was contacted following discussion at a *Concelho Consultativo* and the supervisor was subsequently replaced. This example points to an increasing empowerment of communities via the CC, and the existence of an organisational framework within which action can be taken.

At a central level the Director DNE considers that an infrastructure maintenance policy is a clear requirement in order to guarantee adequate maintenance of state-owned infrastructure assets. Such a policy is needed in order to allocate responsibility and authority for appropriate interventions.

5.3.3.3 Capacity building

Awareness

In Namagonha, Mecuburi District, the head of the water committee has recently repaired a broken pump within one day, however he is not aware of having received any training and was merely “told by the crew who installed the pump what to do”. It is apparent that there is a pool of latent capacity available to meet very basic needs at local level. What is required is acknowledgement and nourishment of this capacity. The programme should seek to encourage closer links with sectoral resources. The water sector is a good example of how additional training and inputs could be provided to support an existing capacity development process. The water sector also recognizes the need to involve women in technical tasks such as maintenance and operation of the water point, and as such highlights the fact that existing capacity development processes should and can include women.

Increasing opportunity

Somewhere in between the more formal infrastructure investment procedures being implemented by DPOPH and the infrastructure being implemented by the community itself there is an opportunity for greater interaction and mutual benefit. The formal DPOPH procedures could benefit from increased sensitivity to local needs including improved design and more top-down accountability e.g. better and more equitable recruitment procedures. Community projects could benefit from increased levels of technical assistance in order to learn about the more appropriate use of resources, for example concentrating scarce resources on critical elements such as foundations.

In addition, it is important that the FDD with the support of the project assumes a coordinating role with respect to other investments rather than just focussing on its own investment programme, so that opportunities for investment are maximised by the districts. In Cabo Delgado coordination will be required with the Cabo Delgado Tertiary Road Project also supported by the Norwegian Embassy, as well as with other investors in the roads sector such as PAMA. In the education sector the Fast Track Initiative – FTI to be implemented through provincial *Centros de Apoio* (Support Units) is another example of investment funding that could be available to meet community demands arising through the district planning process.

PPFD in the central provinces has moved forward with the preparation of guidelines for procurement and contracting micro-projects at district level⁴⁴. Adaptation and refinement of these procedures at a local level represents an important opportunity to increase district capacity. For example the increasing acceptance of locally burnt bricks for use in rural public buildings by DPOPH in Nampula is a very positive development and could be built upon by seeking to apply more adequate design solutions in line with the resources that are available locally. In what circumstances would it be possible for the district administration to contract a group/association of brick makers to provide inputs for a local infrastructure project? How can quality control procedures be implemented in such a way as to guarantee that the quality assurance requirements of the various stakeholders are met?

If each of the districts in Nampula Province was capable of implementing 1 micro-project with a value of USD 5,000 each year this would make a contribution to the overall 'normal' rate of project implementation in the province recorded in 2003 (see Chart 6) by something in the order of 33%⁴⁵.

Outsourcing

The use of outsourcing by Cabo Delgado to meet project design needs and address internal capacity constraints within DPOPH is a very positive development. This initiative should be used as an important part of the learning process for District Administrations with regard to the requirement for committing resources to the planning of larger and more complex infrastructure investments.

Recently DPOPH has been charging other directorates and agencies a 3% fee of project cost to cover the cost of supervision of construction of schools and health facilities. This phenomenon is particularly commented upon in Cabo Delgado. There

⁴⁴ Projecto de Planificação e Finanças Descentralizadas PPFD-C, Contratação de Micro Obras, Guia de Orientação, 8/2004

⁴⁵ (18 districts x \$5000 = \$90,000, \$90,000 / 12 months = \$7,500 per month, \$7,500 / \$23,000* = 33%). *normal monthly rate of implementation from chart 6

may be some justification for this approach if the funds are being applied in order to contract independent supervisors for public works within an agreed framework between DPOPH and the directorate or agency so that performance can be monitored and managed.

Nevertheless 3% appears insufficient to guarantee adequate supervision particularly in the case of rural infrastructure where transport costs are high in relation to the value of the assets being created. As a result, there is considerable dissatisfaction with the current arrangement which is perceived to be providing inadequate levels of supervision.

5.4. Output 4: The sustainability of the project achievements / the question of an exit strategy

Definition of Output 4:

Institutional (including human) capacity strengthened and made self-sustaining for improved local government performance

Achievements:

Comparatively highly qualified technical teams only in areas in which participatory planning has taken place over several years.

Constraints:

Lack of institutional capacity and lack of self-sustainability of the participatory planning cycle, which even in most districts of Nampula Province hasn't become a routine process and in Cabo Delgado province is still at an embryonic stage. Technical teams at provincial and especially at district level, are only ad-hoc bodies, struggling with a high rate of personnel changes and therefore they cannot comply fully with their role as key players in that process. Financial means for the inherent costs of the participation system completely dependent on the project.

The sustainability of what has been achieved so far is not guaranteed. On the contrary, the results achieved by the project to date have to be considered as rather fragile. This is mainly true in respect of three areas:

- 1) participation of the population in the planning process, i.e. the core of the planning system the project is seeking to help put in place,
- 2) district finances,
- 3) technical teams at province and district level.

5.4.1. The questionable sustainability of the participation model

The analysis 'To what extent is participation working' under 5.1 has already given first following hints: The lasting participation of the whole population on the ground as well as of representatives in the different planning and decision making committees such as Forums, CCPAs and CCDs is relatively successful in areas where NGOs have trained the population in certain forms of collective lobbying. In places where the population has no experience with voluntary, collective solutions to common problems, district technical teams (*Equipas Técnicas Distritais*) and governmental representatives - such as district administrators, *Chefes do Posto Administrativo* and to an even larger extent the newly arrived *Presidentes da Localidade* - face great difficulties to mobilize the population in a meaningful and **sustainable** way. This applies even when traditional leaders, the so-called *autoridades comunitárias*, cooperate with the state authorities.

But the cooperation with NGOs should not be taken for granted. NGOs, as their name clearly states, are not part of the Government. They follow a different logic of action and have different planning horizons than a Government. One can not always fall back on them as institutions for mobilizing and learning. Quite aside from the fact that NGOs' reach means they are not able to cover the whole territory and population. Using the NGOs within the participatory planning system can only be considered as a temporary aid. In the long run the Government **alone** must be able to motivate the population and its representatives for cooperation down to the lowest levels. The question remains: how?

The analysis 'To what extent is participation working?' has clearly shown that the interest of the population as well as of the governmental representatives in the districts in participatory planning depends to a large degree on whether there are concrete results. In places where, in spite of a high level of interest in the development of long-term district plans, and in spite of cooperation in annual planning, no new elementary school was built, the bridge was not repaired or the supply of drinking water was not improved, there the interest quickly diminished. The principal condition to engage and retain the interest of the people is sufficient financial means to respond adequately to demand and expectations.

5.4.2 Insufficient financial means

Fifty percent of the Mozambican budget still depends on foreign financial transfers (external grants and loans by donors). In the coming years there will be no substantial allocations in the budget for transfers to provinces or districts. The existing funds raised from tax revenues are bound because of the Government's co-financing obligations for the big projects of the World Bank, the International Monetary Fund, the African Development Bank etc. (D. Lambo 24.09.2004).

As mentioned in 5.2 'Innovations in Public Financial Administration', the District Development Funds (FDDs), specially installed as part of the district development plan to finance projects prioritised in participatory planning processes, have been completely financed by donors. The district budgets planned for 2005 in the 18 districts of Nampula will be 40% financed by donors, too.⁴⁶ With this level of dependency on donor financing, sustainability is difficult, if not impossible, to achieve.

Furthermore, the available funds are rather modest: for example, 15.680 MZM = 0.72 USD per inhabitant in Nampula Province in 2005. It is clear that in the coming years there will be no substantial increase in financial transfers to the districts. The possible – though unlikely – integration of funds from the sector ministries to the future district budgets would in any case not raise the volume of funds available, as it would simply represent a restacking of budget allocations. This was discussed under 5.2 'Innovations in Public Financial Administration at District Level'.

Participatory planning systems have an inherent tendency to equalize the distribution of available resources and the local projects financed, because of their democratic character. This leads to a limited impact because the limited allocations are broadly dispersed. If one tries to improve the impact in one part of the district through concentration on local clusters of investments, other localities will receive less or nothing. This may well function for a time as part of a planning process with lots of arguing and convincing. At some point, however, the neglected population and its representatives will lose their interest in planning. As long as only insufficient means are available and priorities and local decisions necessarily lead to preferences and disadvantages, a participatory planning system relying on voluntary participation will not be sustainable. In this context it is difficult to predict the moment when more or less all participants feel that their interests are insufficiently considered. As the experience in the District of Angoche shows, the lack of interest in a part of the population was "pre-programmed" because of the currently insufficient resources that led to the decision to concentrate investment in other areas of the district.

⁴⁶ cf. PPFD Nampula, Componente: Finanças Distritais, (Nampula) 2004

Another aspect is that the whole participation model is based on voluntary work without any expense allowance. Taking into consideration that the participation institutions such as Consultative Councils at district level or at administrative post level are a sort of parliament, sooner or later there will be demands for expense allowance for meetings etc. First hints were made to visiting MTE members. It will be difficult to explain why representatives of elected municipal assemblies, for example, receive attendance allowance in the municipalities of Mozambique, while the delegates in CCDs or CCPAs receive nothing. The therefore needed costs are not to be estimated today. The question that will soon rise is who is going to pay for the enormous inherent costs to operate the whole system.

5.4.3 The technical teams at provincial and district level

The technical teams at the provincial and district level, the ETP/EPAP and the ETDs, are multidisciplinary teams. Their officials are from various sectors. This is how expert knowledge of different sectors is channelled into the team and a multidisciplinary solution of problems should be guaranteed with the participation of all sectors. Furthermore, through the principle of delegation, information on participatory district planning should be channelled back into the corresponding sectors and thus they are integrated in the complete process, too.

The technical team at provincial level has first of all to support the teams in the districts that are technically in charge of the process of district planning. They prepare the whole planning process in every technical dimension and advise the district administration before and during meetings of the IPPCs. Furthermore, in practice they often help to mobilize the population or its representatives to attend planning meetings even though the government representatives of the district are formally responsible for this. In short, the whole system of participatory planning would not work without the technical teams.

Surprisingly these teams are still purely ad hoc teams. The Orientation for the Elaboration and Implementation of the District Development Plan (*Plano Distrital de Desenvolvimento – Orientações para Elaboração e Implementação*)⁴⁷ from 1998 mentions these teams but does not give them more than an ad hoc status (see section 2.2).

But in practice it has become clear that they are not ad hoc committees that only take over a specific task for a certain time, for example, the elaboration of the PDD. On the contrary, the whole system of participatory planning is devised for the long term. PDDs are annually operationalised into annual plans provided with an annual budget that leads to concrete local projects. A permanent planning entity is definitely needed. That is why the technical teams have become a permanent institution without being recognized as such, and without having an official status. But this has serious consequences.

The first consequence is that their operating cost are not sufficiently budgeted in the provincial budget. Their operations instead largely depend on PPF project resources. That is not a lasting solution. There is no apparent strategy to end this dependency medium term.

⁴⁷ cf. MAE/MPF, Plano Distrital de Desenvolvimento, Maputo 1998

The second consequence is that the team is prone to considerable turnover, since its members come from different sectors. If for any given reason the sector wants to shift an official and s/he happens to be member of the technical team, the fact that the technical team will lose this expertise is not a factor taken into consideration. The project is therefore obliged to keep training new technical team members, without any prospect that the teams will be stabilized. (D. Lambo 24.09.2004)

The third consequence is that delegated team members principally feel obliged to the sectors that sent them. This applies even when they spend the larger part of their working time with technical team responsibilities. This diffuse loyalty is further exacerbated by the poor conditions under which technical teams are working to achieve good results. The transformation of the technical teams into a permanent planning unit that is integrated into the district administration for the long term could be a remedy to this problem. Doing so, it would be important to retain the multidisciplinary character of the teams and prevent their technocratic self-isolation from the population. At the same time this could provide for the introduction of a specific career of 'district planner', or something similar. If, in the future, the whole country is subject to participatory planning then such far-reaching changes will require measures like these. In the long run, one can not govern a country efficiently with ad hoc committees and delegated members, not even at district level.

5.4.4. Sustainability has not yet been reached

The discussion so far clearly shows that the various dimensions of this question have been underestimated by those responsible for the project. This is true not only for UNCDF and UNDP as donors, but also for the Government institutions. When dealing with the question of sustainability in the past, attention has been basically focused on the process. Manuals, guidelines, orientations etc. were to ensure sustainability. The main concern has been with the quality of the process and the end product, the plan. The permanent capacity to mobilize the whole population and their elected representatives as well the willingness of the population to participate was taken for granted. For example, so far the question of whether the participatory planning process that has to be adjusted to the rigid cycle of the 2005 budget process will be compatible with the rhythm of an agricultural year (bearing in mind 90% of the population in the districts is agricultural), has not been addressed.

Likewise, the inherent costs of operating such a planning system have so far not been considered. So far the project has covered the costs to a large degree, but one day there will be no project and then who will cover the current costs, the replacements, and the further training of the ETDs, for example?⁴⁸

The issue of sufficient financial resources for local projects, that is to say for one of the most critical outputs of the whole exercise from the population's perspective, has also been underestimated. Yet, only if the population realizes a direct correlation

⁴⁸ In the two PPFD project components the inherent costs of the planning process are being paid off-budget. The Cabo Delgado component tries to deal with this problem under the term Cost Centre Province Support and Cost Centre District. cf. PPFD Cabo Delgado, District Planning & Finances, PPP 2004, chart 25 as well as Cabo Delgado, *Análise de Custos da Elaboração do Plano Distrital de Desenvolvimento*, (Pemba)

between their efforts in the planning process⁴⁹ and a substantial improvement in their living conditions will they participate in this planning system on a sustained basis.

Under these circumstances the question of an exit strategy does not arise (yet). For Cabo Delgado it would be highly irresponsible to plan a retreat already now. All those involved should prepare themselves for a longer commitment of at least two support periods. Likewise, the importance of retaining a coordinating central component should not even be an issue for discussion with such a complex project.

Regarding Nampula, currently in its second phase, at least one more phase will be necessary. In this next phase it will be important that the government strengthens its financial commitment. To its high degree of ownership of project implementation should correspond a similarly high degree of financial commitment in the future. The inherent costs of the participatory planning systems must be transferred little by little to the Governments. Likewise, the volume of investment resources will also need to be increased substantially. These are the critical problems: all other problems can be solved.

⁴⁹ It is a great effort to walk 50 km to a planning meeting, to discuss a whole day and then walk 50 km back.

5.5 Output 5: Gender as a cross-cutting issue: institutional mechanisms to mainstream gender equality

Definition of Output 5:

Gender and vulnerable group issues effectively mainstreamed into local development and governance processes.

Achievements:

Some gender training done and some gender relevant material elaborated and distributed to the technical teams at provincial and district level.

Constraints:

The position of gender advisor in Nampula Province has been vacant for 1 year. Therefore no input to Cabo Delgado province. Absence of an explicit gender strategy, taking gender as a cross-cutting issue. This applies also to vulnerable groups, which in the programme's day-to-day policy seem to be completely eclipsed.

5.5.1 Why worry about gender equality? – project objectives and gender

The long-term objective is to contribute to poverty reduction through improved local governance in the rural districts of Nampula and Cabo Delgado provinces. It is well known that poverty affects men and women differently. Therefore any attempt to reduce poverty should address the numerous factors that make it especially difficult for women to overcome poverty. One of those factors is the fact that typically women do not participate as much as men do in public decision-making and local governance processes. The evaluation was therefore concerned with the extent to which women participate in those processes, and the ways in which the project can support women's participation both in terms of numbers of women participating and in terms of the quality of women's participation. This has been addressed in the section on participation.

The immediate objective is to increase the access of local communities to basic infrastructure and public services. The gender concern is that women may not be able to fully engage in participatory district planning processes. Consequently, there is a risk that the district plans may not sufficiently address the priorities identified by women or that the infrastructure provided does not sufficiently cater for women's specific concerns. That was addressed in the section on infrastructure.

The fusion of this project with MOZ/01/001 (UNDP) has created another immediate objective, namely to strengthen the capacity of DNPO to contribute to a national decentralization strategy and to respond to the priorities as they are identified by the community, both men and women. The gender concern to be addressed in this section is to what extent DNPO has been able to institute mechanisms whereby it can systematically integrate/mainstream gender issues in project activities. Gender mainstreaming requires the establishment of a policy framework outlining gender objectives to be achieved throughout the programme, institutional mechanisms to ensure that those commitments are implemented and monitored, and the availability of staff with gender skills. Each of these three components is discussed below.

5.5.2 Is there a commitment to promote gender equality? – The need to define common and agreed gender goals

Project staff agree that gender is relevant to the successful implementation of the project's activities and frequently expressed that they are interested in promoting gender equality. For example, in Cabo Delgado the staff member responsible for Gender and Participation indicated a concern with relatively low numbers of women participating in CCs, which has prompted a gender training for EPAP and project partners. Another example is given by the Technical Adviser in Nampula who indicated that the project will certainly consider introducing gender-responsive budgeting techniques ('Women's Budget' techniques) on the condition that the project acquire sufficient internal capacity to support and monitor these techniques. While project staff generally have basic notions of 'gender', the concept of 'gender equality' still means different things to different people. In discussions with programme staff, the evaluation team found that various staff members give varying definitions and interpretations of how gender equality may be relevant to the overall project objectives and implementation of specific activities. This may be a reflection of the general nature of the gender training that staff have received (i.e. the trainings rightly focused on sensitization and gender analysis but gave little input on gender planning and gender budgeting).

It is also likely to be related to the overall project design and way in which gender was integrated into the logical framework. The project document explicitly specifies a number of 'gender activities' under result V, but these are phrased in such a way that they appear to be the sole responsibility of the team members who are responsible for Gender and Participation and they are not related in the logical framework to the overall project objectives. In other words, 'gender' appears to exist in a parallel universe called 'Result V' instead of being mainstreamed in the other results as well. Consequently gender equality is mostly dealt with in an ad hoc way and only in cases where it is most obvious (e.g. the low numbers of women participating in various decision-making and local planning forums).

This is further reinforced by the fact that the 'parallel universe' has not - to the evaluation team's knowledge - been questioned by any of the interested parties (project team in Maputo, UNDP/UNCDF and donors, steering committees at provincial level). The absence of a consensus on gender equality within the project implies that there is no basis to define mechanisms to hold the provincial teams accountable for promoting gender equality.

The evaluation therefore suggests that the project undertake an internal reflection to reach a common definition of gender objectives as a cross-cutting issue and to reach a common agreement on any gender objectives that will be identified. The output of this exercise should be a brief statement outlining the project's gender goals, which can be annexed to the logical framework, and a consensus on the operational definition of gender. It is expected that this common vision will constitute a useful starting point to operationalise concerns with gender equality in a coherent and systematic manner.

5.5.3 How to operationalise and who will do what? – Technical support and gender training plans

Project staff stressed that operationalising 'gender equality' will not be easy, since strategies have to be based on the specific characteristics of gender relations within a given society. In Nampula and Cabo Delgado gender relations are embedded in Macua culture. Studies have shown that although *Macua* culture is characterized by matrilineal descent systems, in which women have a certain degree of autonomy, control over assets and decision-making power, this society is in flux and the growing influence of the modern state administration has resulted in a tendency to exclude women from public decision-making forums.⁵⁰

There appears to be a consensus among project team members, particularly in Nampula, that practical measures to increase women's participation are acceptable and will be implemented, as long as these do not create adversarial relations between men and women in the communities or even ignore the ways in which women already exercise power in decision-making. They therefore expect that gender strategies should be based on an objective and detailed understanding of the local cultural context. Staff acknowledges the need for a systematic study of the exact nature and complexities of existing gender relations in the different districts. Such a study will help to identify the specific concerns with gender equality in relation to the projects's specific interventions. It is noted by the evaluation team that a comprehensive gender profile of Nampula province was carried out by the Dutch Embassy in 1998; which would provide a very useful starting point.

The creation of the post of Technical Adviser for Participation and Gender was the result of the recommendations of the first phase evaluation.⁵¹ A candidate was duly recruited and based in Nampula, but the results were unsatisfactory, and towards the end of 2003, she resigned. The post has not yet been filled. The absence of a Technical Adviser means that the programme has not yet defined a strategy to address the potential gender issues and to mainstream gender equality, although some efforts are made to address gender by the Gender and Participation *Técnico* in Nampula and team member responsible for Gender and Participation in Cabo Delgado.

In view of the fact that project team members expressed a strong view that such a strategy would have to be based on accurate anthropological information about the social values system and existing gender-based division of labour, the evaluation team considers that the future Technical Adviser for Gender and Participation should have a demonstrated experience in field work in Nampula and/or Cabo Delgado. Other critical skills include gender planning and definition of indicators (particularly qualitative and impact indicators). The evaluation recognizes that once the Gender and Participation Adviser will be on board, there will be little time left until the current project phase ends in 2006. It will be important to appoint an someone who will be able to select the most strategic areas of intervention.

Until the time that a suitable candidate is appointed, additional backstopping and technical support is required for the provincial teams. The team in Nampula has not

⁵⁰ Royal Netherlands Embassy, Nampula Gender Profile, Maputo, 1998

⁵¹ The evaluation of the project's first phase recommended that a specialist in participation and gender equality be recruited in order to address the low number of women participating in development planning processes. A full time Technical Adviser was recruited in 2001 to provide technical support to the Participation & Gender *Técnico* and to ensure that gender is mainstreamed.

requested additional technical support from the central level component based in Maputo. This is largely due to the fact that the project teams in Nampula and Cabo Delgado have not defined other forms of support necessary than the recruitment of a technical adviser. The evaluation team noted that since 2004 the project team in Maputo has established productive contacts with the UNDP Gender Focal Point/Gender Adviser. The evaluation thus suggests that the UNDP Gender Focal Point/Gender Adviser be invited to contribute some technical input as part of her general role to backstop gender approaches in UNDP programmes and projects.

Project staff have expressed concerns that promoting female participation is only significant if women also have the opportunity to fully engage in these processes. While the evaluation team fully agrees with the need to avoid empty token participation, it is also felt that more can be done to create an enabling environment in which women can actively participate. (see '5.1.5 Participation of women') According to Nampula data, the number of men participating in IPCCs has increased significantly whereas the number of women has only slightly increased in the period 1998 - 2003 (male participation is up from approx. 7000 to approx. 15 000 compared to the female participation rate which increased from approx. 4000 to 5000 - clearly, the current strategies used to target citizens do not include mechanisms to target women).

Such support for an enabling environment may take the form of supporting a training module for the district administrators, *Chefes do Posto*, *Presidentes da Localidade*, *Secretarios do Bairro* and community leaders; the objective of such training is twofold. First, it should help raise their awareness of the relevance of gender equality to sustainable development (i.e. clarify the need to address the specific causes and effects of women's poverty as well as those pertaining to men's poverty and identifying the gender-based barriers that women face to overcome poverty). Second, it should also equip them with skills to promote women's participation (i.e. community mobilization skills, advocacy, encouraging men and women to participate and express their views).

It is true that many 'leadership trainings' have been carried out in the past years, but it appears that none have focused on gender, i.e. on clarifying why leaders should involve women in public processes of decision-making. As the target group to date represents a vast number of people in 18 districts in Nampula and 3 in Cabo Delgado, it is suggested that a Training of Trainers be organized for a group of key people (to be identified by the District Government) who will then train the others, including the community leaders.

The technical team at central level has identified a need to include rural development strategies in district planning. The evaluation supports the suggestion of the technical team in Maputo that a study on women's survival strategies be carried out in the near future.

The Participation and Gender *Técnicos* based in Nampula and Cabo Delgado have participated in various trainings in which gender was highlighted, but there has been no training plan to equip staff members with specific skills in gender planning, gender monitoring and development of gender indicators, and gender-responsive budgeting. The district technical teams have similarly not received any training in gender planning and gender monitoring. The evaluation therefore suggests that these be incorporated in the existing training programme.

It was found that various information materials relating to gender equality and community-based development exist in Nampula. For instance, sensitisation

materials on gender equality have been developed by the Provincial Directorate of Education, Provincial Nucleus for HIV/AIDS, and NGOs such as Forum Terra, ADPP etc. The advantage of these materials is that they have been adapted to the local context and thus suit the social complexity of Nampula. It is proposed that the project should enter into an agreement with the owners of these materials to obtain permission to use them. This will undoubtedly require a distribution strategy. In that respect, it is suggested that the materials be used in the TOT and that the technical teams be trained to use them in the community and throughout the processes.

5.5.4 Institutional mechanisms for monitoring of implementation and linkages with the Government's gender commitments

On the whole, there seems to be limited communication between the central level and Nampula components on gender issues. This is due to the fact that the internal monitoring and evaluation systems do not include specific indicators to measure the extent to which local development plans are in fact responding to women's concerns (impact indicators). The only indicator used is a process indicator, i.e. number of women participating in local development planning processes. It is therefore suggested that a gender checklist that collects data necessary for the identification of impact indicators be developed. This should be formulated by the Gender and Participation Adviser in collaboration with the Monitoring & Evaluation officer.

