

Annex E – Case studies

Case study¹ 1: The Establishment of the Centre for Legal and Judicial Training

Introduction

In the post-war period of the early nineties, Mozambique suffered from a severe lack of trained lawyers and other professionals in justice sector institutions at all levels. To respond to the urgent needs of professional staff for the justice sector, in 1997 the Government created the Centre for Legal and Judicial Training (CFJJ) under the Ministry of Justice, Constitutional and Religious Affairs. The priority was to train more judges and prosecutors (Magistrados), and to also provide them with high quality training.

Denmark has been a key partner to the Justice sector in Mozambique since 1992, investing in justice and legal sector reforms, infrastructure development and strategic support to build the capacity of Justice sector professionals. This has mainly been through comprehensive support to the Centre for Legal and Judicial Training (CFJJ) in Matola City, Maputo Province
Geographic focus: National outreach
Timeframe: 2000 to 2013
Modalities: Project fund and through the pool

From the beginning, CFJJ attracted support from several donor countries, like Denmark, Norway, Ireland, Portugal, the Netherlands and the USA. The first donors, including Denmark, supported the construction of the CFJJ's infrastructure, setting up initial training sessions as well as funds for research activities.² Denmark's more comprehensive support started in 2002, and it boosted the performance of the Centre in all institutional aspects, making it the national reference point in training of magistrates and other professionals in the Justice sector. Since then, and for the following decade, Denmark was the CFJJ's most important partner, providing financial support covering all core activities of the Centre. Danish support to the CFJJ formed part of the two phases of the Danish Support Programme for the Justice Sector, Pro-Justiça I and II, which also included support to the Ministry of Justice, the Supreme Court and Technical Unit for Legal Reform (UTREL). Danish support to the CFJJ was phased out in 2013.

The development phases of the Centre and the Danish support

Team building and understanding the Centre's mission 1997-2001

According to some interviewees, the first team of trainers was young, dynamic and highly ethical, with a progressive human and value based vision. Team members understood their role as going beyond fulfilling just their technical competencies, to contributing to the transition from a socialist and centralised State to a State based on the Rule of Law. The Centre was keen to foster a pluralistic view of democracy and developed trainings for all components of the legal work conducted within the Courts and the Public Prosecution Office. Once building work on the CFJJ was completed in 2000, the training programme was able to start. Course admission was designed in a transparent manner through admission exams and with the aim of bringing different actors together from the sector. As a complement to the research carried out at the CFJJ during its first years, the Centre assisted in the formulation and implementation of land and forest policy and law, and in the drafting of regulation, based on a partnership established with the FAO in 2001.³

¹ The Case Study is part of the Evaluation of the Danish engagement in Mozambique 1992-2016, commissioned by the Danish Ministry of Foreign Affairs.

² Norfolk and Calane, 2008

³ Agência de Informação Moçambicana, 2015, <http://noticias.sapo.mz/aim/artigo/10938329122015162341.html>

Provision of holistic support 2002-2013

Denmark supported the CFJJ by covering operational, and administrative costs, including salaries, with ‘additional benefits’ (top-up salaries). These ‘additional compensations’ motivated the staff to stay at the Centre, and attracted highly technical and experienced people to work there. During the second phase of Pro-Justiça, the state budget covered ordinary salaries, running costs and some investments. During the two phases of