A review of the various reporting instruments shows that gender is not an item that is systematically reported on. In fact, it is hardly ever mentioned and thus at present the reporting formats do not allow the tracking of progress in relation to gender issues over consecutive periods of time. The evaluation learned that although the existing MIS system does require sex-disaggregated data, this data is only infrequently recorded in MIS since this type of data often does not find its way from the district to the central level.

In order to ensure sustainability, it is necessary to harmonize the project's gender efforts with the government's efforts to promote gender equality. The Government of Mozambique has committed itself to the goal of gender equality and mainstreaming in all its programmes by ratifying various international instruments and protocols (e.g. Beijing Declaration, CEDAW, SADC Gender Declaration). It has also instituted a national machinery to ensure that gender is mainstreamed in all sectors (i.e. intersectoral platform consisting of two gender focal points from each Ministry formerly known as *Grupo Operativo* and henceforth referred to as the National Council for the Advancement of Women). However, the National Gender Policy was only recently submitted for approval to the Council of Ministers in 2004.

The main government partners for gender equality are the Provincial Nuclei and the Provincial Directorate for Women and Social Action (DPMCAS) and District Directorate for Women and Social Action (DDMCAS). Although in many provinces the *Grupos Operativos*/Provincial Nuclei of the Council for Advancement of Women are under-resourced and weak, they still constitute a useful forum for coordination of gender issues across the different sectors and provincial directorates.

The evaluation noted that there is no representative from DPPF who is linked to the project in Nampula who attends the meetings of the Provincial Nucleus. In order to ensure coordination with the Provincial Nucleus, which is presided by DPMCAS, it is recommended that a project counterpart be appointed to participate in the Provincial Nucleus meetings. It is also recommended that the role of DDMCAS in relation to

district planning processes be examined in more detail, with a view to fully engaging DDMCAS in the processes. DPPF representation in the Provincial Nucleus will also enable DPPF to coordinate with the Nucleus of Gender NGOs in Nampula (NUGEMA). NUGEMA's members operate in the various districts and can be strategic partners to promote women's participation. In Cabo Delgado, however, there are significant institutional linkages between the project's activities and DPMCAS. The latter wrote to the Provincial Governor requesting that they be allowed to participate in the project initiative. Hence one of the DPMCAS officials is a member of the EPAP.

5.6. Output 6 – Innovations outside the core business of the project?

Definition of Output 6:

Innovations such as local economic development, natural resource management and district-municipality integrated planning included in the decentralized planning methodology.

Achievements:

Growing awareness of the project staff of the need to include specifically local development issues into the decentralised planning methodology, raised by communities, which prioritise more and more economic-related infrastructure and activities.

Constraints:

No specific expertise or capacity within the project staff in the area of local economic development or natural resource management, both of which are specialised fields. Integrated district-municipality planning seems to be a political “hot potato” that nobody wants to touch.

5.6.1 Integration of local economic development and natural resource management in a project on governance reform?

The introduction of decentralised participatory planning, district financing and general innovations in public management, especially at the district level is without doubt the core business of the project. The project’s Immediate Objective is quite clearly defined:

“To increase access by local communities to basic infrastructure and public services through sustainable and replicable forms of **decentralized participatory planning, budgeting, financing and public management.**”

This core business is considered as a pre-condition to improve the delivery of basic infrastructure and **public** services. In this context it is difficult to understand why innovations are expected in areas as different from the core business as economic development and natural resource management.

This is even more astonishing considering that there is neither special expertise for these areas nor has it been planned for among the personnel of the two province components. On the contrary, the personnel lists in Nampula and Cabo Delgado exactly reflect the above mentioned core business of the project. (see 4.3.1 ‘Input delivery’).

Equally astonishing is the mixture of indicators for Output 6.⁵² The indicators for the area of local economic development are combined with those belonging to the area of resource management (only Nampula) and HIV/AIDS. There is no internal consistency, logic or synergy between topics in this output. It is understandable, therefore that so far the activities of the project in the area of local economic development and natural resource management have been modest.⁵³

During the evaluation the MTE team members were informed that, over time, local economic development initiatives have increasingly been prioritised in the participatory district development planning process. This happened in the framework

⁵² cf. PPFCD Cabo Delgado component, Quadro Lógico Integrado – Esboço de Actividades e Sub-actividades, Versão 1.6. Definitiva, (Pemba 2003); PPFCD central level component, Project Objectives, Outputs and Indicators, (Maputo 2004)

⁵³ cf. MPF/DNPO, Relatório do 1º Semestre, 2004, Maputo, 7/2004, p.13

of the elaboration of PDDs, as well as during the annual operationalisation of PDDs. This indicates a slow change in the population's assessment of their priorities. This tendency forces the project to think again and to decide how it defines itself and consequently its core business.

According to the MTE team, the purpose of the project is not to support the local economic development or natural resource management. It is rather a project to establish a new, innovative governance system of decentralized and participatory district planning and a corresponding district finance system. The establishment of a new governance system is understood as a long-term learning process, which is accompanied and supported by the project. Basic infrastructure and public services are defined as the most important material outputs of this learning process in the interest of the most important participant in this game, the population or communities. Basic infrastructure - for example roads or public markets - can indeed be regarded as facilitating local economic development. Schools and health posts definitely do not belong to this category. At the utmost they indirectly facilitate local economic development. If support to co-operatives, warehouses or commerce are increasingly prioritised in the planning process there are two possible courses of action:

Either the project reacts to these priorities, which is to say it finances them with FDD resources and in doing so changes its character, or it explicitly delegates the response to such priorities to other projects, programmes, donors or to the Government. In the interests of concentrating on the essential objectives of the project, the MTE team definitely favours the latter response. Nevertheless, it is fully aware that FDD financed projects, such as road construction or the improvement of the collection of fees and licences by the District Administrations, do have direct consequences on the local economy. Activities and indicators in Output 6 should be directed to this end.

5.6.2 The question of integrated district-municipality planning

Quite a different – and, from the point of view of the MTE team - urgently needed innovation is the integrated planning of neighbouring districts and municipalities (*autarquias locais*). It is known that there are eight cases of such neighbourhoods in Nampula and Cabo Delgado Provinces. So far there have been no attempts to integrate the participatory planning in the districts with the planning in neighbouring cities (*cidades*) and towns (*vilas*). Likewise, the introduction of participatory planning to include the whole population, in a similar manner to the district planning model, has not been attempted in the *autarquias locais* in Nampula and Cabo Delgado Provinces.

There are a number of reasons for this. One reason is structural. The self-governed cities and towns in Mozambique are based on a representative democracy model, whose key participants are, on the one hand, the elected mayor (*Presidente do Conselho Municipal*) who nominates the members of the municipal government (*vereadores*), and, on the other hand, the municipal assembly (*Assembleia Municipal*) which deliberates the most important decisions in local politics. The representative democracy model of cities and towns and the participatory planning system in the districts of Nampulas and Cabo Delgado do not necessarily exclude each other. Yet, so far, a working arrangement to link the two models has not been attempted.

Another structural reason which has so far hindered a participatory and integrated approach to district-municipality planning is the fact that cities and towns are indeed

autonomous in questions of planning. The ministries that support the decentralized participation model in the districts - MPF and MAE - have no legal means to impose a planning process comparable to the district on the *autarquias locais*. Neither can they force them to co-ordinate planning with the neighbouring districts (J. Guambe 15.10.2004).

A further reason is political. After the last municipal elections in 2003 the then opposition party RENAMO was elected in 4 of the 8 *autarquias locais* of the two project provinces. They provide the mayor and they have the majority in the municipal parliament. Meanwhile, the district administrators of the neighbouring districts are representatives of the central Government which has been constituted by FRELIMO since independence in 1975. Some administrators of districts neighbouring *autarquias locais* emphasize that there are no issues in their relations with the corresponding *município* and its representatives. The district administrator of Angoche declared that, on the contrary, the Mayor of Angoche and other representatives were always invited to the meetings of the District Development Council – CCD (I. Baraca 01.10.2004). However, when visiting Angoche other sources indicated that at best there is a “cold peace” between *município* and district, which, considering Mozambique’s recent history appears to mark progress.

Yet, there are some good reasons why the *autarquias locais* and the districts should co-operate and link their planning mechanisms. The districts, for example, are responsible for the construction of secondary schools. These are mostly situated in cities and *vilas*, that is, within the territory of the neighbouring *municípios*. The drinking water supplies of the cities and *vilas* very often depend on sources far away in the territory of the neighbouring district. Other such examples abound. Joint planning becomes an obvious response.

The PPF project should actively address *autarquias locais* and neighbouring districts and together they should investigate the possibilities of linking participatory district planning with planning in the neighbouring cities and towns. The mayor of the City of Nampula has expressed a strong interest in co-operation with the surrounding District of Nampula. He is interested, too, in testing the instruments of participatory planning in the urban context of his city (C.S. Namuaca 28.09.2004).⁵⁴ Perhaps, however, it would make more sense to initiate this experiment on a smaller scale, rather than in Nampula City with its 363,000 inhabitants. Obvious places would be the district and *Município* of Mocimboa da Praia in the Province of Cabo Delgado, where the planning process has just started.

The development of concrete activities, indicators etc. would be a sensible way to make Output 6 more concrete. Currently it is more a “catch all”, a repository for any area that does not neatly fit into the other outputs.

⁵⁴ It should not be concealed that Mr. Castro Sanfins Namuaca was co-ordinator of the Nampula project component from 2001 to 2003.

5.7 Output 7: A missing communication strategy

Definition of Output 7:

Best practices generated through decentralised planning are systematised, standardised and articulated in support of the elaboration of a National Strategy for Decentralised Planning and Financing

Achievements:

Specific inputs from the project, via DNPO, to the Guidelines of Community Participation in District Planning, for the participatory planning and financial administration aspects of the regulations for the Local Government Act (LOLE). Elaboration of manuals for district planning and district annual socio-economic plans (PES). Strong influence on the approach of other projects in the field of participatory planning and decentralised planning and finance.

Constraints:

The generated and recognised best practices of the project are sufficiently systematised and articulated within the restricted circle of specialists of the elaboration of a National Strategy for Decentralised Planning and Financing, but insufficiently communicated to a broader audience.

In its first phase from 1998-2001 (MOZ/98/C01 – MOZ/98/001), the PPF project already strongly influenced the *Orientações* published in 1998 to guide the elaboration of district development plans.⁵⁵ The joint *Directiva Ministerial, Participação e Consulta Comunitária na Planificação Distrital*, abbreviated as Guidelines⁵⁶, produced by the three ministries MAE, MADER and MPF in 2003, was also heavily influenced by the PPF project. According to information the MTE team received in Nampula, the yet-to-be-published implementation regulations for the LOLE were also elaborated with the help of the project expertise. Because of its innovative approach and its undisputed success in the area of decentralized and participatory planning, the PPF project has indeed achieved an unquestionable influence on national policy in this area.

This contrasts sharply with the fact that outside a small insider-group of experts, colleagues of neighbouring and similar projects and project staff almost nobody knows much about this important initiative, part of the national *Programa de Planificação e Finanças Descentralizadas*.

It seems that the authors of the 2002 PRODOC and of the 2003 Amendment to the PRODOC were aware of these problems when they provided the project with Output 7:

"Best practices generated through decentralized planning are systematized, standardized and articulated in support of the elaboration of a National Strategy for Decentralized Planning and Financing"

The systematisation and standardisation of best practices and their accessibility is certainly important for supporting the national strategies of decentralized planning and financing. But this will not be sufficient to alter the fact that only a small circle of insiders know the project.⁵⁷ An important project such as PPF, which, after all, is the pilot project for far-reaching changes to Mozambique's planning system at district

⁵⁵ MAE/MPF, Plano Distrital de Desenvolvimento, Maputo 1998

⁵⁶ MAE/MADER/MPF, Participação e Consulta Comunitária na Planificação Distrital – Guião para Organização e Funcionamento, (Maputo) 6/2003

⁵⁷ The arrival of the CTA at the beginning of 2004 has at least contributed to the project being taken more into account by specialists and experts.

level – that is to say, where people live - should be much more widely known. Above all, it should be guaranteed that its best practices are fed into the practice of other projects financed by other donors, to prevent a patchwork carpet of different, incompatible approaches.

In order to not only influence decentralization experts, but also to assume its guiding function as pilot project, an explicit and pro-active communication strategy is needed for the project. This strategy must go further than only documentation, systematisation and standardization of best practices and their possible influence on the national strategy of decentralized planning and financing. Such a communication strategy should contain the following elements:

- 1) Definition of the aims of the communication strategy,
- 2) definition of the audience that is to be informed and the respective information that the project will provide on topics of decentralized and participatory district planning, district finances, district budgets, innovative public administration etc.,
- 3) definition of partners for the implementation of the communication strategy.

At the operational level this includes:

- networking and establishment of a stable and effective formal and informal information and discussion network with all partners relevant to the project (government bodies, other bilateral and multilateral donor organizations and projects, NGOs, academics in Mozambique and abroad),
- a comprehensive communication strategy including (1) setting up contacts with newspaper, radio and TV journalists for targeted dissemination of information (2) dissemination of appropriate information materials, (3) elaboration and recording of important project documents, e.g. manuals, studies etc. in a user-friendly manner, (4) creation of a corporate label and cover for most important documents, (5) record of examples from practical experience that showcase female role models participating in meetings and examples of district development plans that include women's development priorities,
- publications on the subject of "Decentralized and Participatory Planning, improved District Finances and Budgeting, Innovative Public Management at District Level", on the position adopted by the GoM/MPF/DNPO/PPFD, and the results of UNCDF projects in this field in Mozambique and other countries.

A good start was the recent production of the video about the PPFD project. The above mentioned networking has also started since the arrival of the CTA. The establishment of a specific web-site for the project would be another important tool to disseminate information (see 8.6).

A pre-condition for the implementation of such a strategy would be to make the central level component - as the main implementer of a communication strategy - fully operational as soon as possible.

6 FINDINGS REGARDING THE PROJECT'S BROADER POLICY ENVIRONMENT

6.1 The political environment for decentralization and the PPFD project

Since the end of the war in 1992, Mozambique has undergone a deep transformation process. One aspect of this transformation process has been the transformation of the political and administration system. From a one-party-state, the country has been transformed into multi-party-democracy. For this democracy, the western-style representative model was adopted. This refers not only to the National Parliament, first elected in 1994, re-elected in 1999 and - during the MTE mission - in the midst of its third election campaign, but also for the previously discussed 33 municipalities.

It was interesting to the MTE team, that both the National Director for Local Administration and former National Director for Municipal Development, as well as the current Mayor of Nampula City and ex-coordinator of the PPFD Nampula project component were of the opinion that the model of representative democracy is of limited efficiency. (J. Guambe, 15.10.2004; C. Namuaca 28.09.2004) And, indeed, the results shown in the 33 *autarquias locais* after 5 years of self-government are limited⁵⁸.

The consequence they drew was that the direct democracy type of planning as developed by the project in Nampula and now replicated in Cabo Delgado, as well as in the central provinces by a World Bank-financed project, is more suitable to the social reality of the country, at least of the rural areas. According to their understanding, in the districts people live in communities and these communities have their own rules and regulations to resolve their problems. Outsiders, even state officials, have no access to these problem-solving mechanisms and therefore it is better to let these communities continue to function as they do and try to establish an institutionalised relationship state-communities in order to improve governance. "What we want is a democratic **and** participatory governance system outside the municipalities", said the National Director for Local Administration, and added: "The representative democracy like in the municipalities is more suitable in an urban setting." (J. Guambe 15.10.2004)

Taking this positive attitude towards decentralised, participatory planning and financing as an indicator, and taking also into account the sometimes enthusiastic assessments of the project and its results as made by other high-ranking government officials - including the Prime Minister's positive comments about the PPFD project on video - then the political environment in favour of the model piloted by the project can only be considered as very positive. But is this enough?

Decentralization - and, linked to it, decentralised participatory planning and financing - is not a goal in itself. It is a tool in process form, to arrive at better governance results than a centralized governance system. This process has three key dimensions which individually and collectively affect the success in meeting the goals of the whole decentralization effort: political, institutional and fiscal decentralization⁵⁹.

So far, political decentralisation has not yet taken place. Apart from the previously mentioned 33 self-governed cities and towns, the rest of the country continues to be

⁵⁸ cf. i.e. GTZ, 'Dezentralisierung und Kommunalentwicklung' / Mosambik, evaluation report, (Eschborn) 2001

⁵⁹ cf. Smoke, P. Decentralisation in Africa: Goals, Dimensions, Myth and Challenges, in: Public Administration and Development, Vol. 23, Issue I, 2/2003, p. 10/11

centrally governed. According to the LOLE of 2003, the newly defined province and district governments are still assemblies of the directors of the various sectors under the rule of the governor or district administrator. Governors and district administrators have been installed by the president or the Minister of State Administration. This underlines that Mozambique also in future will be a country with a highly centralised political structure. The hierarchical power arrangements flowing from the central government are defined in several articles of LOLE, for example articles 3.2 and 7. A limited consultation and reporting duty to the population is foreseen in several articles of the proposed LOLE by-law. In Article 148b a compulsory, although not very concrete reporting duty of the district administrator to the *Conselho Distrital de Desenvolvimento* – CDD (District Consultative Council) is introduced. This gives the CDD the character of a parliament. Yet, the fact remains that there will be no institutional consequences for a district administrator or district government to any negative feedback from this body, since the administrator is nominated by higher authorities and only they can recall him/her.

Institutional decentralisation is certainly the most advanced dimension of the whole decentralization process. New bodies on lower tiers, such as the *Presidente da Localidade* and the District and Administrative Post Consultative Councils have been established. Competencies have been clarified. New and improved systems of governance and mechanisms that link formal government bodies to other key local actors, such as local community authorities, NGOs, private sector partners etc., have been defined. The practice after the approval of the LOLE Regulations will show to what extent this new institutional architecture will work. Hopefully, interaction between the various government levels will be managed to facilitate local service delivery rather than hinder it. The problem of integration of territorial planning at provincial and district level and sectoral planning by the sector ministries remains unresolved.

The fiscal decentralization strategy remains largely unresolved. Although the proposal for the LOLE by-law gives the districts authority to collect fees and licences, the relevant article does not overcome problems with the old regulations from colonial times. This means that no real financial base has been established for the district in the future, and they will continue to depend on financial transfers from the State Budget, as discussed in section 5.4 'Sustainability of the achievements of the project'. This is very similar to the situation faced by the self-governed municipalities, whose limited success is to a great extent the consequence of their weak financial autonomy. The same is likely to happen with the districts as well, even under generally improved conditions of local governance.

Coming back to the question of whether it is sufficiently enabling that high-ranking officials and even the Government show a very positive attitude towards the project and its approach, the answer to this can only be no. An analysis of the broader political environment of the PPF project shows a strong voluntary approach on a weak political, financial, material and human resource basis. It seems that the majority of actors have not yet understood the dimensions of the "game" they are playing and the respective consequences. In addition, progress in the field of decentralization and in the environment of the PPF depends to a very large extent on the general political climate, which in turn is the result of internal debate within both the ruling party and the Government and the influence of donors and other actors. The replication of the PPF approach, with the prospect that in a couple of years the population across Mozambique will have substantial influence on governmental actions through their involvement in participatory planning mechanisms, continues to be dependent on the general political climate. The project

can only provide expertise in the process, and that is what the project has been attempting to date.

6.2 Project approach or Direct Budget Support – The PPF at the crossroads of divergent aid modalities

“Direct Budget Support is a strong tendency in foreign aid to Mozambique” stated UNDP Resident Representative Marylène Spezzati (M. Spezzati 18.10.2004) during the wrap-up-meeting with the MTE team. And indeed, over the past few years, an increasing number of donors have switched to this aid modality. The number of donors that give direct budget support – DBS in Mozambique has recently increased to 15. But at the same time a certain uneasiness about DBS was expressed by a number of persons met during the evaluation mission (i.e. B. Weimer 22.09.2004; J.W. le Grand 11.10.2004). The same scepticism about DBS was expressed during the presentation of the first findings of the MTE in the meeting of the Donor Informal Working Group on Decentralization. (DIWG 12.10.2004) Capacity problems of the GoM and the Mozambican administration to absorb and use DBS resources effectively was the main reason given for this concern.

The MTE team’s position is that both aid modalities have their own role to play. On the one hand, in specific countries and under specific circumstances DBS is an appropriate aid modality. If a country has a strong and capable administration, but for what-ever reasons lacks its own financial resources, DBS is highly recommended. But it was not part of the TOR of this mission to assess whether this is the case for Mozambique.

On the other hand, there are situations and problems that can better or even only be improved or resolved by a project approach. This is true in the case of the PPF project. Why?

PPF intervenes in the field of comprehensive reform of the Mozambican state administration. PPF tries to establish a completely new planning and financing system at the district level with a special focus on citizen and community participation in that process. As an administration is inherently conservative and therefore unable to reform itself⁶⁰, it needs 4 things for reform:

- 1) the political will for reform,
- 2) an innovative concept of reform,
- 3) an agent external to the administration to promote and realize the reform, and
- 4) the capacity of that agent to convince the administration that the reform is also in its own interest.

Such a reform process, especially one as fundamental as the reform of district planning and finance, can only be promoted and realized by a project. The history of the PPF illustrates this very clearly:

It started as a Local Development Fund Project - LDFP and was transformed into a District Planning and Financing Project after having learned that, instead of simply injecting foreign aid without a development plan, it is better to have a plan elaborated in a participatory way and work on improving the fiscal administration system, and thereby develop a structural solution to resolving the problems of poverty and

⁶⁰ cf. Sülzer, R. et al., Organisieren und Organisationen verstehen, Opladen 1996

underdevelopment. The LDFP and even the PPFD in the first phase was highly donor driven and strongly directed by external personnel. This was appropriate in the context, as it permitted a strong knowledge transfer from outside, although there was the real danger of the project becoming an isolated exercise. But this danger was foreseen and overcome. Today the project (particularly in Nampula) is characterised by a high level of national ownership and plays its role as a catalyst for governance reform at the district level with a strong influence on the upper and lower tiers of government.

It is hard to imagine that even earmarked financial resources⁶¹ in the framework of DBS⁶² would have had the same effect. Only a project with very specific features was in a position to push this reform process.

⁶¹ The MTE team is very critical of the strong tendency within DBS to “counterbalance” the loose of control of spending, inherent in that approach, by increasing the earmarking of resources to specific activities. This risks transforming the Government into a mere executing agency of the donors in a short space of time.

⁶² The MTE team is also critical of the strong tendency of donors to pool their financial means into sector wide approaches – SWAPS, with the effect of a re-centralising the Mozambican administrative system. SWAPS allocate enormous resources through the respective sector ministries. These resources are spent accordingly to the sector logic, driven by technical and sometimes technocratic points of view. This sector logic is very different from the logic of decentralized and participatory territorial based planning and constantly reinforces the power of sector ministries, so that effective decentralisation continues to be an open and unresolved process in Mozambique.

7. CRITICAL ISSUES, LESSONS LEARNED, BEST PRACTICES AND RECOMENDATIONS

7.1 Critical issues

Every project, particularly a complex one such as the PPFD project, always has its critical issues. The following section will only address the most important ones. The importance of the issues is measured against the question of how it will affect the working of the project and whether it threatens existing achievements or impedes the achievement of the defined objectives and outputs

7.1.1 UNDP Maputo backstopping and service delivery

UNDP office Maputo basically has to deliver services in two key areas: (1) financial management and disbursements and (2) management of human resources. In both areas serious difficulties have hindered project implementation:

7.1.1.1 Financial management and disbursements

Severe problems were created by the introduction of the new ATLAS financial management system. But there are problems related to financial management and disbursement of funds which are longer standing and cannot solely be attributed to ATLAS such as the fact that in late 2003, starting 2004 for month there was no sufficient staff in the UNCDF country office. In short, the consequences are:

Delays in disbursement of funds

UNDP Maputo disburses funds to the project on a quarterly basis. Disbursement is based on a requisition from the project which itself is based on activities identified in the annual work plan. This system is very inflexible because it is not always possible to guarantee that activities identified in a work plan can be implemented exactly at the time and in the form envisaged. More seriously, there are often significant delays in the disbursement of funds by UNDP Maputo. Quite often transfers of funds to the project components do not actually arrive in project bank accounts until half way through the quarter. This creates immediate pressure on the project. In response to this problem, UNCDF has agreed to 6 monthly advances of funds. UNDP has not yet been able to make this concession.

Funding of the central component

It was envisaged that the central component of the project would be financed by UNDP's own funds (50%) and Development Cooperation Ireland – DCI (50%). In fact, UNDP did not start negotiating the necessary cost-sharing-agreement – CSA with DCI until July 2004. The CSA was signed at the end of July. This means, by 10/2004 at the time of the MTE, the central component has not yet received any funds. The consequence has been to seriously compromise the central component's activities and outputs for 2004. The central component has been unable to purchase a vehicle, computer equipment, telephone/fax machine, office furniture and office material. It has been unable to contract a driver and an administrative assistant with

the result that the CTA and other staff have to undertake routine but time-consuming administrative tasks.

7.1.1.2 Human resources

Technical assistance through the placement of advisors in partner institutions is fundamental to the success of the project. Both international and national project staff are recruited by the UNDP human resources department according to established UN procedures. However, the effectiveness of the project and its success are being compromised by a lack of urgency in this process. In consequence, there are a number of vacancies in key advisory positions. This situation is particularly acute in Cabo Delgado (cf. '4.3.1 Input delivery'). There, at least one post has been vacant for over two years (buildings technician), which has seriously compromised the work of the project. In Nampula the gender advisor position has been vacant for a year. In all, there are currently 9 vacancies in the project, of which 6 are in the provinces.

The lack of staff affects the success of the project and its credibility with the partner. It also results in an inappropriate and inefficient application of the remaining staff. Highly experienced and highly paid technical experts become embroiled in the resolution of routine issues instead of concentrating on their advisory and developmental role.

7.1.2 Project planning issues: Consolidation of pro-docs, budgets and time-scales

The project is now working to one consolidated planning document, the Amendment document, which relates to the PRODOC as its master document. But beside the consolidated log-frame in the Amendment document, there are, in fact, other three project documents (one for each component), because activities, indicators and verification means are not unified. Additionally, there are two principal budgets (UNDP and UNCDF), which have to be accounted for separately, and different implementation phases for each component. This is confusing for donors, project staff and evaluators alike. As one consequence, up to the writing of this report in 10/2004, the UNDP office Maputo was not in the position to deliver budget and disbursement figures separately for each project component (cf. '4.3.1 Input delivery'). It would make sense for the project to have one unified PRODOC, a single and unified budget with clear figures for each component and the phases of each component of the project finishing at the same time.

7.1.3 Cooperation with the PPFD in the central provinces/World Bank

Replication of the project's achievements and procedures is a stated objective of the project and therefore the project supports the introduction of the PPFD in the central provinces through sharing of knowledge and experience. However, this has to be done in a planned and coordinated way so as not to threaten or undermine the continued success of the project. An issue has recently arisen when a consultancy company contracted to implement the PPFD in the central provinces has sought to sub-contract UNCDF staff from Nampula to implement training courses in the central

provinces. Whilst collaboration is desirable and welcomed, taking into account the limited staff resources and the large workload of UNCDF's PPFD staff, this particular approach is not appropriate. This needs to be discussed and resolved at DNPO level.

7.1.4 Future funding modalities

The strong trend towards Direct Budget Support - DBS is a concern for the future of the project. New funding modalities may need to be explored and discussions need to start as soon as possible with both donors and the Government of Mozambique.

7.1.5 Dependence of IPCCs on NGOs and others for effective participation in planning on district level

Where there are no NGOs the population has no experience with voluntary, collective solutions of common problems. And even where there are, in many cases IPCCs created to resolve common problems are poorly constituted and cannot conduct their tasks without external assistance and direct intervention. But the NGO presence should not be taken for granted and counted on for the long term. This set up is very critical for the whole project approach based on the capacity of the population to organize themselves and to express their interest vis-à-vis the State in a joint planning process. Capacity building on the ground should receive greater attention, with the objective that in the long run the participatory planning system becomes independent of external intermediaries.

7.1.6 Communications and appropriate response to internal capacity “crisis”

The Director DNE is deeply concerned that measures are put in place that will contribute to improved communications within the project. Poor communication is prejudicing the achievement of results and limiting the capacity to respond effectively to critical issues. While formal reporting systems between the provinces and the central level need to be supported, it is the view of the Director DNE that informal ‘project’ reporting systems between advisors at provincial and central level are also an important element within the overall formal reporting system in MOPH. At this stage more consultation between advisors is needed to establish a *modus operandi* with which all parties are comfortable.

The perceived “crisis” of capacity within DPOPH created by the increased demand for infrastructure implementation, combined with the lack of qualified staff, has been commented upon. This perception is creating a critical situation whereby both DPOPH and the project advisory team are placing too much emphasis on internal capacity issues within DPOPH and not enough emphasis on addressing opportunities in the wider environment such as supporting districts to assume more responsibility in their ‘client’ role, promote increasing capacity through the employment of district technicians and create mechanisms for the integration of community based initiatives into a public investment framework.

A clear signal is required from project management at the central level so that this issue is brought into perspective and guidance is provided about what the expectations are. Such a signal could include pushing forward with the recruitment of

and provision of support to district works technicians and creating mechanisms so that districts can employ local artisans to carry out simple projects.

7.2 Best practices and lessons learned

It might be surprising that after a long enumeration of problems and critical issues, the MTE team comes to the overall assessment that **the project is on the right track**. Taking into account the achievements and the difficult framework conditions one can only come to this assessment. It is creating innovative forms of governance which is, in itself, a best practice. Within the project, the following aspects can be considered as best practices:

- All three project components are physically and institutionally well integrated into both partner institutions. Instead of renting office space distinct from the offices of the partner, the project became strongly integrated, so that for people from the outside, it is difficult to distinguish between project staff and partner institution personnel.
- Although the integration of NGOs into the participatory planning system as a sort of training and mobilising mechanism in the long run can create problems, it was correct to sign Memorandums of Understanding with a number of NGOs. This gives at least a minimum of planning security for a predictable period.
- Building up highly effective technical teams at district level and institutions for community participation as in many parts of Nampula Province is the result of reasonable support provided over a period three times longer than Cabo Delgado has received up to now. Although training materials and procedures have been produced in the process so that replication could be more easily facilitated, the creation and effective operation of IPCCs in Cabo Delgado will still require support and supervision beyond this project phase. The lesson that you have to take your time with community participation activities pays dividends in the long run. It is evident, but often not heeded in the rush to reach the objectives of having PDDs and PES in operation.
- The introduction of District Development Funds was a highly innovative step to concretise participatory and decentralised planning. It was adapted to the reality of the districts, because of their status as non-budget units. The FDDs made it possible to overcome this obstacle and to create a spring-board to enter into the question of financial administration as a broader challenge.
- The District of Mogovolas is the forerunner in the field of improved financial administration, in respect of its progress in institutionalising transparent and efficient internal financial management, and its efforts to increase district receipts. Between 1999 and 2003 Mogovolas District managed to increase its own receipts, through fees and licences, by a factor of 14.⁶³ Additionally in Mogovolas a sort of fiscal policy was developed involving annual consultation with the most important licence-payers, the market stallholders, in order to avoid too-high charges and the risk of consequent “flight” into the informal economy.
- The experience in Cabo Delgado indicates that for programmes in their early stages, the rapid roll-out of basic infrastructure in order to achieve credibility for participatory planning processes and meet the expectations of its primary audience at community level is often not possible through conventional public

⁶³ cf. for additional information McGill, Ronald, Back to Office Report, 03./10.04.2004, p. 5-8

works planning, procurement and execution systems. On the other hand, the Nampula experience confirms that in the medium to longer term increasing confidence can be attained as successive implementation cycles are completed and concrete results are achieved on the ground.

- Future programme design could take into consideration the implementation of an initial 'fast track' bridging mechanism with a duration of (say) two years in order to maintain stakeholder confidence while simultaneously allowing time for the more conventional process to 'bed down'. Important benefits to be derived from such an approach include allowing managers and advisors to maintain an appropriate focus on important strategic issues without having to divert resources to deal with short-term capacity crises, which will inevitably arise when there are large incremental increases in the demands being made on under-resourced systems.

7.3 Key recommendations

7.3.1 Recommendations regarding current and future project design

1.) Underline the character of the project as basically a learning process for the establishment of a new governance system which ideally includes the whole participating population, put this in front of the formulation of the project objective and relegate the access of local communities to basic infrastructure and public services, although important and highly appreciated, to a secondary place.

2.) Concentrate on the core business of the project and rethink Output 6. Local economic development and natural resource management are much specialised areas. It is questionable whether there are sufficient skills, experience and time within the existing project staff to successfully introduce this new component. A possible solution is to enter into a partnership with an organization or NGO which has specialist knowledge and experience in this area, for example CLUSA in Nampula.

3.) It will be important that in future, the Government strengthens its financial commitment to the project and its activities. The high degree of ownership of project implementation should correspond to a higher degree the financial commitment. Little by little, the inherent costs of the participatory planning systems must be transferred to the national, provincial and district governments. The amount of financial resources available for investments prioritised by district population should also be increased substantially, in order to increase the sustainability of the participatory planning system created.

7.3.2 Recommendations regarding project organization and management

1.) The MTE team encourages the project to develop a consolidated work-plan for 2005 and a consolidated budget including all 3 project components. It recommends additionally to come to a new consolidated PRODOC with one single log-frame with indicators, activities, verification means etc. in only one document, in order to make comparison possible and at the end to contribute to an effective integration of the three components into one single project. The coordination of the timeframes of the three components so that they all end at the same time would also facilitate in coordinating the project.

2.) There is no doubt that the management of disbursements needs to be improved. They need to be delivered in time and the amounts transferred have to be according to what was planned. The procedures for effecting disbursements have to be simplified. UNDP Maputo should give priority to the solution of this problem in order to avoid this “flagship-project” floundering.

3.) The occupation of vacant positions also has to speed up. Again UNDP Maputo should give priority to a rapid solution of this problem.

4.) UNCDF should reconsider the need for the continuation of the time and resource consuming MIS M&E system. Only if the UNCDF HQ is really convinced that it will make full use of the produced data, does it make sense to continue the system. If UNCDF HQ decides to continue, it has to create the pre-conditions for successful application on the ground. This implies the need: (1) to convince the leading personnel of the project (CTA and co-ordinators) of the usefulness of MIS **for them** in order to overcome the existing reluctance, (2) necessary training for all project personnel which will contribute to the system, (3) gradual introduction and re-introduction of the system in the three project components, and (4) parallel creation of the necessary computer capacity, in order to guarantee that the system can be run with normal speed.

5.) The UNDP project based in MAE (MOZ/04/2002) supports three districts in the Provinces of Nampula and Cabo Delgado in improved governance and the introduction of LOLE. There are clear overlaps with the PPF project and the need for coordination is recognized in both projects. However, the District Administrator in Chiure, Cabo Delgado informed the MTE team that he has been told by the “MAE project” that the District Administration cannot benefit from the equipment and material benefits of that project because the PPF project operates in the district. This seems unjust. So there is a need for coordination between the two projects.

7.3.3 Recommendations regarding project activities

7.3.3.1 Participation

1.) Increase communities’ sense of ownership and the potential for subsequent maintenance by them through institutionalisation of community participation during execution of local public investment projects. This would probably be more economical, too. Respective participation in the form of delivery of materials and labour can easily be quantified and identified in contracts made between participating agencies. Models of these types of contracts specifying the roles of all stakeholders involved already exist in the rural water sub-sector. Contractors sign contracts with the District Administration and communities who are paying a percentage of the construction cost. The contract identifies other stakeholders such as quality controllers, technical and social advisors/trainers all of whom are contractually bound in producing a sustainable managed water point as the end product.

2.) Communication is weak. Poor vertical communication between technical teams and their sectors upstream and through IPCCs downstream, and the challenge of horizontal communication is threatening the efficacy of the project. Information for planning should not be the exclusive domain of the inter-sectoral planning teams. The important process of providing feedback should not only be institutionalised in a vertical direction via the IPCCs. It should also be ensured a horizontal feedback transmission between communities and interest groups on the ground.

- The ETDs need a strategy for ensuring systematic communication at key moments and with essential information and feedback that enhances their efforts.
- This should involve other community members and include schools and health services (particularly infrastructure built through the PDD) as potential channels to transmit local governance information and maintain involvement. The government staff operating these facilities might usefully act as points for reference and advocacy for the participatory planning system. Messages may be more easily passed to and from women and youth - two of the groups most likely marginalized in public planning exercises.

3.) The IPCC system is still very weak. There is a significant need for additional training and a better understanding about the objectives of the IPCC process and participatory planning. It is recommended that:

- The district ETDs and participants in the IPCCs would benefit from opportunities to discuss the process, and in a positive learning environment understand what it means for them to participate in it. Understanding the positive implications of participatory planning is a vitally important element for the establishment of the system.
- As a pilot measure the PPFD should develop and implement a Communication Strategy that will systematically raise the general level of awareness about decentralized district planning and its most critical implications (at district, provincial and national levels).
- A PPFD project web-site would strongly facilitate the management of information about representation in the IPCCs.

4.) Since participation and representation issues will in one way or another persist in different geographic locations, it is important that ETDs are trained by EPAPs to be aware of the areas threatening representative operation of IPCCs. They must also work with NGOs and IPCC members to strengthen community awareness of their roles and rights within the system. Some of the major potential risks undermining the process of participatory planning should be able to be picked up via sensitive monitoring. These must be responded to and mitigating actions or criteria must be institutionalised through regulations or similar means. ETDs must learn together with IPCC participants and community members what the best ways of achieving effective feedback and accountability may be, and implement them. It is particularly important that **all** parties work on models for promoting feedback and accountability, in view of the political culture that discourages criticism from communities to Government.⁶⁴

5.) It is expected that the national Guidelines on community participation will be updated regularly on the basis of experiences drawn from implementation, and taking into account inconsistencies with the law. Thus revised Guidelines will have to account for the changed legal status of the Locality Head and the role of the Locality as a Consultative Council in participatory district planning. The regulations for the IPCCs at District and probably at PA and lower levels in the future will be likely to be developed by the Government based on experiences in Nampula. It would be very useful if the PPFD together with technical stakeholders take the initiative to review and produce a basic framework on which specific IPCCs can build. Progress in this area could then be usefully included in revised national Guidelines. It is also recommended that the PPFD reviews the participation Guidelines and proposes a model of how the IPCC selection/election process should take place.

⁶⁴ cf. ECIAfrica, Companion Report: Mozambique – Independent Programme Impact Assessment (PIA) of the UNCDF Local Development Programme, 3/2004, p. 24

6.) In order to increase women's participation, it is recommended that the project develop a Gender Participation Plan that should ideally include the following elements:

- a detailed stakeholder analysis/mapping exercise that identifies existing ways in which women communicate and participate in or influence public decision-making,
- an identification of NGOs that have successful experience in promoting women's participation and that can constitute strategic partners for the project,
- a training plan to provide District Administrators and partners with skills to create an enabling environment for women to participate in public decision-making processes; this should ideally be based on an analysis of the results of the initial training modules,
- definition of the project's role in advocacy for inclusion of gender equality in the regulations of LOLE legislation,
- alignment of gender targets set out in the Guidelines, internal regulations of the CCDs and the LOLE Regulation and definition of measures to achieve the targets.
- It is also suggested to develop a very practical gender training manual which aims to adapt the theoretical basis of the existing training modules to the local conditions, using plenty of concrete examples that are relevant to people's lives. This will help make the gendered nature of poverty more obvious. It will hopefully create discussion points for reflection within the community. It will also avoid outright rejection by the communities of what is seen as a typical approach. Furthermore, it is recommended that gender dimensions be integrated in all training syllabi/manuals.

7.) ETPs/EPAPs and ETDs are crucial for the success of the whole participation effort. ETPs/EPAPs and ETDs follow an extremely steep learning curve, receive considerable training, and acquire a great deal of knowledge and experience. However, they acquire no accreditation for this which increases their salaries and career prospects, which is a severe disincentive. The MTE team encourages the PPFD project to approach IFAPA and other relevant government bodies in order to create a specific career within the public service of a 'participatory planning technician'. To that specific career formalized training modules of the PPFD project could be credited.

7.3.3.2 Public finance administration at district level

1.) Improve district finance by taking the following measures:

Nampula:

- a) continue the efforts to build the capacity of financial experts in the district administrations, with the aim of increasing the revenues of the district administration, the capacity to manage this process transparently and to spend the resources efficiently;
- b) improve the administration of district finances through the further development of key procedures and improving manuals and other support materials;
- c) influence the national policy dialogue through the documentation and distribution of best practices; specifically, to push for the maximum

simplification of district finances which would imply eliminating as far as possible the need for the coordination efforts implied by earmarking, and opting instead for far-reaching functional reform.

Cabo Delgado:

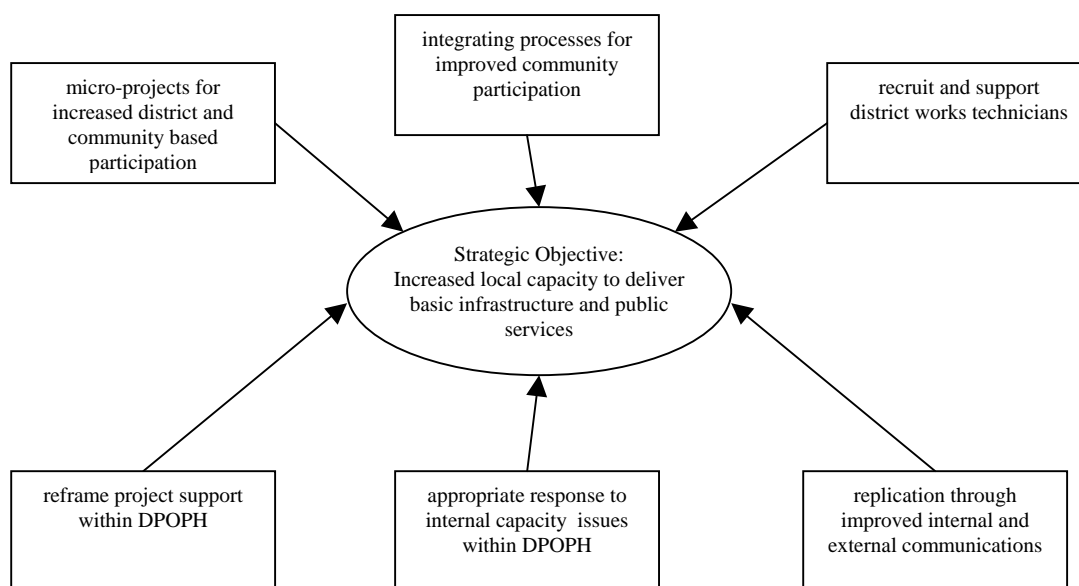
- a) to commence full operation of the district development fund,
- b) to train the district administration and other actors to be able to manage the fund according to the regulations,
- c) to build on this capacity and embark on the first steps of introducing district budgets based on the LOLE and on PB principles, and
- d) to enable the districts to raise their receipts, taking Mogovolas District in Nampula Province as a best practice and a reference.

2.) It was planned to introduce district budgets in only 3 pilot districts in 2004. The decision of the DNPO to introduce district budgets in all 18 districts of Nampula Province raised the respective workload in that field by a factor of 6. By linking these budgets to PES ones developed in parallel, a basic Performance Budget was introduced. Taking this into account, as well as the heavy workload in this field because of the need to manage 18 budgets for the first time in parallel, it is recommended to postpone specific efforts on more sophisticated Performance Budgeting in Nampula Province to 2006/07 in order to give the project capacity to concentrate on more urgent activities. In Cabo Delgado Province assistance by the central level component should be given in the framework of the introduction of PB principles for district budgets based on the LOLE. In 2006/07 PB shall be introduced in the whole country. This requires additional man-power either in form of additional advisors or specific consultancies.

3.) Currently the District Development Funds are disbursed to the district on a project-by-project basis and into separate project accounts using the “saldo zero” approach. Given the success of the district finance work, the changes to be introduced by LOLE, including the introduction of the first district budgets, there is now a case for decentralizing FDDs to the districts and letting the district administer them as a whole, retaining for DPPF the function of general management/supervision/inspection of the fund allocations.

7.3.3.3 Infrastructure

1.) Achieving strategic objectives: The conclusions and key recommendations with respect to the infrastructure component in Cabo Delgado and Nampula focus on the achievement of strategic objectives. They include reframing of the way the project provides support within DPOPH, securing an appropriate response to internal capacity issues within DPOPH, increasing the opportunity for more district and community based participation through the implementation of micro-projects, putting in place procedures which will contribute to improved community participation, recruiting and supporting district works technicians and replicating the achievements of the project in Cabo Delgado and Nampula through improved internal and external communications. The approach is summarised below:



2.) Increasing opportunity: More emphasis needs to be placed upon creating mechanisms for the integration of community based initiatives into a public investment framework.

The simplified procedures developed by PPFD in the central provinces provide an indication of how the districts with the support of DPOPH could move forward towards designing, procuring and implementing micro projects⁶⁵. Small maintenance projects could be addressed in this fashion. This is obviously an area where MOPH/DNE and the national level advisor need to be involved in order to ensure a coherent approach.

3.) District works technician: The recruitment of district works technicians by the district administrations should be encouraged and where this occurs the project should seek to support the initiative by working with the technicians and the districts so that efforts are focussed on achieving strategic as well as operational goals.

On the operational side, the placement of district works technicians within the apparatus of the district administrations is a key action which brings together a number of issues arising with respect to achieving project results. Increased capacity is introduced to the district so that it can fulfil its function with respect to supervising the implementation of formal infrastructure investments within its territory and as well as with respect to facilitating the implementation of investment taking place through community participation mechanisms. While there may still be a question mark over the longer term sustainability of this approach the National Director of Buildings acknowledges that there is an opportunity to pursue such an approach within the project framework.

The project has an important task to carry out, both in providing support to the district and its district works technicians as well as to DPOPH within a framework of creating a viable and functioning 'client – agent' relationship. This role will include establishing linkages between the design of water supply systems, schools, health/maternity facilities, roads and it must also include framing the support in the context of the

⁶⁵ PPFD-C, Contratação de Micro Obras, Guia de Orientação, 8/2004

relevant gender policies that the government has adopted in each of these sectors. A key question posed throughout Mozambique is where are we going to find 128 district works technicians? Nampula has provided an indication of how this issue could be addressed. At the moment there are approximately ten local technicians who compete for the supervision workload generated by the project in Nampula. These technicians have benefited from a variety of courses and training on topics such as roads, water supply and contract management during the time of the project. In some respect they are no longer just 'building' or 'water' technicians but rather 'rural infrastructure' technicians.

Ultimately one of the key signals that will be required from District Administrations in the future in order to demonstrate their commitment to improving basic infrastructure and services for their constituents will be the existence of a district works technician.

4.) Replication: More emphasis needs to be placed on improving both internal and external communication if efforts to achieve replication are to succeed with respect to the infrastructure component between Nampula and Cabo Delgado as well as with the PPFD in the Central Provinces.

While concerns at a central level regarding poor reporting are acknowledged by the provinces, there is also frustration with the passive approach adopted by DNE. The general impression is that the poor communication is not because there is no information but rather because there tends to be poor follow up to make sure that reports get to their destination and this is certainly an area where the provincial advisors could assist. Clearly all project advisors both in the provinces and at a central level have a responsibility to assist in improving communication within DPOPH.

The central level could assist by supporting initiatives such as the proposed seminar in Nampula and Cabo Delgado sometime in 2005 in order to look at a number of the problems that are being experienced within the sector. More formal regular meetings perhaps quarterly between the Public Works advisory team (central and provincial) and the Directors DPOPH would be another way of tracking progress on various issues.

5.) Integrating processes: The project can play a substantial advocacy role in training the technical teams to give more attention to needs of women and other groups in terms of planning and executing infrastructure. District public works technicians will have an important role to play in ensuring that sectoral gender policies and other guidelines are adhered to, for example this can include that projects being implemented through community participation initiatives meet the standard design criteria laid down for particular sectors.

During the visits of the MTE team it was apparent that the infrastructure priorities identified by the communities have a positive impact on women by reducing time spent fetching clean water, improving health and education services etc. However, it cannot be automatically assumed that the gender concern ends with the simple delivery of that infrastructure. In cases where official public investments are made, official standard designs have to be followed, and these often include some gender aspect (e.g. separate latrines for girl pupils). In this sense, the proposed district public works technicians will have an important role to play in ensuring that sectoral gender policies and guidelines are adhered to. In cases where communities build their own facilities with some support from the state, there are fewer guarantees that women will be consulted in order to obtain information on necessary facilities. It is

therefore obvious that this is an area in which PPFD can play a substantial advocacy role in training the technical teams to give more attention to women's needs.

It was also found that communities willingly and readily contribute to infrastructure construction and maintenance, but that not all communities have sufficient access to information about recruitment conditions and training opportunities. The local administrations will have an important role to play, particularly in ensuring that information is shared with all members of the community including women. This information should be linked to and based on the existing gender initiatives in various sectors that were specifically instituted to create and promote opportunities for women to be employed and trained in the construction and operation of roads and water systems. In addition, and in keeping with the official road sector policy, it is recommended that contracts be awarded to contractors who, after fulfilling other requirements, also show some capacity to promote women's employment and training to develop their technical skills. This will hopefully lead to opportunities to support women as managers of infrastructure and other development resources, formally and informally.

6.) Support to DPOPH: Consideration should be given to reframing the way in which the project operates within DPOPH, even if only informally, by providing more assistance directly to the Director DPOPH and the districts, as this would assist in re-focusing project staff towards meeting strategic goals.

It has been commented upon that there is too much emphasis on dealing with day-to-day capacity problems by the provincial advisers within DEd and DPOPH. The demands generated through the district planning process need to be addressed in a manner which requires a multi-sectoral approach including roads, water and buildings. Focusing on support to one department has detracted from contributing to the achievement of other strategic objectives, such as supporting the creation of a client-agent relationship between DPOPH and the districts. Therefore, consideration should be given to reframing the way in which the project operates within DPOPH, even if only informally, by providing more assistance directly to the Director DPOPH and the districts, as this would assist in re-focusing project staff towards meeting strategic goals.

7.) Appropriate response to the capacity 'crisis': A clear signal is required from the central level to provincial managers so that they are encouraged to place more emphasis on activities of strategic importance and not expend all the resources available on 'fire fighting'.

DPOPH has to carry a considerable burden in relation to its own limited internal capacity in order to meet the demands generated by the project. This has created a situation where particularly in Cabo Delgado there is a perceived capacity 'crisis'. However, rather than focus completely on the internal capacity problem there is also a requirement to look outside DPOPH for other players to assume some of the burden.

A clear signal is required to provincial managers both inside and outside the project so that they are encouraged to place more emphasis on activities of strategic importance and not expend all the resources available on 'fire fighting'. Provincial managers should be encouraged to push forward with the recruitment of and provision of support to district works technicians as well as seeking to create mechanisms so that districts can employ local artisans to carry out simple projects.

7.3.3.4 Institutional sustainability

The technical teams at provincial and district level are still ad-hoc bodies composed of delegated members of different sectors. This creates a diffuse loyalty and permanent changes of personnel with negative effects for the capacity of the teams. The transformation of the technical teams into permanent 'planning units' within province and district administrations, while conserving their multidisciplinary character, could be a remedy to the mentioned problems. The project should raise this question in the framework of the dialogue at national level on decentralisation and participatory planning.

7.3.3.5 Gender mainstreaming

Specific recommendations for gender mainstreaming:

- 1.) Initiate internal reflection on gender dimensions of the overall project, in order to define and agree on appropriate gender objectives; ideally these would result in a common vision/commitment at all levels, as well as an operation definition of gender equality; the agreed gender objectives should be annexed to the log-frame.
- 2.) Urgently recruit a Technical Adviser for Gender and Participation to be based in Nampula, but whose function includes technical support for Cabo Delgado.
- 3.) Explore further possibilities to obtain temporary technical backstopping from the UNDP Gender Focal Point/Gender Adviser until the TA is appointed.
- 4.) Carry out a detailed analysis of existing gender relations in both Nampula and Cabo Delgado, including a study of rural women's development and survival strategies, as a basis for improved participation of women.
- 5.) Provide training for all project team members, provincial and district technical teams in gender planning and gender monitoring, including the identification of gender impact indicators; training plans should aim to make use of existing gender materials that were locally developed.
- 6.) Develop impact indicators that track how district planning has affected women and secure that sex-disaggregated data from the district is made available for reporting through MIS.
- 7.) Strengthen institutional linkages between the project and government partners who are mandated to advocate for gender equality and to coordinate gender initiatives across the different sectors (e.g. participation of project counterparts in DPPF in Provincial Nuclei for the Advancement of Women, participation of DPMCAS officials in ETP/EPAP).

7.3.3.6 District-municipality cooperation

The PPFD project should actively address *autarquias locais* and neighbouring districts and together they should investigate the possibilities of linking participatory district planning with planning in the neighbouring self-governed cities and towns. The Mayor of the City of Nampula has expressed a strong interest in co-operation

with the surrounding District of Nampula. He is interested, too, in testing the instruments of participatory planning in the urban context of his city. Perhaps, however, it would make more sense to initiate this experiment on a smaller scale, rather than in Nampula City with its 363,000 inhabitants. Obvious places would be District and *Município* of Mocimboa da Praia in the Province of Cabo Delgado, where the planning process has just started.

7.3.3.7 Communication strategy

An explicit and pro-active communication strategy is needed for the project. This strategy must go further than only documentation, systematisation and standardisation of best practices and their possible influence on the national strategy of decentralized planning and financing. Such a strategy should contain the following elements:

- Definition of the aims of the communication strategy
- Definition of the audience that is to be informed and the respective information that the project will provide on topics of decentralized and participatory district planning, district finances, district budgets, innovative public administration etc.
- Definition of co-operation partners for the implementation of such a strategy..

At the operational level this includes:

- networking and establishment of a stable and effective formal and informal information and discussion network with all partners relevant to the project (government bodies, other bilateral and multilateral donor organizations and projects, NGOs, academics in Mozambique and abroad),
- a comprehensive communication strategy including (1) setting up contacts with newspaper, radio and TV journalists for targeted dissemination of information (2) devising and dissemination of appropriate information materials, (3) elaboration and recording of important project documents, e.g. manuals, studies etc. in a user-friendly manner, (4) creation of a corporate label and cover for most important documents, (5) showcasing of successful examples of ways in which women's participation in district planning is achieved,
- publications on the subject of "Decentralized and Participatory Planning, improved District Finances and Budgeting, Innovative Public Management at District Level", on the position adopted by the GoM/MPF/DNPO/PPFD, and the results of UNCDF projects in this field in Mozambique and other countries.
- The establishment of a specific web-site of the project would be another important tool to disseminate information.

8 ANNEX OF SPECIFIC ANALYSES

8.1 The case of Angoche District: Moving into its second PDD

Nampula Province has completed a first round of District Development Plans - PDDs for all 18 districts, and Angoche District, as a member of the first group to have its PDD approved in 1999, is in the process of approval of its second PDD. Changes in participation that have occurred between these two planning processes are worth reviewing, although it is not possible to assess the quality of consultation, particularly using the newly reconstituted IPCCs, except for indirectly looking at the planning results.

Two Angoche PDDs

An overview of past and present participatory planning in Angoche shows a number of improvements:

- * ETDs have changed from District Directors of sectors to seconded personnel from the District Administration and sectors.
- * The planning process in 1998/9 took just over one year, comprising:
 - o a formative phase
 - o a diagnostic phase (first community consultations to identify the main potentials and problems in the district. The consultations involved 355 men and 65 women).
 - o the strategy development phase. (Two priority localities were identified. Strategy was taken by the ETD to Nampula for discussion and negotiation with the sectors involved concerning their financial and strategic commitments.)
 - o the results of this negotiation were included in a summary table in the final phase in which all projects due to be carried out in the next five years in the district were outlined and budgeted.
 - o the District Executive Council approved the Plan in September 1999 in an extraordinary session with key stakeholders. The document was then sent to the provincial government for ratification.
- * The process of formulation was documented in the 1999 PDD, a step towards transparency.
- * Approx. \$600,000 was expended on social infrastructure within the ambit of this first plan. Half of the expenditure was covered by the FDD, and the other half by external donors and the community of one of the islands. Planned and budgeted expenditure for social infrastructure (public, NGO and private sector) covered in the PDD in 1999 amounted to approximately \$900,000, of which approximately \$500,000 was in the ambit of decentralized district development funding by the State, the UN, IDPPE and SNV.
- * For the first PDD community consultation was undertaken through IPCCs with changing membership reflecting the interest groups invited. For the second PDD 'permanent' members were elected for this purpose.
- * The current PDD was initiated in November 2003 with participatory reviews of the potential and constraints to local development carried out with CCPAs and CCDs as well as causal analyses of the reasons for existing difficulties. In August 2004 the strategy was developed and the document is being finalized for approval by the CCD in October 2004.
- * The district strategy has shifted:
 - o from the first CCD vision of achieving an improved quality of life for the population in needy areas...
 - o to a global view focusing on sustainable development, particularly the sustainable management of natural resources.

The development of both District Development Plans took considerable time in the consultation that the first PDD did function as an effective tool for the realization of

community priorities during its period of validity. It has permitted the district to genuinely shift priorities away from a focus on meeting the social / public service needs of areas severely underserved to a more balanced focus on sustainable development. It has certainly fostered a sense of identification with the planning process in Aúbe where the most concentrated impact of the process has been felt. This will have inevitably promoted the motivation of local actors during the five years of implementation. It does, however, raise questions about how the interest of other Administrative Posts who were not prioritized for interventions during this period fared. The new PDD has been derived from a more representative system of consultation, however the impact of this remains to be seen.

8.2 Capacity issues in participatory planning

The Meluco ETD reported that during the period when they were elaborating the socio-economic profile of the district and training the village facilitators at the start of their activities in the district, that they were short of resources. They said would not be able to perform effectively without support for transport (fuel costs) and per diem for themselves, as well as materials and some sort of subsidy for community members that have to travel far for training.

Although some of these issues have been dealt with since this period, it does raise the issue of whether capacity can be adequately built if conditions for doing so are resource scarce. There are a number of examples that point to the inadequacy of the capacity developed to date among ETDs. One of which was formulated by a community group in Meluco. IPCC members were asked how many times they had received visits from the ETD on its own. After much discussion, and confirmation with the ETD member present, they answered that they had never received a visit from the ETD since the IPCC had been formed, "except when the ETD visited together with the EPAP". The dependency, particularly on transport to reach distant Administrative Posts where there is little circulation of vehicles, particularly in Cabo Delgado, is an important issue.

Women in particular face problems when rural transport is not available, since this means that they have to walk long distances, which adds to their time spent away from their home and dependents. This can conflict with domestic duties of married women, and makes it even more difficult for female heads of households to participate regularly in IPCCs. Lack of transport and material facilities such as photocopying and printers exacerbate the low participation of rural community members living in outlying areas. It often proves difficult to circulate the draft documents in time, reducing the opportunity for proper discussion and reflection.

Expenditure for fourteen months of capacity development / training in Cabo Delgado covering three districts is very low at approximately USD 15,700. This figure shows that although approximately three phases of the district development plan planning cycle have been achieved in three districts at low cost, the impact appears to be low. Transmission of information via IPCCs is poor and their pro-active operation almost non-existent.

In Cabo Delgado the project team has specifically identified the demands for training down to the level of the village facilitator as too demanding on resources. The facilitator is the entry point trained to gain access to and representation from a new area. In addition, ETDs are also involved in the creation of CDLs as was seen in Mogovolas, in Nampula. The ideal scenario proposed in Cabo Delgado involves a

NGO to take over the responsibilities of training all IPCCs, from the village level to the district level. In Cabo Delgado this is one of the commitments made by Helvetas in its collaboration with the PPDF. However the coverage of this NGO is limited at present to implementation via a local NGO, CEPKA three districts. Over the next two years Helvetas / CEPKA are likely to have included one more district. Even if German Agro-Action is included insofar as it is supporting the PPDF in Meluco by working with OLIPA to create CDLs for economic development activities, the ideal scenario depending on NGO support will not be possible to achieve with the annual expansion of the PPDF to new districts.

The capacity of the ETDs appears to be relatively well developed in the districts visited in Nampula Province, however it is still perceived by the teams themselves as not meeting their expectations. They would like more 'permanent' training, particularly in participatory techniques and techniques to mobilize vulnerable groups, although they recognize that funds for this are limited. In Cabo Delgado the ETDs themselves are not strong, and in Meluco appeared to have done little community training and organization on their own (without assistance from the EPAP). It takes considerable time to really understand the implications of the participatory planning approach, and then apply it. To be effective, the cost of these inputs in terms of time and funding, is likely to be higher than that being expended to date. In this sense it is vital that the project in Cabo Delgado identifies new implementation partners with whom to work and spread the burden.

The MTE considers that the capacity of such implementation partners to promote gender equality and women's participation should be included among the criteria for identification of strategic partnerships.

The ETDs manage and in most places train IPCCs. However allocation of funds for projects is highly geographically localized and the experience of benefits sometimes very clustered as in Aúbe. In most areas people are not aware of the positive results of district planning, nor why they were not chosen as beneficiaries. Information will have to reach further to have the kind of impact expected of the participatory planning process. In this respect the ETDs need a strategy for communication that complements their efforts by involving other community members not only in CDLs and interest groups, associations and so forth, but that also includes the potential afforded by schools and health services (particularly infrastructure built through the PDD) for example, to transmit local governance information and maintain involvement.

The Government staff operating these facilities might usefully act as points for reference and advocacy for the participatory planning system. It can also be expected that the involvement of health and education staff may help promote the participation of women in that they represent sectors that traditionally are very sensitive to women's specific needs and that have clear gender targets.

8.3 Replication: Training materials

In Cabo Delgado the model for participatory planning has been the national Guidelines for Participation and Community Consultation in district planning in conjunction with orientation and training materials developed by the project in Nampula. Most of the participation and community consultation training material was developed in Nampula by the start of this phase of the project. The manuals used for training the EPAP and ETDs contain menus of participatory techniques (many PRA

adaptations), some are procedural, while others deal with the expected products of participatory planning (PDD, district socio-economic profiles etc.).

It was found that an updated PDD manual is currently being finalized in Nampula with technical assistance from SNV. In Cabo Delgado, the original manual was also found wanting in terms of providing step by step guidance on how to relate the inputs and outputs in the formulation of a PDD. Both provinces are thus in the process of developing improved manuals related to producing the PDD. Nampula is focusing on the constituents of a high quality product that can help district governments lobby for funding and that can (hopefully) contribute towards the provincial strategic plan. Cabo Delgado is more concerned with helping ETDs learn about the process of linking participatory information gathering (in a province with scarce district records in many areas), with the PDD formulation phases and the final product. The manual for Cabo Delgado 'looks down', towards clarifying the steps at community and district levels necessary to produce the desired material, while the manual being developed in Nampula 'looks up', at the best presentation of this material. Cabo Delgado's PDD materials are improvements and adaptations to the participatory technique menus produced by the Nampula experience together with the Guidelines. Although not finalized, with more work to make them user friendly and relevant, the PDD manuals in both provinces are relevant for addressing the different stages of project implementation they find themselves in. It is also assumed that Cabo Delgado will eventually use the manual being produced for Nampula PDDs for the actual formulation of the district plans.

With regard to gender, the evaluation team noted in both Nampula and Cabo Delgado that various gender training sessions were given to technical teams and the contents are duly reflected or reproduced in manuals. The contents focus on gender analysis and sensitization, which is indeed a very positive first step. However, the MTE suggests that the contents are presented in a theoretical way, which may not be as appropriate for ETDs as for provincial staff. It is therefore suggested that a very practical gender training manual be developed. This should aim to adapt the theoretical basis of the existing training modules to the local conditions, using plenty of concrete examples that are relevant to the lives of the communities in question. This will help make the gendered nature of poverty more obvious. It will hopefully create discussion points for reflection within the community. It will also avoid outright rejection of a gender approach by communities, by avoiding pitting women against men in adversarial or even conflicting relations grounded in foreign notions of Western style feminism. Furthermore, it is recommended that gender dimensions be integrated in all training syllabi/manuals.

8.4 Innovation of planning at district level: The case of Meluco District and the Quirimbas National Park

Almost $\frac{2}{3}$ of Meluco District lies within the Quirimbas National Park. Collaboration with the Park management in a participatory process that will permit zoning the area is expected to be a precursor to the PDD. So that natural resource conservation and management and local development initiatives are coordinated and mutually beneficial it is essential that both the PDD and local natural resource management plans undertaken as part of the National Park development are harmonised. Awareness about what this is likely to involve is still very incipient. Due to the pre-election political mood at the time of the evaluation, issues such as potential resettlement and the implications of this for development were avoided by the District Administrator.

It is hoped that the physical overlap of district plans in Meluco and the single PA in Ancuabe, and the management plan for the Quirimbas National Park will provide an unsurpassed opportunity for incorporation of innovative activities related to natural resource management into the PDDs. Ways to involve other sectors and private initiatives to support IPCC capacity development will be a constant search for the PPFD in Cabo Delgado, and the Quirimbas Park is a potential means to trying out new partnerships in the project.

8.5 Comparing Regulations of District Consultative Councils

General

Regulation	Specific to:	Angoche	Memba	Eráti
Definition		A council for the development of the district	Same	Same
Objective		Regulate the activities for all interested in the district's development	Same	Same
Area of application		District's jurisdiction	Same	Same
Composition	Number	80	80	80
	Representation	- to be elected from the CCs of <i>Postos Administrativos</i> (named) - inclusion of non-elected members not mentioned	- to be elected from the CCs of <i>Postos Administrativos</i> in the following manner: - Mazua 18 (6 women) - Chipene 15 (3 women) - Lúrio 10 (3 women) - Memba-Sede 20 (7 women) - the District govnt, ETD and "local partners" take up 17 members	- to be elected from the CCs of <i>Postos Administrativos</i> in the following manner: - Namapa-Sede 47 (3 women) - Alua 16 (2 women) - Namirôa 17 (1 woman)
Members of CCD	elected from	"members of civil society, community Authorities, political parties, associations, forums, NGOs and interest groups and economic actors"	Same	
	inherent by function	Members of district govnt, PA heads, Locality heads	Same, but Locality heads NOT mentioned	Same, but Locality heads NOT mentioned
	Length of mandate	Not specified	Same	Same

Sessions

Regulation	Specific to:	Angoche	Memba	Eráti
Sessions	frequency	Each 6 months. Extraordinary sessions when convoked by District govnt or 1/3 of members	Same	Same
	notification	Individual invitation to members 15 days in advance	Individual invitation to members 7 days in advance	Individual invitation to members: - 10 days in advance of CCDs - 7 days in advance of CCPAs
	presided by	The President (not specified that it is the District Adm)		
	voting	Not specified	- direct and open	- Same as Memba
	debate	Open and direct	- in groups of respective areas, followed by a plenary session	- Same as Memba
Sessions of CC at Posto	frequency			- to meet regularly every 4 months

Administrativo				
Members of CCD	Absence/Substitution	Not specified	<ul style="list-style-type: none"> - no «qualquer» can substitute a member - absence to be justified 72 hours in advance - members who miss 3 sessions without due justification, will be replaced through election of another. 	<ul style="list-style-type: none"> - no «qualquer» can substitute a member - absence to be justified 96 hours before the CCD sessions, and 72 hours before CCPA sessions - members who miss consecutive sessions equal to one civil year without justification, will be replaced through election of another.
	Compulsory			<ul style="list-style-type: none"> - meeting at sessions is compulsory for all members

Structures

Regulation	Specific to:	Angoche	Memba	Eráti
Structures defined		<i>Mesa da assembleia</i> <i>Equipa técnica</i> <i>Com. de trabalho</i> (CT)	Same	Same
Chair of the Council Assembly (mesa de assembl.)	Election/selection	Assembly members are elected to the mesa either by voting or by “territorial representation”	Assembly members are elected to the mesa either by voting, or by “representatividade”	Same as Memba
	Composition	President Vice-president 2 secretaries elected for each session	Same	Same
	Presided by	The president assisted by coordinator of the ETD	President of the Mesa and the vice-president, assisted (<i>coadjuvado</i>) by the District Administrator	Same as Memba - In absence of President, the vice takes over, assisted by the AD
	Mandate specifications		The 2 secretaries have a mandate for 1 year, renewable	Same as Memba
Working Groups (Com. de Trabalho)	Criteria	Interest groups Sectors <i>Áreas de formação</i>	Same	Same
	Commissions	7 specified	9 specified	7 specified
	Election/selection	Elected, not specified how or when	Same	Same
Technical team (ETD)	Definition	“executive organ” functioning between sessions	Same	Same
	Composition	11 members indicated by the AD and by civil society	6 members indicated by the District Executive Council	Same as Memba

Responsibilities

Regulation	Specific to:	Angoche	Memba	Eráti
Consultative Council (CC or assembleia consultiva)	Approve of	<ul style="list-style-type: none"> - programs and budgets of District - and monitor development projects and activities - regulation of the CCD - changes to the regulation 	Same plus: <ul style="list-style-type: none"> - reports from the mesa, commissions and the implementation reports of the PDD and the PES 	Same, plus <ul style="list-style-type: none"> - programs, projects and budgets for the development of the District within the framework of the PDD - of all matters required by the District Executive, NGOs or other organised groups - reports from the mesa, working groups and the implementation reports of the PDD and the PES
	Advice		- the “CCD” in the process of implementation of the PDD and “other measures thought convenient”	- Same as Memba

	Monitor			- programs, projects and activities of development
	Elect	Members of the mesa and CT	Same	Same
	Appreciate	- All matters requested/required by the ETD, NGOs or other organised groups - and « <i>deliberar</i> » reports from the chair, CTs and the implementation reports of the PDD and the PES		
	Create (Meaning not specified)	CTs	Working groups and indication of their respective “heads”	Same as Memba
	Promote	Actions of community development		
	Foreigners (of NGOs)	Cannot run for membership of the chair or as coordinators of the CT	Same	Same
Chair of the CC assembly (Mesa da assembleia)	As a whole, not specified		- direct the sessions - maintain discipline during sessions - seek consensus - elaborate the minutes - appreciate and approve of reports from the CTs	Same as Memba
	President	- direct the sessions - maintain discipline during sessions - seek consensus	- direct the sessions - maintain discipline during sessions - convoke extraordinary sessions - “ <i>deliberar</i> ” the issues under discussions	Same as Memba
	Vice-president	- substitute for the president	Same	Same
	Secretaries	- write up the minutes of sessions - organise the relevant documents	- same - “Secretariar as Sessões da Assembleia da Mesa” – which should probably read the Mesa da Assembleia. - control and verify the quorum	Same as Memba (with same error), plus - present the minutes of the last session
ETD	Prepare	- agenda proposal - PES and PTIP	- agenda proposal	- agenda proposal
	Supervise	- CTs - projects in the PDD - implementation process of PES and PDD	- CTs	- CTs
	Provide			- identity cards for the CCD members’ identification
	Organise			- the collecting and return of the members of the CCD to their origins
	Facilitate	- participatory process and community animation and the CDLs.		
	Guarantee			- first aid to the CCD members in case of spontaneous illness during sessions
Working groups (CTs)		- Appreciate and propose ways of implementing of programs of the respective areas - Work with development agencies, NGOs (national and foreign), gov’n’t and community - propose priorities, projects and actions which could bring development to the respective areas - identify necessities for	Same	Same

		training and capacity building and propose mechanisms for its realisation		
--	--	---	--	--

Status

Regulation	Specific to:	Angoche	Memba	Eráti
Before LOLE regulation		Compulsory compliance with all decisions approved at the CC, counting for the District as a whole	- Same, plus adding "within the resources available"	Same as Memba

Same = no difference from Angoche regulations, blank cell = not specified. Regulations approved: Angoche on April 19 2004, Memba in May 2004, Erati in May 2004 (drafted in September 2003)

8.6 Establishment of a website as a tool for institutional memory, communication and replication of lessons learned and best practices

Institutional memory

As the programme stretches out in time and space and ever more activities are taken on board, the volume of lessons learned grows incrementally. However, the number of people involved is also growing as well as the number of people leaving the institutions involved. The UNCDF project should also be well coordinated with the World Bank funded twin-project in the four central provinces including in the area of data and information sharing to enhance the production and dissemination of lessons learned on a national scale. The two projects form the spearhead for improved decentralised district governance in Mozambique, and the decentralisation agenda would be well served with an integrated approach.

This scenario implies increased demand for information management. Most written reports are presently not really systematically archived in provincial offices and in the central level component office in Maputo. The MIS M&E system is an advanced tool for technical project management and reporting, but it is designed to organise technical and quantitative data to satisfy the reporting needs of senior project managers. It is less geared to organise and disseminate qualitative data and analyses – like lessons learned and good practices. Technically, the MIS M&E system does not currently support the retention of written reports in Microsoft Word or PDF formats, and is as such not flexible – and virtually useless for information sharing purposes between project partners.

The distribution of knowledge and information to involved staffs and institutions should not be on an ad-hoc basis or fully comprehensive as this would, in the long run, mean unnecessary consumption of time and resources. A programme website should constitute a flexible tool for information sharing.

Recommending a project/district decentralisation website

The size and political importance of the project justifies setting up a website which would serve the double purpose of a) establishing an archive to secure institutional memory, and b) facilitating information sharing and dissemination of lessons learned and best practices.

The following information could be contained:

- District Development Plans, Economic and Strategic Plans,
- qualitative syntheses and reports on experiences, lessons and good practices from provincial and district technical teams,
- progress reports,
- manuals and training material,
- Consultative Councils: regulations and mandates, list of members and attendance (for statistical analysis), and minutes (*actas*) of the council sessions,
- State/official regulations, laws and policy documents,
- other written material of relevance, for example studies on specific matters.

The website *could* be password-restricted to allow the informal/network character. But all users with access rights could freely download information from the website in all the above categories whenever needed. Such an information sharing facility should also stimulate the reporting of lessons and good practices. When successfully run, the website should contain a critical mass of both quantitative documentation and qualitative information – thereby allowing well founded analyses by programme managers, and perhaps more importantly, by policy makers.

The website should principally serve the purpose of strengthening the project and its staffs and institutions, but a technical facility can also be set up to let some of the documents be visible on a public section of the website, open on the world wide web.

Technical aspects

A website should be relatively easy to design, set up, and maintain. To design the website, its structure, management and content, it would take professional consultancy on information management as well as a needs assessment with the PPFDF stakeholders (in both UNCDF and WB components). Once set up, however, the website should be reliant upon little central maintenance and decentralised routines for uploading new and relevant material.

The website should be designed to allow PPFDF stakeholders to log-in and upload new material from their personal computers – requiring only an internet connection, which should now be available within all provincial PPFDF team offices, in most provincial directorates' offices and in some district planning offices. Adding (uploading) information to the website should be made extremely simple and user friendly. Hence, uploading material to the website should require only minimal training in addition to basic text-processing skills. Relying on the uploading capabilities of the PPFDF's many collaborators in the provinces and districts, the maintenance of the website would require regular yet limited editorial intervention by programme managers. Hand-written and machine typed documents can easily be scanned at the provincial PPFDF offices and uploaded to the website.

9 LIST OF PERSONS INTERVIEWED (in alphabetical order)

- Abdul Razak Noormahomed, Dr., Governador da Província de Nampula
(Nampula, 28.09.2004)
- José Pacheco, Governador da Província de Cabo Delgado
(Pemba, 08.10.2004)
- Adamo Ali M. Estumbe, Chefe do DEP, DPOPH Nampula
(Nampula, 28.09.2004)
- Aidan Fitzpatrick, Attaché, Embasssy of Ireland in Mozambique
(Maputo, 11.10.2004)
- Alberto Andissene, Director Nacional das Edificações, MOPH
(Maputo, 24.09./22.10.2004)
- Alexandre Seia, Técnico DEd, DPOPH Nampula
(Nampula, 28.09.2004)
- Álvaro Chiboleca, Encarregado Regional do Programa, PADEM Nampula, Swiss
Development Cooperation (Nampula, 28.09.2004)
- Amisse Sumana, Membro da Equipa Técnica Distrital
(Meluco, 07.10.2004)
- Anselmo Jaime Zimba, M&E Advisor PPFD, Direcção Nacional de Plano
e Orçamento, MPF (Maputo 04.09./13.10.2004)
- Anton Assane, Chefe de Posto Administrativo Cunle
(Ribaué, 29.10.2004)
- António Macanige, previously Chefe do DPO/DPPF, now at DPS Cabo Delgado
(Pemba, 04.10.2004)
- António Maurício, Membro da Equipa Técnica Distrital
(Chiúre, 06.10.2004)
- António Vanoche, Chefe de Povoação Namatil
(Mecuburi, 30.10.2004)
- Bernardo Chale, PPFD/DPPF Nampula and NRP Angoche
(Angoche, 30.09.2004)
- Bernardo Nmarguijo, Regulo de Posto Administrativo de Cunle,
(Ribaué, 29.10.2004)
- Bernhard Weimer, Advisor Swiss Development Cooperation
(Maputo, 22.09.2004)
- Cacilda Machava, Directora Provincial de Obras Públicas e Habitação, Cabo
Delgado (Pemba, 05.10.2004)
- Calisto Jafar Arune, Chefe Distrital de Contabilidades
(Ribáue, 29.10.2004)
- Carlos Julião, Membro da Equipa Distrital de Apoio à Planificação
(Chiúre, 06.10.2004)
- Carlos Munguambe, Assesor de Género e Participação, EPAP Cabo Delgado
(Pemba, 04.07.10.2004)
- Carlos Roque, Dr., Coordenador Gabinete de Capacitação Municipal, IFAPA
Matola (Maputo, 15.10.2004)
- Carsten Schultz, Asessor de Desenvolvimento Rural, Helvetas Cabo Delgado

- (Pemba, 05.10.2004)
- Casimiro Portugal Guarda, Técnico Profissional de Administração Pública, DPAC/EPAP Cabo Delgado (Pemba, 04.10.2004)
- Castelo Guilichane Mahabene, Técnico de Planificação, Direcção Distrital de Saúde de Ribáue (Ribáue, 29.09.2004)
- Castro Sanfíns Namuaca, Presidente do Conselho Municipal, Nampula, (ex-coordinator of PPFD in Nampula) (Nampula, 28.09.2004)
- Celestine Krösschell, Advisor, SNV Nampula, (Nampula, 01.10.2004)
- Charlotte Allen, participatory planning consultant (Maputo, 14.10.2004)
- Connie Dupont, participatory planning consultant (Maputo, 14.10.2004)
- Custódio dos Mucúdos, CTA PPFD project unit/World Bank (Maputo, 11.10.2004)
- Domingos Lambo, Director Nacional do PPFD, Director Nacional Adjunto do Plano e Orçamento, MPF (Maputo, 4.09./15.10.2004)
- Eduardo Cando Stambuli, Administrador do Distrito de Meluco (Meluco, 07.10.2004)
- Ernesto Baltazar, Director Distrital de Educação, Angoche (Angoche, 30.09.2004)
- Feliciano Chicova, Técnico de Planificação, Administração, Ribáue (Ribáue, 29.10.2004)
- Fernando César, EPAP/DPPF Cabo Delgado (Pemba, 04.10.2004)
- Fernando Vernon, Trabalhador, Cunle (Ribaué, 29.09.2004)
- Ferraz Fai Sufo, Gestor Projecto Apoio à Sociedade Civil, Helvetas Cabo Delgado (Pemba, 05.10.2004)
- Filomena Santos, Assessora das Obras Públicas, PPFD Maputo, (Maputo, 24.09./22.10.2004)
- Francisca Wetimane, Administradora do Distrito de Mecuburi (Mecuburi, 30.10.2004)
- Francisco Barreto, Assessor das Obras Públicas, PPFD Nampula (Nampula, 28.09.2004)
- Francisco Iahaia, Técnico de Planificação, EPAP/DPADR Cabo Delgado (Pemba, 04.10.2004)
- Francisco Nanemo, Técnico do DAS, DPOPH Cabo Delgado, (Pemba, 05.10.2004)
- Gaétan Blais, Consultant of Project and Programmes Management, team leader of the MTE of the UNDP National Integrated Programme (Maputo, 3.10.2004)
- Gana Fofang, UNDP Deputy Resident Representative

- (Maputo, 24.09./18.10.2004)
- Geraldo Varelha, Fiscal de Obras, Nampula
(Nampula, date not recorded)
- Guerra Raimundo Antone, Tecnico DEd, DPOPH Nampula
(Nampula, 05.10.2004)
- Honório B. Manhonha, Gestor de Projecto de Planificação Distrital, Concern
Nampula (Nampula, 05.10.2004)
- Imane Cassimo, Técnico de Planificação, DDADR
(Ribáue, 29.09.2004)
- Inocência Escova, Tecnico DAS, DPOPH Nampula
(Nampula, 05.10.2004)
- Isaac Baraca, Administrador do Distrito de Angoche
(Nampula, 30.09.2004)
- Israel Jacob Massuanganhe, Programme Analyst, UNDP/UNCDF on Local
Governance and Decentralisation (Maputo, various meetings
22.09.-18.10.2004)
- Ivan A. Vázquez, Assessor Finanças Distritais, PPFD/DPPF Nampula
(Nampula, 27.09./01.10.2004)
- Jan Willem le Grand, First Secretary, Embassy of the Kingdom of the Netherlands
(Maputo, 11.10.2004)
- João Ernesto, Presidente de Associação Nametil
(Mecuburi, 30.10.2004)
- João Munheque, Director de EP1 Nametil
(Mecuburi, 30.10.2004)
- João Olaia, Técnico de Participação e Género, PPFD Nampula
(Nampula, 27-29.10.2004)
- John Barnes, PPFD project CTA, Direcção Nacional do Plano e Orçamento/
Ministério do Plano e Finanças (Maputo, various 22.09.-18.10.2004)
- José Guambe, Director Nacional de Administração Local, Ministério de
Administração Estatal (Maputo, 14.10.2004)
- José João, Director Provincial do Plano e Finanças, Cabo Delgado
(Pemba, 05.10.2004)
- Josefina Horácio, Técnica Profissional Agro-Pecuária, EPAP Cabo Delgado
(Pemba, 04.10.2004)
- Julião Emoa, Direcção Provincial de Plano e Finanças, Nampula
(Nampula, 05.10.2004)
- Juvêncio Laureço, Chefe de Departamento, DPOPH Cabo Delgado
(Pemba, 04.10.2004)
- Larse José Mingas, Membro da Equipa Distrital de Apoio à Planificação
(Meluco, 07.10.2004)
- Leôncio Julai, Administrador do Distrito de Chiúre
(Chiúre, 06.10.2004)
- Luís Bernardo, Membro da Equipa Distrital de Apoio à Planificação

(Chiúre, 06.10.2004)

Luís José, Contabilista da Administração Distrital, Mogovolas
(Nampula, 29.09.2004)

Manuel Teófilo Braga, Administrador do Distrito de Monapo
(Nampula, 01.10.2004)

Manuela Farrão, Directora Adjunta do Instituto de Formação e Aperfeiçoamento
Profissional – IFAPA (Matola, 15.10.2004)

Marco van Wallenburg, Assesor de Planificação e Finanças Distritais, coordenador
do PPFD Cabo Delgado (Pemba, various meetings 04.10.-08.10.2004)

Maria Salazar, Coordenadora, Medicos del Mundo Cabo Delgado
(Pemba, 08.10.2004)

Mariano Omar, Membro da Equipa Técnica Distrital
(Chiúre, 06.10.2004)

Mario del Puerto, Arquitecto, Cabo Delgado
(Pemba, 05.10.2004)

Mário Luís Fernando Mercedes Coutinho, Chefe de Posto Administrativo, Boíla-
Namatôria (Namatôria, 30.09.2004)

Mark Hoekstra, Chefe da Delegação, Swiss Agency for Development Cooperation,
Nampula (Nampula, 28.09.2004)

Martinho Torres, Técnico DEd, DPOPH Cabo Delgado
(Pemba, 05.10.2004)

Marylène Spezzati, UNDP Resident Representative in Mozambique
(Maputo, 18.10.2004)

Massuhute Zacarias, Chefe de Departamento de Plano e Orçamento, Direcção
Provincial de Plano e Finanças, Nampula (Nampula, 01.10.2004)

Mette Masst, Minister Counsellor, Royal Norwegian Embassy in Mozambique
(Maputo, 11.10.2004)

Micaela Salé, Coordenadora, Salama, Nampula
(Nampula, 28.10.2004)

Monteiro Maianga, Engenheiro Técnico, Província de Cabo Delgado
(Pemba, 05.10.2004)

Oliveira Armindo, Director Provincial de Agricultura e Desenvolvimento Rural, Cabo
Delgado (Pemba, 05.10.2004)

Orlando Dias, Chefe da ETD, Mecuburi
(Mecuburi, 30.10.2004)

Paulo Iaguti, Director de EPC Mecuburi
(Mecuburi, 30.10.2004)

Paulo Messeca, Assesor de Obras Públicas, PPFD Cabo Delgado
(Pemba, various meetings 04.-08.10.2004)

René Desjardins, Assessor Desenvolvimento Organizacional, SNV - Organização
Holandesa de Desenvolvimento, Nampula (Nampula, 28.09.2004)

- Ricardo Limua, Director de Cultura e Desportos e Chefe da ETD Ribaué
(Ribaué, 29.10.2004)
- Rikke Fabienke, Programme Officer, Governance and Environment Unit, UNDP
(Maputo, 11.10.2004)
- Roberto Salomão, Chefe da Repartição Territorial, DNPO/MPF
(Maputo, 15.10.2004)
- Romeu Arlindo Dale, Chefe Distrital dos Recursos Humanos
(Ribáue, 29.10.2004)
- Rungo Manecas, Tecnico DAS, DPOPH Cabo Delgado
(Pemba, 05.10.2004)
- Sandra Gilissen, Coordendadora de Área, Concern Nampula
(Nampula, 01.10.2004)
- Sergio Moiane, Director Distrital JCD, Ribaué
(Ribaué, 29.10.2004)
- Sérgio Sionalmolane, Director de Saúde e substituto do Administrador Distrital,
(Ribáue, 29.10.2004)
- Simão Laureço, Tecnico DAS, DPOPH Nampula
(Nampula, 28.09.2004)
- Simba Daue, Chefe do DEd, DPOPH Cabo Delgado
(Pemba, 05.10.2004)
- Sissel Idland, First Secretary, Royal Norwegian Embassy in Mozambique
(Maputo, 11.10.2004)
- Somar Mussa, Membro da Equipa Distrital de Apoio à Planificação
(Meluco, 07.10.2004)
- Telma Loforte, Programme officer, Swiss Development Cooperation in
Mozambique (Maputo, 12.10.2004)
- Tomas Timba, Director Provincial de Apoio e Controlo, Província de Cabo Delgado
(Pemba, 05.10.2004)
- Ulrik Kristensen, UNCDF JPO, UNDP Office Maputo,
(Pemba, 06.10.2004)
- Varela Ofiquire, Membro da Equipa Distrital de Apoio à Planificação
(Meluco, 07.10.2004)
- Vasco Maseto, Chefe de Comité de Água Namagonha
(Ribaué, 29.10.2004)
- Vicente Paulo, Coordenador PPFD Nampula
(Nampula, 27.09.2004)
- Violet Kakyomya, UNDP ARR
(Maputo, 24.09.2004)
- Virgílio Matéus, Chefe do Departamento de Plano e Orçamento, Direcção
Provincial do Plano e Orçamento de Cabo Delgado (Pemba, 05.10.2004)
- Vitória Sebastião, Membro da Equipa Técnica Distrital
(Chiúre, 06.10.2004)

- 12 members of *Equipa Técnica Distrital* + District Administration staff of Mogovolas (Nametil, 29.09.2004)
- 22 members of *Comité de Desenvolvimento Local* and community, Posto Administrativo de Nanhupo Rio, Mogovolas District (Nanhupo, 29.09.2004)
- 6 members of *Equipa Técnica Distrital* de Angoche (Angoche 29.09.2004)
- 6 members of *Equipa Técnica Distital* + *Conselho Consultive Distrital* of Chiure District (Chiure 06.10.2004)
- 21 members of *Comité Local de Desenvolvimento* of Chimoio Village, Chiure District (Chimoio, 06.10.2004)
- 4 members of *Conselho Consultivo Distrital* of Meluco District (Meluco, 07.10.2004)
- Informal Donor Working Group on Decentralisation (collective meeting) (Maputo, 12.10.2004)

10 LIST OF DOCUMENTS AND REFERENCES USED IN THE EVALUATION

Anonymous, Aires Aly suspende administrador de Panda, in: Notícias, 22.02.2002, p. 4
Bernard Weimer, 2004, Capacity building for Participatory Planning and Financing in Manica Province, Mozambique – Framework, Elements and Options for Concern's Engagement in Participatory District Planning in Manica Province, Concern: Maputo
Connie Dupont and Charlotte Allen, Mid-Term Evaluation, February 2004, Decentralised Participatory District Planning in Nampula, Mozambique, Concern, January 2001 – December 2005
Cyril Guillot, 2004 (16-28 April), Back to Office Report, UNCDF hand-over mission in Mozambique
David Jackson et.al, December 2003, The Implications of Decentralisation and Deconcentration for the National Planning and Budget System – 3 rd Draft, MPF: Maputo
Distrito de Angoche, 2003, Lista de Membros Eleitos para o Conselho Consultivo de: <ul style="list-style-type: none"> • Posto Administrativo de Angoche Sede • Posto Administrativo de Namaponda • Posto Administrativo de Aúbe • Posto Administrativo de Boíla-Nametôria
Distrito de Angoche, 2004, Historial do Processo de Planificação e Desenvolvimento do Distrito de Angoche (presentation in wall posters by the ETD to the MTE)
Distrito de Angoche, Abril de 2004, Regulamento Interno do Conselho Consultivo Distrital
Distrito de Chiúre: <ul style="list-style-type: none"> • Lista nominal dos membros do CCPA Mazeze, Lista dos participantes do CCPA 1 e eleitos para CCD • Síntese da 1^a reunião do Conselho Consultivo do Posto Administrativo de Mazeze, 20.11.2003 • Síntese da 2^a reunião do Conselho Consultivo do Posto Administrativo de Mazeze, 11.05.2004 • Quadro resumo de problemas de problemas de todos Postos Administrativos da 2^a reunião • Acta da 1^a Sessão Ordinária do Conselho Consultivo do Distrito de Chiúre, Dezembro de 2003 • Agenda da 2^a Sessão Ordinária do Conselho Consultivo do Distrito de Chiúre, 05.05.2004 • Acta da 2^a Sessão Ordinária do Conselho Consultivo do Distrito de Chiúre, 05.05.2004 • Lista dos participantes do CCD de Chiúre 1. • Proposta da Lista dos Convidados ao CCD de Chiúre, 07.12.2003
Distrito de Erati, Julho de 2004, Acta do IV Conselho Consultivo de Erati
Distrito de Erati, Maio de 2004, Proposta do Regulamento Interno do Conselho

Consultivo Distrital
Distrito de Eráti, Maio de 2004, Proposta do Regulamento Interno do Conselho Consultivo Distrital
<p>Distrito de Meluco:</p> <ul style="list-style-type: none"> • Matrizes dos sub-grupos do CCD 22/04/ 2004/2005 • Quadro resumo dos problemas da Localidade de Sitate • Resumo dos problemas, potencialidades e soluções da Localidade de Iba, Outubro de 2003 • Sumário dos problemas do CCPA Muaguide • Lista nominal dos membros e dos participantes nas reuniões dos CCPAs Muaguide e Sede, e candidatos para CCD • Acta de Reunião do CCPA, Meluco Sede, 5 de Novembro de 2003 • Informe da ETD Meluco das Actividades Realizadas no âmbito do PDD Meluco, Outubro 2003
Distrito de Memba, Setembro de 2003, Proposta do Regulamento Interno do Conselho Consultivo Distrital
Distrito de Memba, Setembro de 2003, Proposta do Regulamento Interno do Conselho Consultivo Distrital
Distrito de Mogovolas, 2004, Historial do Processo de Planificação e Desenvolvimento do Distrito de Mogovolas
Distrito de Mogovolas, 2004, Plano Distrital de Desenvolvimento 2004 – 2008 (versão para discussão e aprovação no CCD)
Distrito de Nacala-á-Velha, Fevereiro 2003, Síntese de Trabalho: III Conselho Consultivo do Posto Administrativo de Covo Ger-Ger
Distrito de Nacala-á-Velha, Fevereiro 2003, Síntese do III Conselho Consultivo do Posto Administrativo Sede Nacala-á-Velha
DNA, DAR, Sustém Consultores, 2003, Estratégia De Comunicação: Directivas Para o Subsector de Água Rural de Moçambique
DNPO, 2004, Resposta da Direcção nacional do Plano e Orçamento ao “Draft” Regulamento [da LOLE]
DPOPH Nampula, 2004; DEd Relatório de 3º Trimestre 2004, Setembro 2004 MAE/ MADER/ MPF, 2003; Participação e Consulta Comunitária na Planificação Distrital, Junho 2003
ECIAfrica, 2004, Companion Report: Mozambique – Independent Programme Impact Assessment (PIA) of the UNDCF Local Development Programme, Johannesburg
GoM, 2004, Regulamento da Lei Dos Órgãos Locais do Estado (Draft)
GoM, Junho 2003, Agenda 2025 – Visão e Estratégias da Nação: Documento Preliminar
GTZ (ed.), 2001, Dezentralisierung und Kommunalentwicklung /Mosambik, Evaluation Report, GTZ: Eschborn
IWGD, August 2004, Comments on Draft Regulamento da Lei dos Órgãos Locais do

Estado
IWGD, Setembro 2004, Contribuição para a Revisão Semestral do PAF – Reforma do Sector Público: Desconcentração/Descentralização
John Bardill et.al, 2000, Report of the Mid-Term Evaluation Mission June-July 2000: Support to Decentralised Planning and Financing in Nampula Province UNDP MOZ/98/001 & UNCDF MOZ/98/C01, School of Government-University of the Western Cape/Faculty of Agronomy-University Eduardo Mondlane: Cape Town and Maputo
John Bardill, Eunice Cavane, CONCEPT PAPER; NAMPULA: THE NEXT PHASE, Consolidating, Deepening and Replicating the Nampula Experience in the Context of the National Programme on Decentralised Planning and Finance, 10/2001
José Luís, 2004, Experiência sobre Colecta e Gestão de Receitas no Distrito de Mogovolas, Distrito de Mogovolas: Nametil
Ken Robson et.al, May 2004, Mozambique – Public Sector Reform: Consultants' Report on Implementation Progress
Leonardo Romeo, Decentralized Development Planning: Issues and Early Lessons from UNCDF–Supported Local Development Fund Programmes
MAE/ MADER/ MPF, Junho 2003, Guião para a Participação e Consulta Comunitária na Planificação Distrital
MAE/MPF, 1998, Plano Distrital de Desenvolvimento, Maputo
MPF, 2004, Descentralização, Planeamento e Sistema Orçamental em Moçambique. Principia: Maputo & Cascais
PPFD (MOZ/01/C01 – MOZ701/001) central level, 2004, Project Objectives, Outputs and Indicators (paper)
PPFD (MOZ/01/C01 – MOZ701/001) central level, 2004, Relatório do 1º Semestre (1 de Janeiro a 30 de Junho, de 2004)
PPFD Cabo Delgado, (date unknown), Quadro lógico Integrado – Esboço de Actividades e Subactividades, Versão 1.6 Definitiva (Pemba)
PPFD Cabo Delgado, 2003, MOZ/01/C01, Programa Provisório de Trabalho até Agosto 2003
PPFD Cabo Delgado, 2003, Relatório de actividades desenvolvidas no DPOPH entre Junho e Novembro 2003
PPFD Cabo Delgado, 2003, Selecção de Quadros Provinciais para a Equipa Provincial de Apoio e Planificação
PPFD Cabo Delgado, 2004, Análise de Custos da Elaboração do Plano Distrital de Desenvolvimento, Esboço versão 0
PPFD Cabo Delgado, 2004, Fundo de Desenvolvimento Distrital – Cabo Delgado, Manual Provisório das Operações – versão 2.0, Pemba
PPFD Cabo Delgado, 2004, Manual de Análise de Dados
PPFD Cabo Delgado, 2004, Manual de Elaboração de Plano de Desenvolvimento

Distrital (variante Cabo Delgado), versão 2.2. (distritos)
PPFD Cabo Delgado, 2004, Métodos e Técnicas de Facilitação
PPFD Cabo Delgado, 2004, MOZ/01/C01 & MOZ/01/01, Relatório[s] do Progresso: <ul style="list-style-type: none"> • Novembro 02 – Fevereiro 03 • Janeiro 03 – Agosto 03, Esboço 1.1 • Janeiro 03 – Dezembro 03, versão final 1.4 • 1º Trimestre 2004, versão 1.1 • 2º Trimestre 2004, versão 1.1 • 3º Trimestre 2004, versão 1.2
PPFD Cabo Delgado, 2004, Parceria entre o PPFD e a Helvetas Cabo Delgado, 2003
PPFD Cabo Delgado, 2004, Plano Anual de Trabalho 2004, Versão 3.0
PPFD Cabo Delgado, 2004, Sustentabilidade = onde estamos e onde deveríamos chegar + Componente de Infraestruturas (Apresentações em PP para a missão MTE)
PPFD Cabo Delgado, 2004; Budget Support to accelerate de placement of public works technicians in the districts of Cabo Delgado (Draft Discussion Paper)
PPFD Cabo Delgado, 2004; Custos das Obras 2005, Julho 2004
PPFD Cabo Delgado, 2004; MOZ/01/C01 & MOZ/01/01 Planificação e Finanças Distritais – Cabo Delgado, Relatório de Progresso - 3º Trimestre 2004, Versão 1.2
PPFD Cabo Delgado, 2004; MOZ/01/C01 & MOZ/01/01 Planificação e Finanças Distritais – Cabo Delgado, Quadro Lógico
PPFD Cabo Delgado, 2004; MOZ/01/C01 & MOZ/01/01 Planificação e Finanças Distritais – Cabo Delgado, Quadro Lógico
PPFD Cabo Delgado, 2004; Propostas Aprovadas para Execução das Obras 2004, Julho 2004
PPFD Cabo Delgado, Dezembro 2002, Plano de Trabalho, Fase de Arranque, Dez 2002 – Fevereiro 2003 Ver. 1.1 Ajustada.
PPFD Cabo Delgado, DPPF, Setembro de 2004, Enquanto o Plano não está pronto.. Modelos de identificação participativa de obras distritais em distritos sem PDD 2003 e 2004, versão 1.4
PPFD Cabo Delgado, Julho 2004, Diagnostico do Distrito
PPFD Cabo Delgado, Julho de 2004, Diagnóstico do Distrito de Chiúre
PPFD Cabo Delgado, Setembro de 2004, Estabelecimento e operação das IPCCs: Relatório de experiências e debate
PPFD Nampula (A. Ivan A. Vasquez), 2004, Metodologia para a elaboração do Orçamento e PES Distrital (SECTORIAL)
PPFD Nampula (A. Ivan A. Vasquez), 2004, Modelo de Organização Distrital – Manual de Organização e Funções para as Administrações Distritais (draft)
PPFD Nampula, 2004, Componente: Finanças Distritais

PPFD Nampula, 2004, Pesquisa sobre o custo de construção na Província de Nampula (Draft), Nampula, Março 2004
PPFD Nampula, 2004, Ponto de Situação das Obras de 2004, Setembro 2004
PPFD Nampula, 2004, PPFD – II Fase (2002-2006) Relatório de Progresso (Apresentação em PP para a missão MTE)
PPFD Nampula, 2004, Relatório Final Componente de Estradas Distritais, Nampula, Julho 2004
PPFD Nampula, Abril 2002, Assunto: Participação no Processo de Planificação e Financiamento Distrital – Introdução e Antecedentes
PPFD Nampula, DPO, DPPF, Abril 2002, Memorando sobre Participação no Processo de Planificação e Financiamento Distrital – Fase II
PPFD Nampula, DPO, DPPF, Abril de 2004, O Conselho Consultivo Distrital: Metodologia e Procedimentos (Versão Preliminar)
PPFD Nampula, October 2001, Concept Paper: Nampula – Next Phase. Consolidating, deepening and replicating the Nampula experience in the Context of the National Programme on Decentralised Planning and Finance
PPFD Zona Centro, Agosto 2004, Contratação de Micro Obras, Guia de Orientação
PPFD, DPO, DPPF Nampula, Junho de 2004, Termos de Referência, Reajustamento dos Planos Distritais
PPFD/UNDP/UNCDF, 2001, Amendment to the Project Document MOZ/01/C01 and MOZ/01/001 DRAFT Logical framework – DPFP component
PPFD/UNDP/UNCDF, 2004, Amendment to the United Nations Capital Development Fund Project Document - MOZ/01/C01 (UNCDF), MOZ/01/001 (UNDP): Support to Decentralised Planning and Financing in the Provinces of Nampula and Cabo Delgado (DPFP)
Ronald McGill, 2004 (21 March – 3 April), Back to Office Report on PPFD
Ronald McGill, 2004 (28 June – 8 July), Back to Office Report on PPFD
Roozendaal, Meindert, Julho de 2004, Relatório Interino (não completo) sobre os Aspectos Principais da Padronização do PDD e PÉS
Smoke, P., 2003, Decentralisation in Africa: Goals, Dimensions, Myth and Challenges, in: Public Administration and Development, Vol. 23, Issue I, 2/2003, p. 7-16
SNV, Relatório Interino (não completo) – Aspectos Principais da Padronização do PDD e PES, Versão Setembro 2004
Sülzer, R. et al., 1996, Organisieren und Organisationen verstehen, Opladen
UNCDF (2004), Performance Budgeting (PB), New York
UNCDF, 2000, UNCDF Evaluation Guidelines
UNCDF, Strategic Results Framework, 2000-03
UNCDF/GoM, 2001, PPFD Draft Project Formulation Document

UNCDF/PPDF, Excel files provided for the MTE:

- All Components, All donors
- Plano Anual de Actividades AWP 2004
- Amendment Budget 2004-2006 (MOZC01& MOZ/01/001)
- Nampula and PPFD - UNCDF funding (Project number – 00034981)

UNCDF/UNDP, 2004, Terms of Reference: PPDF Mid-Term Evaluation

UNCDF, 2002, Project of the GoM, Draft Project Formulation Document (PRODOC)

11 TERMS OF REFERENCE

UNITED NATIONS CAPITAL DEVELOPMENT FUND UNITED NATIONS DEVELOPMENT PROGRAMME

TERMS OF REFERENCE: MID-TERM EVALUATION

Country:	Mozambique
Full Project Number:	MOZ/01/C01 – MOZ/01/001
Project Title:	“Support to Decentralized Planning & Finance in the Provinces of Nampula & Cabo Delgado”
Sector:	Development Strategies, Policies & Planning (0210)
Sub-sector:	Local Governance
Government Executing Agency:	National Directorate for Planning and Budgeting (DNPO)/ Ministry of Planning and Finance (MPF)
Approval Date:	May 2002
Starting Date:	May 2002
Amendment:	June 2004
Completion Date:	April 2006
Total Cost:	US\$ 15,428,940
<u>Financing</u>	
UNCDF:	US\$ 3,000,000
UNDP:	US\$ 2,653,400
SDC:	US\$ 200,000
NORAD:	US\$ 4,138,200
The Netherlands:	US\$ 4,514,000
DCI:	US\$ 500,000
Govt (in kind)	US\$ 500,000
Evaluation Date:	Sept/Oct 2004

I. Project Background

A. Project History

The primary efforts of UNCDF are targeted at assisting local authorities of LDCs in planning, financing and overseeing basic small-scale rural infrastructure and services through an externally grant-financed Local Development Fund (LDF). This follows the conviction that local governments possess a comparative advantage in providing basic investments and services to people in rural areas. In the context of Mozambique, this focus on supporting good local governance is consistent with government policies and the on-going reforms. The work of UNDP and UNCDF are complementary as UNCDF works downstream to secure the implementation and deployment of ideas, strategies and policies that are developed by government and supported by UNDP upstream.

The project represents a continuation, refinement and extension of the previous District Planning & Financing Project in Nampula Province which was implemented between 1998 and 2001 (MOZ/98/C01 – MOZ/01/001), taking into account the interest of other donors in replicating the Nampula experience, as well as the interest of the Government of Mozambique (GoM), UNDP/UNCDF and the World Bank in replicating the National Programme on Decentralized Planning & Finance (PPFD), based in the National Directorate for Planning & Budgeting of the Ministry of Planning & Finance (DNPO/MPF).

In addition to UNDP-UNCDF and the GoM, the project is co-funded by:

- (i) The Royal Netherlands Government in Nampula Province;
- (ii) The Royal Government of Norway in Cabo Delgado Province;
- (iii) The Swiss Development Cooperation; and
- (iv) The DCI (ex-IrishAid) for the central PPFD component.

B. Policy Context

Mozambique has had a high level of donor dependency over a long period, which entails particular challenges for good governance, particularly at the local level of government.¹ These challenges include what might be called the “decentring of aid”² for the purpose of effective poverty reduction. In other words, local governments and local citizens / communities are seen as important actors to be included / engaged in “aid interfaces” towards poverty reduction. The government, civil society, the private sector, as well as international partners, are aware that decentralization of competencies, planning, budgeting and management responsibilities, resources and implementation capacity to lower levels of government and public administration, are critical to the success of the Mozambican Poverty Reduction Strategy Programme (PRSP) – *Programa de Acção para a Redução da Pobreza Absoluta (PARPA)*.

The Government is quite clear and committed, when it states in its first review of PARPA that: “*In 2003, the Government is planning to implement measures to strengthen administrative-financial capacity at local level, and the 2003 State Budget increases the proportion of funds channeled to the provinces*” and “*...Deconcentration and decentralization of State actions, particularly in the public planning system, is another vital element. A process is going on to strengthen and expand local participatory planning, in the framework of the state administrative and financial*”

¹ Looking at aid intensity as percentage of Gross National Product (GNP), Mozambique, in 1997, held second rank among those aid-dependent countries that received aid at 10 % of GNP or more. See: Deborah Bräutigam, *Aid Dependence and Governance*, Expert Group on Development Issues (EGDI), Washington (American University, School of International Service), 2000, p.9 ff.

² Pekka Seppälä, *Towards Local Partnerships. The Social Interfaces of Aid in Rural Tanzania*, Helsinki, Ministry for Foreign Affairs of Co-operation, 2000, p. 38 ff;

*decentralization process*³. This explains why progress in decentralization is a component of the monitoring of the implementation of PARPA, within what is referred to as the “Performance Assessment Framework” (PAF) agreed upon between the Government and those 15 (major) donors who give budget support (“G15”)⁴.

In looking forward to 2004, in its paper to the Consultative Group meeting in Paris in October 2003, the Government stated: *“The activities related to local government and associated law are critical for the process of de-concentration and decentralization. They are particularly connected to the participatory district planning and district budgeting, anticipated under the macroeconomic and financial policies”*⁵.

In reviewing the past donor support for decentralization to GoM in general and to DNPO in particular (including both the UNCDF and the UNDP projects), it becomes evident that this support has contributed substantially to the emergence of key elements of a decentralization strategy. Support included institutional capacity building to deal with decentralization challenges, including planning and budgeting. However, according to officials in various ministries, as well as independent analysts, this process needs to be taken further through the provision of essential inputs to support the elaboration of a strategic vision and a defined policy, (sectoral) coherence of the planning hierarchy and approach, adequate instruments and institutional, sectoral and professional competence. These inputs are required not only at national level (in the DNPO itself) but also at provincial, district and municipal levels. Another challenge is to define a more coherent, well co-ordinated donor support framework. This should enable the various donors to define the essentials (core business) of their support to decentralization and their complementary engagement in functional and / or geographical terms. Through improved and more coherent and systematic coordination, the donors will become a more transparent and reliable partner to the Government in general and in the field of decentralization in particular.

Without these inputs, decentralization, understood as a holistic process of transformation (“reform”) of institutional relationships, will remain without a vision and mission, fragmented and project driven; a piecemeal approach. In consequence, the DNPO is normally seen to *“...lack the institutional capacity, defined strategy and organizational structure to speak with technical competence and strategic vision on matters of decentralization”*⁶. In other words, DNPO’s desire to transform the PARPA into harmonized and coherent processes, as instruments and documents of planning for resource allocation / budgeting “by objectives / results”, will depend on substantial strengthening in this regard. Accordingly, a strengthened MPF-DNPO will ensure that the resources allocated according to the plans are translated into tangible, pro-poor delivery of public goods and services. The introduction of programme budgets⁷ (or budgets by objectives) are an explicit aim of the new system of financial management of public expenditure and resources – (SISTAFE)⁸, to be introduced in the beginning of 2004 at central and provincial level.⁹

³ Republic of Mozambique, Poverty Reduction Strategy Programme. Progress report; IMF Country Report 03/98, April 2003, p 43 f. www.imf.org/external/pubs/ft/scr/2003/cr0398.pdf

⁴ Decentralization monitoring should be seen within the wider framework of governance monitoring, particularly necessary in highly donor-dependent countries such as Mozambique, possibly even within the frame work of NEPAD and its African Governance Peer Review Mechanism),

⁵ Government of Mozambique, Action Plan for the Reduction of Absolute Poverty (PARPA): Implementaion and perspectives, Maputo, August 2003.

⁶ Interview with Custódio de Mucudos, MPF PPF, 3 September, 2003

⁷ Mozambique – program budgeting: theoretical consequences, practical applications. Jim Stevenson, 2003 (draft paper to MFP, undated).

⁸ *Sistema de Administração Financeira do Estado*

⁹ During a September 2003 mission, a suggestion to extend this concept to include a pilot testing of performance budgeting in one urban (municipal) and one rural (district) council, as part of a related UNCDF action-research initiative, was welcomed (see Performance budgeting, International Journal of Public Sector Management, 2001, Vol 14, No 5, pp 376-390). The new central component of UNCDF’s programme is now supporting the development of performance budgeting (PB) at the local level in

One of the foremost strategic challenges is that these processes and instruments need to be unified and, *de facto*, mainstreamed, not only vertically, i.e. through the hierarchical levels of the Mozambican public administration (national, provincial, district / municipal), but more importantly, horizontally, in a coordinated way across its service sectors. The Government's PRSP Progress report diagnoses clearly that planning and budgeting processes at central and local levels, and between the Economic and Social Plans (PES) at provincial level and those of the sectors at central level, need to be more consistent, coherent and mutually reinforcing.

To meet these challenges one has to take into consideration not only the public administration's strong structural inclination towards the sectoral ministries, enhanced through Sector Wide Approaches (SWAPs), but also its inherited high degree of centralization. At the central level, technical and strategic competence on decentralization issues is divided between various ministries; notably between the Ministry for State Administration / National Directorate for Local Administration (MAE/DNAL), the National Directorate for Municipal Administration (DNDA), MPF/DNPO and within those Ministries, departmentalized. In DNPO, there are at present at least three departments (*repartições*), which deal with issues related to provinces, districts and municipalities.

In contrast, there have been recent positive developments in some areas relevant both to UNCDF and UNDP. These provide an excellent opportunity to enhance and/or redefine the essential components, or, in some cases, entry points, for the modified support as foreseen by the amended UNDP document, complementing the existing UNCDF project.

One of those new elements is the "Local Government Act" (*Lei dos Órgãos Locais do Estado - LOLE*), passed in May 2003. Another welcome development is the institutional recognition of the need to monitor the implementation of PARPA, also under a decentralization perspective, within the context of the Performance Assessment Framework (PAF).

II. Project Description

The long-term or development objective of the project is to contribute to poverty reduction through improved local governance in the rural districts of Nampula and Cabo Delgado.

The immediate objective is to increase access by rural communities to basic infrastructure and public services, through sustainable and replicable forms of decentralized, participatory planning, financing and capacity building at the district level.

The amendment to the project document which brought UNDP's project MOZ/01/001 and UNCDF's project MOZ/01/C01 into a single programme, has created a third immediate objective, namely, to strengthen and improve the capacity of the DNPO to contribute to a national decentralization strategy in the areas of local government planning and budgeting as well as fiscal decentralization.

The project in its current configuration comprises the following related components:

Nampula; to be extended to Cabo Delgado from November 2004; the current substantive focus being (a) the conversion of local Economic and Social Plans (PESs) into a Performance Budgeting (PB) format (i.e. explicit annual planning and budgeting, in the context of each district's development plan) and (b) technical liaison with the SISTAFE co-ordinator on the interface between its revenue and expenditure classifications (through the GFS system) and parallel local financial classifications. [See UNCDF technical mission (BTOR) reports of 3rd April and 8th July, 2004]. This PB agenda is being pursued in the light of government's commitment to SISTAFE and its recognition of the need for a local dimension to these central government reforms in the public expenditure management (PEM) cycle.

- (i) the consolidation and the deepening of the Nampula Local Development Fund (LDF) programme (including its extension to all districts of the province), as an official pilot for the Government's decentralized planning and finance programme;
- (ii) the flexible replication of the programme in selected rural districts in the neighbouring province of Cabo Delgado, including;
- (iii) a public administration capacity building component; and
- (iv) the provision of direct technical assistance and capacity building support to the national PPFD programme in the DNPO/MPF.

LDFs are intended to help define and test, in practice, different ways in which District Administrations and local communities can together plan, finance, implement, monitor and manage improvements in the delivery of local services. The results of the LDF experiment are intended to contribute to the development of a national policy on decentralization of responsibilities for service delivery, and how the necessary funds could be devolved to Local Governments under the Public Sector Reform Programme.

The project has 7 outputs:

Output 1: Participatory planning cycle for local government (districts, municipalities and provinces) established, institutionalised and made self-sustaining.

District development plans are elaborated on the basis of the introduction of participatory planning techniques and procedures and the establishment of mechanisms for community consultation. These plans will be vertically and horizontally integrated into the planning and budgeting system.

Output 2: Local government financial systems established and managed in a responsible and transparent manner that increases local government income.

District development funds are established to support the funding of small infrastructure projects identified and prioritized in district development plans. Funds are managed by local administrations in a transparent way. Support is given to local administrations to increase their revenue generation capacities through the introduction of more efficient, effective and transparent accounting procedures.

Output 3: Provincial and District Governments have established and institutionalised a transparent system for the implementation, supervision, operation and maintenance of basic infrastructure.

Small infrastructure projects are identified and prioritized with community participation and in a transparent way. Local communities are supported to be involved in the supervision of construction and the operation and maintenance of the infrastructure.

Output 4: Institutional (including human) capacity strengthened and made self-sustaining for improved local government performance.

The capacity of local government is strengthened through the training of trainers in relation to all aspects of the planning cycle and local government finance. Training material will be mainstreamed within Mozambican public administration training institutes and linkages with international centres of excellence in the field will be sought and established.

Output 5: Gender and vulnerable group issues effectively mainstreamed into local development and governance processes.

Poverty-orientated district development plans are sensitive to gender and the issues affecting vulnerable groups. Support is given to increase the participation of women in community

participation structures and procedures. The needs of women and vulnerable groups are taken into account in the elaboration of annual plans and in the prioritization of activities.

Output 6: Innovations such as local economic development, natural resource management and district-municipality integrated planning included in the decentralized planning methodology.

LED and natural resource management will be reflected in district development plans and annual operational plans. The coordination of district development plans with municipal and other plans (for instance natural resource management plans) will be supported.

Output 7: Best practices generated through decentralised planning are systematized, standardized and articulated in support of the elaboration of a National Strategy for Decentralized Planning and Financing.

The project seeks to ensure that the experiences and positive lessons from the provincial pilots are mainstreamed and reflected in emerging national policy and strategy relating to decentralized planning and finance and the wider public sector reform process.

III. Project Management and Implementation Arrangements

The national counterpart to the project is the National Directorate for Planning and Budgeting in the Ministry of Planning and Finance in the capital, Maputo, where the Chief Technical Advisor and project manager and the monitoring and evaluation officer to the project are based. A national advisor for public works is based in the National Directorate for Building (DNE) in the Ministry of Public Works (MOPH). It is anticipated that from early 2005, a national advisor for training and capacity building, to be based in DNPO, and two regional training advisors, to be based in regional training institutions (IFAPAs), will be contracted to support the mainstreaming of capacity building and training material and techniques.

At provincial level, in both Nampula and Cabo Delgado, the project is based in the Provincial Directorate for Planning and Finance (DPPF) but has advisors in the Provincial Directorate for Public Works (DPOPH) to support the infrastructure component of the project. In Cabo Delgado there is an additional link to the Provincial Directorate for State Administration (DPAC) with the presence of two advisors for capacity building in public administration and local government finance. A number of key advisory positions in the project have been vacant for some time, especially in Cabo Delgado, but are in the process of being filled.

At provincial level the projects work principally with provincial and district level multi-disciplinary planning teams. Provincial technicians are part of a training of trainers process to support training and capacity building at district level for district planning teams. A gender and participation advisor in both provinces supports the introduction of participatory planning techniques and the establishment of participatory structures and mechanisms at district level, and ensures the adequate representation of women in these process and reflection of their needs. A district finance advisor in each province supports capacity building in the use and management of district development funds, the integration of plans into the planning and budgeting system and improvements in the generation and accounting of locally collected revenue.

IV. Project Implementation Status

As noted above, the project has, essentially, 3 components: 1) Nampula Province, 2) Cabo Delgado Province, and 3) technical assistance at the national level to the emerging programme for decentralized planning and finance led by the DNPO.

However, each component is at a different stage of implementation and has evolved at a different pace. The Nampula component, supported principally by the Dutch Government, is well established and well institutionalized into provincial government structures since it has been operational since 1998 (MOZ/98/C01) and, in fact, in another format predating that. The Cabo Delgado component, supported principally by the Norwegian Government, is relatively new, operating for about 18 months in a more challenging and remote environment. The third component, based in Maputo in DNPO and DNE, has been established through a project amendment bringing UNDP's project MOZ/01/001 and UNCDF's project MOZ/01/C01 into a single programme. This component is co-financed with Development Cooperation Ireland (DCI) and only became fully operational in early 2004 with the appointment of the Chief Technical Advisor (CTA). Cost sharing agreements with DCI have only recently been concluded and funds become available. The Swiss Development Corporation also provides funding for the Nampula and Cabo Delgado components.

In consequence, the implementation status of the project also varies between the project components. A comparison of actual project achievements against planned outputs and activities can best be understood by referring to the annual, half-yearly and quarterly monitoring and evaluation reports elaborated by the project. These will be made available to members of the evaluation team and will be key reference documents for them. An extract from the annual monitoring and evaluation report for 2003 is attached as Annex 1.

V. Objectives and Scope of the Mid-Term Evaluation

A. UNCDF Project Evaluation Objectives

The general objectives of a UNCDF Mid-Term Evaluation (MTE) are to:

- Assist the recipient Government, beneficiaries, UNCDF, UNDP and, as appropriate, the concerned co-financing partners, to improve the efficiency, effectiveness, relevance and impact of the project;
- Provide feedback to all parties to improve the policy, planning, project formulation, appraisal and implementation phases; and
- Ensure accountability for results to the project's financial backers, stakeholders and beneficiaries.

B. SDPF Mid-Term Evaluation: Expected outcome

The expected outcome of this Mid-Term Evaluation is a strategic review of project performance to date, in order to:

- Help project management and stakeholders identify and understand problems that need to be addressed, and provide stakeholders with an external, objective view on the project status, its relevance, how effectively it is being managed and implemented, and whether the project is likely to achieve its development and immediate objectives.
- Provide project management and stakeholders with recommendations for corrective actions to resolve outstanding issues and improve project performance for the remainder of the project duration.
- Help project management and stakeholders assess the extent to which the broader policy environment remains conducive to replication of the lessons being learnt from project implementation and/or identify exit strategies
- Help project management and stakeholders set the course for the remaining duration of the project.
- Help project management and stakeholders to draw initial lessons about project design, implementation and management.
- Comply with the requirement of the Project Document/Funding Agreement as well as UNCDF Evaluation Policy.

C. SDPF Mid-Term Evaluation: Key Tasks

The evaluation team will contribute to the above by completing the following evaluation tasks. Taking into account the implementation status of each component and the resource disbursements made to date:

1. Examine the project's design features and assess whether they are optimal for achievement of the desired project objectives/outputs.
2. Assess the continuing validity and relevance of project objectives and the degree to which critical assumptions are holding.
3. Assess the extent to which the broader policy environment remains conducive to replication of the lessons being learnt from project implementation.
4. On the basis of 1-3, determine the need for, and recommend any changes to project design.
5. Assess overall progress in delivering project outputs, with special regard to:
 - a. the introduction and/or consolidation of decentralized planning and financing in Nampula and Cabo Delgado provinces.
 - b. the provision of direct technical support to the national PFFD programme in the DNPO/MPF.
 - c. the planning, delivery, operation and maintenance of small-scale infrastructure (quality, design, construction), operations and maintenance, and management of procurement and contracting processes.
 - d. the gender sensitivity of the project and its performance in terms of promoting effective participation of all socio-economic groups, including the poor and other vulnerable groups.
 - e. the performance of the project in terms of influencing policy and practice in relation to the above.
6. Assess whether the project is likely to attain its Immediate and Development Objectives.
7. Assess the project's institutional and implementation arrangements and their suitability for the successful achievement of the project's objectives; including analysis of the consistency in the policies of the stakeholder organizations. Identify obstacles that are hindering the implementation or operations of the project and make recommendations for resolving outstanding issues.
8. Assess the extent to which technical assistance and back-stopping from UNDP/UNCDF is supporting the project in achieving its objectives and recommend accordingly;
9. Identify obstacles and institutional bottlenecks on both the partner and donor side that might be hindering the success or frustrating and/or limiting the successful implementation or operation of the project and make recommendations for resolving outstanding issues;
10. Assess the managerial competencies, capabilities and innovation at all levels in implementation of the project. Assess whether managerial systems, including M&E, reporting systems, and financial management are functioning as effective management tools.
11. Make recommendations on outstanding management and implementation issues;
12. Assess and make recommendations on the sustainability of implemented activities and potential exit/handover strategies;
13. Draw critical lessons learned on project design, implementation and management and all of the areas assessed (above) and make recommendations to improve the project based on the assessments and lessons learned.
14. The evaluation team shall also analyse, comment on and, if necessary, formulate recommendations related to other issues that may be raised during the mission by partners or counterpart organisations, in addition to those identified here, that will or should influence future project direction.

The project is a pilot providing a mechanism for establishing best practices and learning lessons. A primary focus of the evaluation should be to undertake an institutional analysis of the ability of provincial and district administrations and communities to plan, manage and execute development activities and to share the best practices and lessons learned with central government, and to analyse how conducive the broader policy environment remains to replication of these best practices and lessons.

The main conclusions and recommendations of the evaluation will help the project management better understand and address problems, whilst providing stakeholders with an external, objective view of project status, the validity of the original project rationale, how effectively the project is being managed and implemented, and whether the project is on track to achieve its development and immediate objectives. The evaluators will also make recommendations for corrective actions to improve performance for the remainder of the project's duration.

In **operational** terms, each component will have to be evaluated separately as they are subject to differing problems and are at different stages of implementation. In policy terms, the project's impact on the national decentralization strategy can be evaluated as a self-standing section.

In **strategic** terms, while the components will be evaluated separately, it is imperative that the MTE is seen as a means to mould these separate components into one programme. The evaluators must understand that UNCDF/UNDP view the strategic imperative of (a) the single programme and (b) the three components' contributions to it, as being an essential feature and justification for the second phase of replication and extension. In addition, this strategic imperative is seen as being essential to influencing (a) parallel work through the new World Bank programme, and (b) giving substance to the debate with government and contribution to the subsequent development of a coherent government decentralization policy.

D. SDPF Mid-Term Evaluation: Specific evaluation questions

In fulfilling the key tasks of the MTE outlined above, the evaluation team may take into account and address the following specific questions, which have been identified by project stakeholders as being of particular interest and importance:

1. Nampula

- a) The degree to which priorities identified in the participatory planning process are incorporated into district plans;
- b) The degree to which priorities of district plans and district PES are incorporated into the provincial plans;
- c) The level of explicit budgeting as part of the district PES;
- d) The extent of progress in this introductory phase of work to introduce performance budgeting (PB) and what additional inputs and conditions will be necessary to consolidate and embed the new system within the Nampula public expenditure management (PEM) cycle;
- e) Given the trend towards direct budget support, possible funding modalities should the project be prolonged at the end of the current phase (April 2006);
- f) A review of the on-budget funding modality for LDF multi-sector, small-scale infrastructure projects, in the context of the current experiences with sector wide basket funding arrangements in Mozambique;
- g) The potential to enhance this modality, through integrating activity funding covering Provincial support to districts and other off-budget elements of the PPFDF, as well as moving to basket funding through the national Treasury;
- h) Ways in which the Nampula experience can contribute to the debate on and influence the emerging decentralization agenda and policy.

2. Cabo Delgado

- a) The overall progress to date based on project objectives and project outputs and in particular the degree to which the project has, since its inception, been able to quickly capitalize on the experiences and lessons learnt from Nampula Province;
- b) In particular, the contribution of the counterpart with regard to fulfilling its commitments, notably in terms of availability of Provincial staff for the provincial planning team, counterpart staff of DPOPH, and District staff, office space, coordination arrangements, and Government contribution to the LDF;

- c) The degree to which the project is embedded or integrated into the partner institution and how this might be improved;
- d) The constraints, obstacles and institutional bottlenecks that the project has or is facing and recommend possible solutions;
- e) The possibility of progress in this introductory phase of work to develop performance budgeting (PB) and what additional inputs and conditions will be necessary to consolidate and embed the new system within the Cabo Delgado public expenditure management (PEM) cycle.

The above questions should take due consideration of the fact that activities in Cabo Delgado are in their early start-up phase. Notwithstanding this, the assessment and recommendations of the evaluation team are seen to be useful input at this stage.

3. Field Issues

- a) How participatory planning methodologies are being developed and the extent to which the positive experiences derived from them are being incorporated into emerging Government policy (LOLE, PSR, PPF);
- b) Whether NGOs are sufficiently involved in participatory planning *approaches* [C.f. *Research study of CONCERN project (B. Weimer)*];
- c) The lessons learnt from MAMM Regional Planning Units in Nampula Province;
- d) How the project is responding to the need for local capacity building in financial management.

4. Maputo

- a) Donor coordination within the project (UNDP, UNCDF, NORAD, Netherlands, SDC, DCI) and with other UNDP projects (i.e: UNDESA PSR);
- b) How the project does/should interact with the Donor Working Group on Decentralization.
- c) Coordination between the project and PsAF;
- d) The possibilities for collaboration, coordination and cooperation between donors and donor supported projects/programmes in the field of Public Sector Reform and especially decentralization;
- e) The effectiveness of the common basket fund of the Public Sector Reform Programme and its potential to be used to support LDFs);
- f) How the project can promote sustainability and begin to evolve its exit/handover strategy? What are the options for LDF grant financing in Mozambique, which is moving towards direct budget support (common basket funding, LDF grants transit through central Government back to provinces/districts; combination of fiscal transfers and project-type activities) [C.f. *UNCDF DLDSP Project in Yemen for comparison*].

5. Central to Local Issues

- a) The extent to which sectoral investments from central ministries (MPOPH, ANE, MINED, MINSAUD, MADER) are articulated and coordinated with decentralized local investments; With reference to MADER, examine the proposal to create a "Local Agricultural Development Fund" (LADF), as a type of block grant to the District Government budget (managed along the same lines as the LDF) for the purpose of agricultural development.¹⁰

¹⁰ According to advocates of this idea, such a facility would enable the ProAgri SWAP to give meaningful support to the District, would be in line with the logic of the ongoing public sector reform, the draft by-law of the Law on Local Organs of the State, and could possibly be accommodated in the SISTAFE, the state's management system of public finances. It would require from MADER a definition of functions and responsibilities attributed to the District. (NB: The idea has been raised with the senior management of PPF in MPF-DNPO, and has been put to MADER in a recent study on Aid modalities for agricultural sector development support, commissioned by DANIDA. The study elaborated for CONCERN also refers to this proposed modality to join the sector logic with a territorial logic of planning and budgeting.)

- b) The synchronization between planning exercises vs. actual flow of funds: do they correspond? What are the implications for district budgets and district budgeting (i.e. where are the areas of local budgeting discretion)?

VI. Evaluation Methodology

The mission will be carried out in the following way:

1. HQ Phone Briefing

The Team Leader will be briefed via telephone by the UNCDF Programme Manager, the Technical Advisor and the Regional Technical Advisor covering East and Southern Africa, as well as by the Evaluation Unit.

2. Review of relevant project documents and files

Several evaluation and study missions have been conducted recently that relate to this project. The evaluation team should utilize the data and information already available from these missions. A list of key reference documents is provided in **Annex 2**, but note that this list is not comprehensive or exhaustive. Other documents will come to light during the mission.

3. Establishment of Evaluation Methodology and Work plan

At the beginning of the mission, the team leader will consult with other team members and elaborate a detailed methodology for the evaluation. The team leader, together with the team members, will produce on the 2nd day an Evaluation Methodology and mission programme. This will be submitted to the project staff, UNCDF Programme Officers, Maputo, as well as to the UNCDF Evaluation Unit, New York. It will include a differentiation of tasks to be undertaken by team members, a programme for visits to the various components of the project, including the institutions, organizations and districts that will be visited, and a list of key informants the team will meet and interview, and a table of contents for the evaluation report.

For the purpose of making logistical arrangements, an indicative programme has been drafted and is provided as **Annex 3**. The team leader in conjunction with team members will review and adjust this programme as considered appropriate, but taking into account practical and logistical considerations. To facilitate the scheduling of meetings, UNCDF Programme Officers and project staff will identify (in consultation with the Team Leader) and schedule appointments with key stakeholders in advance of the mission. In preparation for their information gathering activities, the team will prepare research tools to aid their consultation of the various project stakeholders; i.e. questionnaires, survey forms and materials, etc

4. In-Country Consultations and Evaluation

Briefing by UNDP/UNCDF, project staff, representatives of relevant Government institutions, and a review of project files and activities in the field. The UNCDF Programme Officers and project staff based in Maputo will assist and accompany team members wherever possible/appropriate. Field trips and visits to conduct the evaluation will be planned in consultation with UNCDF Programme Officers, project staff and the Government, in order to ensure that the team meets with the relevant project-related institutions, organizations, key informants, beneficiaries/users, and the population groups in the project areas. These should include local government staff (provincial and district), consultative councils (where they have been established) and/or separately with women's representatives/groups, community leaders, the populations of poor communities, ministerial and national technical staff, NGOs and donors, and any other identified participants and stakeholders in the project. The mission should visit an appropriate, representative sample of districts and communities. Wherever possible, all evaluation data should be disaggregated by gender.

NOTE: The MTE is taking place against the background of national elections that are scheduled for 1-2 December 2004. Although the official campaign is only to start on 17 October 2004, since

voter registration in June there have been ongoing activities related to the elections that absorb some key counterpart staff. The mission should be aware that it may not always be possible to meet all key counterpart staff under these circumstances.

5. Drafting of Aide Mémoire

On the basis of their findings, the mission will draft an Aide Mémoire, which will be shared with key stakeholders (GoM, UNDP/UNCDF Mozambique and HQ, project staff, and other relevant partners) prior to the mission wrap-up meeting, at which stakeholders can comment on the mission's findings.

6. Mission Wrap-Up meeting

Mission wrap-up meeting will allow for comments from participants to be noted for possible incorporation into the final report. The UNCDF Programme Officer will record the minutes for submission to the mission team, all relevant stakeholders, and UNCDF Evaluation Unit.

7. In-country Debriefing session with the UNDP Resident Representative and GoM focal point.

8. Debriefing of UNCDF HQ in New York by the team leader

9. Finalization of the Mission's Evaluation Report

VII. Organization of the Mission

A. Composition of the Mission

The Mid-Term Evaluation is to be conducted by a team of 3 or 4 qualified and experienced experts - a Decentralized Planning and Policy expert, a civil engineer, a gender expert and a participation expert (the latter two positions may be combined). The Team Leader will be fluent in English and Portuguese, and the other team members must be fluent in either English or Portuguese, but preferably both.

The Decentralized Planning and Policy Expert (Team Leader) should be an international consultant with extensive rural development experience, especially in policy development and operationalization of decentralized systems of planning and financing at district and sub-district levels in Africa, as well as a sound knowledge of community participation approaches. S/he should also have applied experience with LFA (Logical Framework Analysis). Familiarity with Mozambique is a definite advantage and fluency in English and Portuguese is an essential prerequisite. As the Decentralized Planning and Policy expert, the consultant is responsible for assessing the performance of the project with respect to all of the TOR components related to support to decentralized planning and financing in Nampula and Cabo Delgado provinces, as well as the "central component" of the project – the provision of direct technical support to the national PPFD programme, led by DNPO/MPF. The Team Leader's tasks are to – lead the team in coming to agreement on the methodology, work plan and individual outputs for the evaluation (while delegating to the other members in their respective fields of expertise for those components), coordinate and compile the inputs of the civil engineer and the gender and participation experts into the overall report, and ensure, in a timely manner, the deliverables defined below (Section VIII).

The Gender/Participation Expert (one or two international or national experts, depending on candidates' skills) should have experience in gender analysis and designing effective gender mainstreaming activities. S/he should also have experience in local participatory planning systems and be familiar with evaluation tools to assess participation. Knowledge of gender and participation issues in the Mozambique context, as well as the local planning and service delivery system in Mozambique would be an advantage. The Gender/Participation consultant(s) will be responsible for reviewing all aspects of the project from a gender perspective and in terms of

effective participation (of all socio-economic groups, including the poor and other vulnerable groups). This will involve analysis of the planning systems being supported, satisfaction of different socio-economic groups, men and women with those systems, policy issues relating to gender and participation that are relevant to the project, as well as the contribution to project results of the provincial gender and participation advisors. The consultant(s) will draft and provide, in timely manner, all components in Evaluation Methodology, Aide Memoire and the draft/final report related to issues of gender mainstreaming, and the quality of participation in all relevant aspects of the project.

The Infrastructure Expert (international or national) should be a qualified civil engineer/chartered surveyor. S/he should have experience with the design and implementation of small-scale infrastructure construction projects and be able to conduct qualitative and quantitative technical assessments and cost appraisals of the infrastructure built by the project, as well as assess the viability of the operations and maintenance systems in place. Familiarity with labour/community-based construction, management, operations and maintenance is required. The Infrastructure Expert is responsible for assessing the performance of the project with respect to all issues related to aspects of infrastructure planning, delivery (quality, design, construction), operations and maintenance, processes of procurement and contracting (transparency and propriety), infrastructure-related training provided, and the contribution to project results of the national and provincial Advisors for Public Works. In consultation with the Team Leader and the Gender/Participation expert(s), s/he will draft and provide, in timely manner, all components in the Evaluation Methodology, Aide Memoire and the draft/final report related to the infrastructure aspects of the project.

The mid-term evaluation is carried out on behalf the Government, UNCDF/UNDP and participating donors. The sourcing of candidates for the evaluation will be carried out in consultation with project stakeholders. The final selection of candidates rests with the UNCDF Evaluation Unit, in the interests of maintaining the independence of the evaluation team. Upon its request, NORAD, a donor to the project, will assign a representative as an observer to the evaluation mission. The Government will give the mission access to the project's regions of intervention and to relevant central/provincial/local authorities.

B. Duration of the Mission

The fieldwork for the assignment will be take place between 22 September and 18 October 2004. An indicative workplan detailing the schedule and number of work days can be found in **Annex 3**. Note that Sundays are off-days.

VIII. Reporting Requirements/Deliverables

The Consultants shall work as a team and report to UNCDF Evaluation Unit. In the field, the mission should report to the UNCDF representative (i.e. the Resident Representative UNDP or her appointee).

However, on a practical and day-to-day basis, the consultants will work closely with UNCDF Programme Officers and assistants in the UNDP Country Office, Mozambique with regard to administrative and logistical support, and with the CTA and Maputo-based project staff on technical and operational matters, who will assist and accompany team members wherever possible and appropriate. On trips to the provinces, team members will be accompanied by the relevant project and counterpart staff.

The detailed **Evaluation Methodology and Work plan Proposal** will be submitted by the Team Leader on the second day of the mission to the UNCDF Programme Officer and shared with the UNCDF Evaluation Unit. This is a brief proposal regarding his/her understanding and interpretation of the ToR and overall evaluation. This will also include the proposed methodology

and break down of the work programme and technical requirements.

Near the end of the mission (upon completion of information gathering and assessment), the mission should draft an **Aide Mémoire** briefly stating their key findings. Ideally, time will have been allowed for discussion of findings in the field with the project beneficiaries during the in-field consultations. The Aide Mémoire becomes the basis of discussions at the Evaluation Wrap-Up meeting in Maputo, to which representatives of key stakeholders are invited. UNCDF HQ should receive a copy of the Aide Mémoire as well prior to the meeting.

At the Wrap Up meeting, the mission will discuss its main findings and recommendations with the UNDP Resident Representative, government authorities, and other project partners concerned. While the consultants are free to raise any subject relevant to the evaluation of the project, the mission is not empowered to make any commitments on behalf of UNCDF.

The **Minutes of the Evaluation Wrap-Up Meeting** will be prepared by the UNCDF Programme Officer and submitted to the mission team, all relevant stakeholders, and the Evaluation Unit at UNCDF HQ.

The Evaluation Team members are responsible for submitting their individual inputs to the draft report to the Team Leader on time. The Team Leader is responsible for consolidating these individual inputs into a coherent **Draft Evaluation Report and Evaluation Summary**, as per the format outlined in **Annex 4**. The comments of the Government, the UNDP Resident Representative, and other relevant stakeholders on the Aide Mémoire and at the Wrap Up meeting will be incorporated or addressed appropriately in the Draft Evaluation Report. The Team Leader will submit the Draft Evaluation Report within 10 days after completion of the Evaluation Wrap-up meeting. An electronic version of the Evaluation report, including the "summary of project evaluation", (in MS Word 2000 format) will be submitted to UNCDF Evaluation Unit, which will distribute the report for review and comments.

After the Evaluation Debriefing and receipt of comments on the draft report, the team leader will finalize the **Final Evaluation Report and Summary**. One bound copy and an electronic version of the report will be submitted to the UNCDF Evaluation Unit, which will share with the Mozambique Country Office and Project Staff for distribution to all parties concerned.

In summary, the outputs required of the evaluation team are -

- **Evaluation Methodology and Work plan**
- **Aide Mémoire**
- **Draft Evaluation Report and Evaluation Summary**
- **Final Evaluation Report and Evaluation Summary**

IX. Mission Costs & Financing

The financing of the evaluation will be shared by the UNCDF Evaluation Unit and the project (funds allocated for evaluation).

Final payment of fees due will be paid only upon acceptance by UNCDF of the final report. If expressly agreed, 50 per cent of fees due may be paid upon submission of the draft report.

X. Approach to the Evaluation Report

The evaluation report should follow the format presented in **Annex 4**. In the evaluation report, the consultants are free to raise any subject relevant to the evaluation of the project.

TOR Annex 1:
Extract from Project Monitoring and Evaluation Report December 2003

PART III: Programme/Project Summary Table:

Programme/Project Title	<i>MOZ/01/C01 (UNCDF) MOZ/01/001 (UNDP, Technical Assistance): District Planning and Financing Project</i>	MANAGEMENT Arrangement:	
Designate Institution	MPF-DNPO	Period Covered:	1 January - 31 December 2003

OVERALL ASSESSMENT

A presente avaliação diz respeito ao primeiro ano de trabalho do PPFD na sua II Fase. A avaliação geral considera-se positiva a medir pelos progressos gerais registados na direcção para institucionalização do PPFD no Governo Provincial e Governos Distritais, uma integração efectiva dos novos assessores (Finanças Distritais e Edificações) na dinâmica do Programa e na realidade político-cultural da Província. A redução do volume de projectos por implementar resultantes do facto de se terem registado atrasos na adjudicação de obras por causa da decisão do Tribunal Administrativo que condicionava o seu visto para início das obras. A substituição do sistema de representação comunitária "Ad-hoc" por um quadro de escolha directa das comunidades melhorou os níveis de representação e níveis de responsabilidade dos eleitos e fortaleceu o exercício de democracia das populações. A introdução dos processos ligados às Finanças Distritais com relativo sucesso nos distritos "piloto" e a procura que imediatamente foi provocada por outros distritos e Províncias como de Cabo Delgado, Zambézia, Tete, Manica e Sofala mostram que a perspectiva de responsabilizar os distritos pela implementação dos PDD's encontrou mais eco. Por outro lado, a introdução das Finanças Distritais tornou possível trazer um valor acrescentado ao valor do PES e Orçamento Distritais no aspecto de reflexão do desempenho dos sectores e melhora a responsabilidade dos Governos Distritais na Planificação do Desenvolvimento Distrital. A utilização das metodologias participativas do Governo Provincial na elaboração do seu Plano Estratégico 2003-2007 catalizou e fortaleceu as práticas e metodologias produzidas pelo Programa e tornou fácil o processo de integração dos PDD's na Planificação Provincial. A participação do Programa na formação das Equipas Técnicas Provinciais de Manica, Sofala, Tete e Zambézia, a recepção das visitas de diversos organismos e consultores favorecem o processo de replicação da Experiência de Nampula no País.

SUMMARY OF RESULTS			
Programme support objectives (PSOS) or Immediate objectives		Indicators	Achievements
Obj. 1	Sistemas de participativos de planificação Distrital estabelecidos e institucionalizados em Todos os Distritos, Baseados em Prioridades Pro-Pobres.	Nampula (Npl): 2 PDD's Aprovados em 2 Distritos; 4 Novos Distritos Incluídos no PPF; 2 Acordos de Parceria Assinados; 15 CCD's Realizados e 38 CCPA's Realizados Como Plataforma de Representação nos CCD's. Cabo Delgado: 2 CDDs, 10 CCPAs, 23 foruns locais realizadas, 2 PSE finalizados. 1 modelo de elaboração do PDD preparado.	Concluída com êxito
Obj. 2	Administrações Distritais e Comunidades Capazes de Identificar, Prover e Manter Infra-estruturas Básicas e Serviços Públicos Com Base em Prioridades Locais	2 Projectos Transitados de 2001 Terminados; 17 Projectos de Edificações, 6 Projectos de Estradas e 5 de Agua Identificados Para 2002 Executados. Cabo Delgado: 8 projectos preparados.	Etapa concluída com sucesso mas, sendo um processo, a acção prossegue.
Obj. 3	Sistemas Financeiros Transparentes Estabelecidos e Capacidade Humana Desenvolvida no Nível de Distritos Para Mobilização de receita e Outros recursos.	Npl: 3 Distritos Com Sistema de Finanças Distritais. Cabo Delgado: sistema de contas estabelecido, modalidade orçamentos distritais de actividades operacional, operações FDD preparadas.	Resultado Estratégico sendo Alcançado. Iniciada a replicação para 1 distrito (Monapo)
Obj. 4 Obj. 4'	Mecanismos e Processos Para Promover Uma Coordenação Efectiva e Apoio ao Processo de Planificação Distrital Estabelecidos. Capacidade humana e institucional fortalecida para assegurar uma boa governação e desenvolvimento local.	Npl: 1 Comité de Supervisão Efectivo e Com Reuniões Regulares; Direcções Provinciais (DPOPH, DPPF, DPAC e DPADR) com Ligações Efectivas no PPF; Ligação do PDD's Com o Plano Estratégico Provincial. Cabo Delgado: 8 cursos realizados dos quais 6 em cascata. 2 manuais e outro material de formação preparada.	Toda a Província Abrangida Pelo Processo de Planificação Distrital Participativa Com a Inclusão dos Últimos 4 Distritos.
Obj. 5	Processos de Planificação e Finanças Distritais têm um Impacto Visível e Crescente no Desenvolvimento Socio-Económico Local.	Npl: Projectos Financiados Pelo FDD Priorizam Actividades Ligadas ao DEL; Comunidades Sensibilizadas Com Aspectos do HIV/SIDA; Atenção Crescente a Gestão de Recursos Naturais; Membros das Comunidades Treinados e Envolvidos na Manutenção de Infra-estruturas Locais.	Resultado Estratégico sendo parcialmente alcançado. Em 2003 foram iniciadas medidas visando alcance de uma melhor abordagem do Desenvolvimento Económico Local com visitas às ADEL's de Manica, Sofala e Maputo, criação do Núcleo Provincial das ADEL's e formação na Itália de um membro deste Núcleo.
Obj. 6	As questões de Género perpassam todas as actividades do NPPFD.	Npl: 1 Estratégia do género adoptada, Maior representação das mulheres nos CCD's, Os Planos anuais incluem um enfoque claro sobre questões do género. Mais tempo dedicado às questões de género nos CCD's, DRP's e grau de reflexão das necessidades das mulheres na escolha dos projectos de investimento. Cabo Delgado: 1 curso realizado para EPA e 1 para Governo Distrital/ETD (Meluco). Participação mulheres CCPAs razoável ate	Resultado Estratégico em processo. O alcance de maiores resultados estava dependente da adopção de uma estratégia de Género que não foi completada

		fraca.	
Obj. 7	Lições e Boas Práticas São Geradas Para Alimentar Para Alimentar as Políticas e Legislação Nacionais na de Descentralização e Influenciam o Programa Nacional.	Política e Legislação Nacional Influenciada e Reflete Experiência de Nampula; Metodologias do Programa Nacional Baseadas nas Metodologias e Instrumentos do PPFD de Nampula; PPFD de Nampula Reproduzido Com Sucesso em Cabo Delgado; Manuais do PPFD de Nampula. Equipas conjuntas do PPFD trabalham para a expansão da planificação distrital e reforçadas acções de coordenação com diferentes parceiros em prol do Programa.	Resultado Estratégico sendo alcançado. Muita procura de Províncias, consultores, Programas e órgãos centrais. A nível central está em curso a formação de um Programa Nacional de Planificação e Finanças Descentralizadas.
Annual Output Targets		Achievement of Outputs	Proposed Output Targets for the Next Year
Obj. 1 Output 01: Sistemas de participativos de planificação Distrital estabelecidos e institucionalizados em Todos os Distritos, Baseados em Prioridades Pro-Pobres.		Resultado completado com o Lançamento do PDD em todos os distritos de Nampula	
Obj. 2 Output 01: Administrações Distritais e Comunidades Capazes de Identificar, Prover e Manter Infra-estruturas Básicas e Serviços Públicos Com Base em Prioridades Locais.		Resultado Estratégico sendo Alcançado. As comunidades e Governos Distritais aumentaram os níveis de responsabilidade sobre a decisão dos investimentos	
Obj. 3 Output 01: Sistemas Financeiros Transparentes Estabelecidos e Capacidade Humana Desenvolvida a Nível de 3 Distritos piloto Para Mobilização de receita e Outros recursos.		Resultado Estratégico sendo alcançado. Iniciada a replicação para 1 distrito (Monapo)	
Obj. 4 Output 01: Mecanismos e Processos Para Promover Uma Coordenação Efectiva e Apoio ao Processo de Planificação Distrital Estabelecidos.		Resultado Estratégico sendo alcançado.	
Obj. 5 Output 01: Processos de Planificação e Finanças Distritais Tem um Impacto Visível e Crescente no Desenvolvimento Socio-Económico Local.		Resultado Estratégico sendo parcialmente Alcançado. Em 2003 foram iniciadas medidas visando alcance de uma melhor abordagem do Desenvolvimento Económico Local com visitas às ADEL's de Manica, Sofala e Maputo, criação do Núcleo Provincial das ADEL's e formação na Itália dum membro deste Núcleo.	
Obj. 6 Output 01: As questões de Género perpassam todas as actividades do Nampula PPFD.		Resultado Estratégico sendo Alcançado. O alcance de maiores resultados estava dependente da adopção de uma estratégia de Género que não foi completada.	
Obj. 7 Output 01: Lições e Boas Práticas São Geradas Para Alimentar Para Alimentar as Políticas e Legislação Nacionais na de Descentralização e Influenciam o Programa Nacional.		Resultado Estratégico sendo alcançado registando-se muita procura de Províncias, consultores, Programas e Ministérios justificam esta avaliação.	

TOR Annex 2: LIST OF KEY DOCUMENTS

1. Concept Paper, Nampula: The Next Phase, Final Draft, October 2001
2. Project documents for both projects MOZ/1/C01 – MOZ/01/C01
3. Single Amendment document to MOZ/01/C01 – MOZ/01/001
4. Project Reports - Annual Progress Reports, Audit reports, etc
5. Inception reports
6. Integrated Logical Framework (May 2003) and Activity Framework – Cabo Delgado (September 2003)
7. Project Annual Work plans
8. Past evaluations: Independent Programme Impact Assessment of the UNCDF Local Development Programme – Mozambique Companion Report – ECI Africa March 2004, Report of the Mid-term evaluation mission June-July 2000. November 2000.
9. CONCERN Evaluation (SDC)
10. Prodoc: UNCDF DLDSP Project in Yemen
11. Financial Flows & Financial Management Systems for Provincial & District Administrators, 7 February 2002, Adrian Fozzard, Center for Aid & Public Expenditure, ODI
12. The Implications of Decentralisation & Deconcentration for the National Planning & Budget System, David Jackson et al, Maputo, December 2003
13. Technical (Back-to-Office) Report, Decentralised Planning & Financing (DPF), MOZ/01/C01, Ronald McGill, Senior Technical Adviser, 21 March – 3 April 2004
14. Technical (Back-to-Office) Report, Decentralised Planning & Financing (DPF), MOZ/01/C01, Ronald McGill, Senior Technical Adviser, 28 June – 8 July 2004
15. Mission Report – Handover Mission to Mozambique, Cyril Guillot, Deputy Director, LGU, UNCDF, May 2004
16. Public Sector Reform Strategy, 2001-2011, Implementation Plan, Phase 1, 2002-2005, Public Sector Reform Technical Unit (UTRESP)
17. Taking Risks, UNCDF (September 1999)
18. Taking Risks: Background Papers. UNCDF (September 1999)
19. UNCDF Policy on Poverty Reduction & Local Governance: The Way Forward

TOR Annex 3: INDICATIVE WORKPLAN FOR THE EVALUATION

Dates	Activity	Consultants/# workdays
Wed 8 Sept	HQ briefing for Evaluation Team Leader by UNCDF Evaluation Unit, Mozambique Programme Manager and Regional Technical Advisor covering Mozambique	Team leader: 1 work day
Prior to 22 Sept	Preparation for evaluation, documentation review, etc	All consultants: 1 work day (of a total of 2 days for prep/doc. review)
Wed 22 Sept	Arrival of Evaluation Team in Maputo Dinner with project staff	All consultants
Thu 23 Sept	Internal meeting of MTE Team to define methodology and review work programme	All consultants: 1 work day
Fri 24 Sept	<ul style="list-style-type: none"> ○ Evaluation team orientation and briefings: ○ Meeting with UNDP Resident Representative (RR), Deputy RR, Asst. RR, National Programme Officer, JPO ○ Meetings with Chief Technical Adviser and Maputo based project staff in Maputo ○ Meeting with DNPO – Director Lambo ○ Infrastructure Expert meeting with Filomena Santos, (project's public works advisor at national level), and her counterpart, the National Director for Construction. ○ Methodology and Workplan finalisation and submission to UNCDF Evaluation Unit and project staff 	All consultants: 1 work day
Sat 25 Sept	Further preparation for evaluation, document review, etc <i>NOTE: Public Holiday in Mozambique (Armed Forces Day)</i>	All consultants: 1 work day
Sun 26 Sept	Rest day <ul style="list-style-type: none"> ○ Travel from Maputo to Nampula ○ Dinner with project team 	All consultants
Mon 27 Sept -Sat 2 Oct	Evaluation of Nampula project component	All consultants: 6 work days
Sun 3 Oct	Rest day <ul style="list-style-type: none"> ○ Travel from Nampula to Cabo Delgado (Pemba) ○ Dinner with project team 	All consultants
Mon 4 Oct	(Public Holiday) – internal meeting of MTE team, discussion of Nampula findings, preparation/ start of Cabo Delgado evaluation	All consultants: 1 work day
Tue 5-Sat 9 Oct	Evaluation of Cabo Delgado project component	All consultants: 5 work days
Sun 10 Oct	Rest day <ul style="list-style-type: none"> ○ Team Leader, Participation and Gender Experts travel from Cabo Delgado to Maputo ○ Infrastructure Expert returns home to Beira ○ Dinner with project team 	All consultants
Mon 11-Thu 14 Oct	<ul style="list-style-type: none"> ○ Meetings with donors (Netherlands, Norway, Ireland, SDC) ○ Meetings with Government counterparts (DNPO, DNE, MAE, UTRAFE, UTRESP, others?) ○ Meeting with Decentralisation Donor Group ○ Meeting with Reps of other Projects (WB + relevant UNDP projects) ○ Search for documentation, statistics, publications, etc. ○ Dinner and wrap up meeting with CTA 	Team leader: 4 work days Participation and Gender experts: 1 work day
Fri 15 Oct	<ul style="list-style-type: none"> ○ Preparation of Aide Memoir ○ Circulation of Aide Memoir to project stakeholders and UNCDF Evaluation Unit ○ 	All consultants: 1 work day
Sat 16 Oct	○ Preparation of presentation for Wrap-up meeting	Team leader: 1 work day
Sun 17 Oct	Rest day	Team leader

Mon 18 Oct	<ul style="list-style-type: none"> ○ Mission Wrap-Up Meeting ○ In-country debriefing ○ Departure of Team Leader 	Team Leader, Participation and Gender experts: 1 work day
by Mon 25 Oct	Team members prepare inputs into draft report, and submit to Team leader by 25 October	Infrastructure, Participation and Gender experts: 3 work days
by Tue 2 Nov	Team leader consolidates inputs from team members into coherent draft report, and submits draft MTE report to UNCDF Evaluation Unit for distribution to project stakeholders for review and comments	Team leader: 5 work days
15 Nov	Evaluation debriefing at UNCDF HQ	Team leader: 2 work days
by 30 Nov	MTE report finalisation and submission to Evaluation Unit for dissemination	Team leader: 2 work days
TOTAL		Team leader: 33 work days Participation and Gender experts: 22 work days Infrastructure expert: 20 work days

TOR Annex 4: Contents of the Evaluation Report

The evaluation report should include the following items:

- i. A maximum 5 page informal evaluation report – the purpose of this is to enable the team to highlight what it feels are the key issues arising from the evaluation, unencumbered by a prescribed reporting structure. The style should be informal, and accessible to a wide audience.
- ii. Table of contents
- iii. Executive Summary, 2-3 pages providing an overview of the report, and a summary of the main findings and recommendations.
- iv. List of abbreviations
- v. Project data sheet, providing key facts and figures on a single page
- vi. Introduction to the Evaluation, briefly stating the purpose of the mission, composition of the evaluation team, a schedule of activities carried out, the methodology used, and the structure of the report.
- vii. Chapters as outlined in next section
- viii. List of persons interviewed
- ix. List of documents and references used in the evaluation
- x. An **Evaluation Summary**; a 4-5-page annex to the main report. This is distinct from the Executive Summary, and should serve as a self-contained summary that may be read without reference to the main report. The evaluation summary should follow this outline:
 - a. Basic project data
 - b. Background of the project
 - c. Description of the project
 - d. Purpose of the evaluation
 - e. Findings of the evaluation mission
 - f. Assessment of the project design
 - g. Emerging issues and lessons learned per component
 - h. Recommendations of the mission Members of the evaluation team i.e. on planning, delivery, financing, future direction etc.

UNCDF will provide examples of Evaluation Reports and Summaries to the team leader.

Evaluation Report Chapters

SECTION A: INTRODUCTION, BACKGROUND AND PROJECT STATUS

This section should be factual presentation only, with no analysis. It should clarify the Project background, content and current status of implementation, including brief presentation of: the country and sector; the pre-project situation, the origin and evolution of the project, the project rationale; the substantive approach; the development objectives; immediate objectives; expected results (outputs); activities; project inputs; implementation arrangements; costs and financing, including the co-funding and cost sharing resources; plan of operations; and arrangement for monitoring and evaluation (M&E).

SECTION B: PROJECT EVALUATION

1. PROJECT PREPARATION, DESIGN, AND RELEVANCE

1.1 Preparation

- Analyse the appropriateness of the project preparation (including baseline data, key performance indicators, feasibility studies, implementation arrangements, etc).
- Assess the design and quality of the project formulation process, based on the Project Concept Paper and Project Document. Were all the necessary components/elements taken into account?

1.2 Design

- Assess the component approach adopted to solve the problems identified in the design. Is the component approach the most effective?

- Are the objectives and outputs well defined, realistic and quantifiable?
- Are beneficiaries and users of project results properly identified?
- Assess the planned sequence of implementation of activities vis-à-vis supporting implementation arrangements such as allocation of funds (amount, channel of disbursement, accountability), and staff requirements. Establish the extent to which achievement of the activities envisaged is commensurate to resource allocations (financial, human, equipment, etc).
- Assess whether the original assumptions and risks are still valid? Identify any new assumptions and risks.

1.3 Relevance

- Assess the relevance of the project and its strategy given the current context. Are the objectives still realistic and appropriate?
- Revisit the project rationale, and reaffirm or otherwise the strategic rationale and justification in terms of comparative advantage for UNCDF engagement in these areas.

2. PROJECT IMPLEMENTATION

This section should analyse implementation performance, and should highlight and describe any changes in the mode of implementation compared with the project document. In light of constraints identified, establish if the activities and outputs are still realistic in the remaining project period. This section can be broken down as follows:

2.1 Input Delivery

Assess the delivery of project inputs and implementation of project processes versus the planned inputs and processes, describing the procedures, activities, and timing, covering formulation, inception and implementation phases. In this respect, the quality and timeliness of inputs of various components should be assessed. This section should also include an assessment of financial information, including the financial contribution of each partner, total disbursements and utilisation of funds, a discussion of procedures involved and the timeliness of funding.

2.2 Project Management and Systems Performance

Assess the means, processes and procedures used to implement the project, and its overall performance in terms of economic efficiency, equity, transparency, timeliness, participation and effective management. This includes specifically assessment of the implementation arrangements, the management system, the administrative procedures, and overall teamwork, synergy and complementarities of activities. In this context, the evaluation should assess factors, both internal and external to the projects, which have contributed to or limited such synergy and complementarity etc.

2.2.1 Implementation Arrangements

- Assess the project set-up (organigram) and ascertain the extent to which it is appropriate for the project, etc.
- Assess the respective roles and responsibilities of, and the coordination mechanism between the project management team, counterparts, UNDP/UNCDF Maputo and UNCDF HQ. Assess the flexibility and responsiveness of the management to change.

2.2.2 Management Issues

- Assess the overall effectiveness of project management; i.e. quality of work planning, supervision of staff outputs, staff performance appraisal and feedback, competency development planning, management style, management-staff relations, etc.
- Assess the accountability of project management to donors, government and other stakeholders, e.g. is there regular reporting and communication between project and stakeholders, etc.

2.2.3 Capacity issues

- Management capacity, competency and innovation in implementation of the projects.
- Staff qualifications and its relation to/impact on the quality of the outputs produced.

2.2.4 Procedures and Systems

- Assess the quality (adequacy) of the project financial, planning and reporting systems, HR management, contracting and procurement procedures developed, etc.

2.2.5 Monitoring and Evaluation

The evaluation should assess the status and effectiveness of the project Monitoring and Evaluation system:

- Verify the availability and quality of baseline information
- Assess the relevance of agreed upon indicators and the level of their acceptance as well as extent to which other key actors are aware of and agree with them
- Review and compare project performance indicators with corporate performance indicators; i.e. the UNDP and UNCDF Strategic Results Framework
- Check on the regularity and accuracy of data collection
- Comment on the usefulness and extent of actual use of M&E data collected by project staff, key actors and beneficiaries
- Assess the strengths and weaknesses of the current monitoring and evaluation system with a view to its contribution to improved service delivery, and learning from experiences and best practices.

3. PROJECT RESULTS AND POTENTIAL IMPACT

This section analyses the results achieved and their potential impact upon the development objective. This section provides a discussion of the results - the outputs attained so far, and the potential attainment of remaining outputs, outcome and possible impact. The evaluation should discuss the internal and external factors, which have had an effect upon the attainment of the results and the immediate objectives.

3.1 Outputs

The evaluators should assess the outputs relative to targets in the project document and work plans, using the established performance indicators as well as any additional relevant indicators, and report on timeliness, quantity and quality, costs, utilisation of outputs, etc.

In all the above assessment of outputs, the relevant indicators should be specified and reviewed. (This should include a comparison with corporate indicators as specified in the UNCDF Strategic Results Framework.).

3.2 Outcomes and Impact

In relation to the assessment of progress in achieving outputs, the mission should assess the attainment, or likelihood of attainment, of the project's immediate objectives as per the outcome indicators established by the project. In addition, other outcome indicators may be used if more appropriate.

4. CRITICAL ISSUES

This section enables the evaluators to focus on critical issues that they encountered during the evaluation, and/or issues which stakeholders expressed a particular interest in assessing during briefings and consultations. To avoid repetition, if any of the following are covered in the above sections (for example, under the results section), they should either only be covered here, or in the above.

The following is provided as an example:

Institutionalization and Sustainability of the project results

Assess the prospects and conditions for future sustainability of the project benefits (technically, financially, institutionally and otherwise). The issues that have implications for the sustainability of the results may include, among others:

- Policy and Regulatory/Legal Environment (both Government and donor policies)
- Institutional Issues
- Financing
- Replicability

5. LESSONS AND BEST PRACTICES

The evaluation should extract policy lessons learned that will be discussed with the Central Government and other project partners, be useful for the adjustment of the project over the remaining project life time, and for the development of future UNCDF projects.

6. CONCLUSION AND KEY RECOMMENDATIONS

This section presents key conclusions and recommendations of the evaluation, with a focus on issues requiring action.

12 FOLLOW-UP MATRIX: KEY FINDINGS AND RECOMMENDATED ACTIONS

Area of Focus	Key Findings	Recommended Actions ¹	Responsible Party	Timeline ²
1 Current and future project design				
1.1 Character of the project	1.1 Project is basically a learning process, put that in forefront of the formulation of project's objective instead of access to infrastructure and service delivery	1.1 Use the planning of the next phase for appropriate reformulation	DNPO, DPPFs, UNCDF, UNDP, PPFD	next project planning cycle
1.2 Core business of the project	1.2 Output 6 requires special expertise in LED and NRM not available in the project staff	1.2 Partnership/sub-contract with a specialized organization or NGO in LED and/or NRM	PPFD	ASAP
1.3 Inherent cost of participatory planning	1.3 High degree of national ownership in implementation, low degree of national financial commitment, inherent costs of participatory cost underestimated	1.3 Determination of inherent cost of participatory planning in both provinces; transfer of these costs gradually to the GoM/OE; increase of national financial means for local projects	PPFD, GoM/DNPO	ASAP
2 Project organization and management				
2.1 PRODOC, Amendment, log-frame, indicators, work-planning and budget	2.1 No consolidated indicators, activities etc. for the project components	2.1 Starting from the log-frame of the Amendment, consolidate indicators, activities, verification means in only one document; consolidate work-plan and budget of all 3 components	PPFD	ASAP
2.2 Disbursements	2.2 Serious delays in disbursements to the project components	2.2 Disbursements carried out in time and accordingly to those planned	UNDP office Maputo	immediately

Area of Focus	Key Findings	Recommended Actions ¹	Responsible Party	Timeline ²
2.3 Financial Management and reporting	2.3 Some basic errors in financial management and reporting on the part of the project contributes to delays in the disbursements of funds; involvement of technical advisors in this work distracts them from fulfilling their advisory role	2.3 UNCDF/UNDP Maputo to provide regular training and manual for project administrative/accounting staff to ensure that financial management and reporting procedures are fully understood and adhered to, special training sessions on ATLAS for all project staff	UNFP office Maputo	ASAP
2.4 Recruitment	2.4 serious delays in recruitment of vacant positions in all 3 project components	2.4 Recruitment of all national positions is delegated to the project, only international contracts to be recruited by UNCDF/UNDP; evaluation of UNDP recruitment procedures to detect weaknesses and determine ways in which recruitment can be more efficient and effective; relevant project and counterpart staff must be involved in the interview and selection process of all posts	UNDP office Maputo	immediately
2.5 MIS M&E system	2.5 MIS M&E system is heavily time and resource consuming but less helpful for PPFD	2.5 Reconsider application of MIS, if MIS will be continued, create pre-conditions for successful application: convince project staff of advantages for them, comprehensive training of staff, gradual re-introduction, procurement of computers with capacity to run MIS with conventional speed	UNCDF HQ, PPFD	ASAP
2.6 Overlaps with UNDP project MOZ/03/2005	2.6 Overlap with UNDP MOZ/03/2005, unclear regulations of benefits for districts, where both projects operate	2.6 Coordination between PPFD and MOZ/03/2005, decision about benefits for districts where both projects operate	PPFD and UNDP MOZ/03/2005	ASAP
2.7 Professional Development	2.7 Project staff have few opportunities for professional development, further training and participation in workshops abroad or to network with other UNCDF/UNDP staff in similar projects outside Mozambique	2.7 Identify opportunities for training, participation in international workshops and conferences and networking for project staff	PPFD, UNDP office and UNCDF HQ	ASAP in 2005

Area of Focus	Key Findings	Recommended Actions ¹	Responsible Party	Timeline ²
3 Project activities and cross-cutting issues 3.1 Participation 3.1.1 Community participation in infrastructure building and maintenance 3.1.2 Communication 3.1.3 The participation system 3.1.4 Specific participation mechanisms 3.1.5 Women's participation in IPCCs	3.1.1 Community participation in local social infrastructure building not institutionalised 3.1.2 Weak vertical communication from TTs upstream and through IPCCs downstream, poor vertical communication between CDLs or communities 3.1.3 The participation system, based on IPCCs, is still weak. 3.1.4 Participation, representation, selection, election and re-election mechanisms are not sufficiently clear 3.1.5 Women's participation in a great number of IPCCs is still weak, namely when it comes to higher levels of representation	3.1.1 Development of mechanisms for community participation in social infrastructure building, taking the rural water sector as an example 3.1.2 Developing a strategy for systematic vertical and horizontal communication using other existing institutions 3.1.3 Strong need for additional training of TTs (esp. in Cabo Delgado), IPCC-members, state repres. of all levels to a better understanding of all aspects of their role and rights within the participation system, installation of an improved monitoring system of participation in Nampula (similar to the Cabo Delgado monitoring) 3.1.4 Elaboration of models for selection/election of IPCC-members, general representation and participation mechanisms. Including these in the periodical revision of the national Guidelines. 3.1.5 Elaboration of a Gender Participation Plan	PPFD, DNE, DPOPHs, ADs, CDLs PPFD, TTs, ADs, IPCCs PPFD, DPPFs, ADs, IPCCs, NGOs PPFD, DPPFs, DNPO/MPF, DPACs/MAE PPFD, ETP/EPAP	ASAP after re-staffing DPOPHs ASAP starting I quarter/2005 I quarter/2005 ASAP after arrival of gender TA in Nampula

Area of Focus	Key Findings	Recommended Actions ¹	Responsible Party	Timeline ²
3.1.6 Status of ETP/EPAP and ETD personnel	3.1.6 TT-members receive considerable training and acquire a great deal of knowledge without accreditation and increased career prospects	3.1.6 Create a specific participatory planning technician-career within the public service	PPFD, DPACs/MAE, IFAPA	ASAP in 2005
3.1.7 Character of the technical teams	3.1.7 TTs are ad-hoc bodies whose members have diffuse loyalty, continuous changes of TT members	3.1.7 Transform currently ad-hoc TTs into permanent 'planning units' within province and district administrations, conserving their multidisciplinary character	PPFD, Provincial Governments, DNAL/MAE	III quarter/ 2005
3.2 Public finance administration at district level				
3.2.1 District finances	3.2.1 Weak situation of district finances in the areas of (1) qualification of related personnel, (2) low revenues in the majority of districts	3.2.1 Continuation of qualifying financial district staff, assist the districts in applying efficient and transparent procedures to manage finances and to improve fee and licences collection	PPFD, DPPFs, Ads	continuously
3.2.2 Performance Budgeting	3.2.2 By linking the district budgets with the district PES (only Nampula), a sort of PB was introduced	3.2.2 Postpone introduction of more advanced PB in Nampula to 2006/07 when DNPO will introduce PB in the whole country; assist PPFD Cabo Delgado to introduce PB principles for district budgets based on LOLE	PPFD, UNCDF HQ, DNPO	decision immediately
3.2.3 District Development Funds	3.2.3 FDDs operate currently on a project-by-project basis and into separate project accounts	3.2.3 Given the changes by LOLE and the emerging district budgets, decentralize FDDs to the districts	PPFD, DPPFs, Ads	II quarter 2005
3.3 Infrastructure				
3.3.1 Support to DPOPHs	3.3.1 Not appropriate response to internal capacity problems within DPOPHs	3.3.1 Reframing project's support within DPOPHs, with the aim of transforming the vertical DPOPH-district relationship into a client-agent relationship	PPFD, DPOPHs	ASAP after sufficient re-staffing of DPOPHs

Area of Focus	Key Findings	Recommended Actions ¹	Responsible Party	Timeline ²
3.3.2 Opportunities for districts	3.3.2 Highly complicated procedures discourage districts from entering into micro projects	3.3.2 Development of simplified procedures for designing, procuring and implementing micro projects, taking the PPFD-C model as reference	PPFD, DPOPHs, DNE/MOPH	ASAP
3.3.3 District works technicians	3.3.3 Project's results in the areas of delivery of infrastructure highly compromised by a lack of technical capacity at district level	3.3.3 Placement of district works technicians within the apparatus of the ADs	PPFD, DPOPHs, DPACs, ADs, DNE/MOPH	gradually, starting 1 quarter/2005 in pilot districts
3.3.4 Communication and replication	3.3.4 Poor communication both vertically (PWA/DNE-PWAs/DPOPH, as well as horizontally (inter-PPFD components resp. PPFD-N+CD-PPFD-C) put in danger problem solving and replication of experiences	3.3.4 Improving communication and follow up to ensure that reports get to their destination, more formal regular meetings between national and provincial PWAs + national and provincial public works directors	PWAs in PPFD-N+C, PPFD-C, DPOPHs, DNE/MOPH	starting 1 quarter 2005
3.3.5 Women and infrastructure building	3.3.5 Often infrastructure built in the framework of PPFD does not address the specific gender aspects. In cases of community participation in infrastructure building (e.g. roads) women often are not given employment opportunities	3.3.5 More gender sensitivity in the phase of project design, contracts to be awarded to contractors promoting women's employment and training to develop their technical skills	PWAs in PPFD, DPOPH, ADs after being staffed with district works technicians	ASAP
3.4 Gender				
3.4.1 Gender objectives	3.4.1 Gender dimensions and objectives of PPFD internally not sufficiently mainstreamed	3.4.1 Initiate internal reflection on gender, define and agree on appropriate gender objectives	PPFD	ASAP
3.4.2 Technical advisor for gender and participation in Nampula	3.4.2 The absence of a gender and participation advisor causes serious problems for gender mainstreaming in the whole PPFD	3.4.2 Urgently recruit a technical advisor for gender and participation for the Nampula component, whose function includes technical support for PPFD Cabo Delgado; obtain temporary technical back-stopping from the UNDP Gender Focal Point/gender advisor until the TA is recruited	UNDP office Maputo	immediately (see 2.3)
			PPFD, UNDP Gender Focal Point	ASAP

Area of Focus	Key Findings	Recommended Actions ¹	Responsible Party	Timeline ²
3.4.3 Knowledge about gender in the project provinces	3.4.3 Unclear and partly contradictory knowledge about gender relations and its consequences for the participation process	3.4.3 Detailed analysis of existing gender relations in both project provinces and its consequences for the participation process	PPFD	II quarter 2005
3.4.4 Gender Training for PPFD staff and TT members	3.4.4 Insufficient gender planning and monitoring capacity	3.4.4 Training for whole PPFD staff, as well as for all TT members in gender planning, monitoring and indicators	PPFD	ASAP after arrival of gender TA in Nampula
3.4.5 Gender impact indicators	3.4.5 No gender impact indicators to track how participatory district planning affects women	3.4.5 Develop impact indicators that track how participatory district planning affects women	PPFD	ASAP after arrival of gender TA in Nampula
3.4.6 Gender-related institutional linkages	3.4.5 Weak institutional linkages between PPFD and government institutions related to gender	3.4.5 Strengthen institutional linkages between PPFD and government partners who are mandated to advocate for gender equity and to coordinate gender initiatives	PPFD, DPMCASs	ASAP
3.5 District-municipality cooperation	3.5 There is still no participatory municipal planning and there is no joint district-municipality cooperation on planning of neighboring entities	3.5 PPFD should approach municipalities and neighboring districts with the purpose of linking participatory district planning and municipality planning, starting with → Nampula City → Mocimboa da Praia	PPFD	I quarter/2005
3.6 Communication strategy	3.6 There is no communication strategy for the results of PPFD	3.6 Development of a pro-active communication strategy	PPFD in close cooperation with DNPO	I quarter/2005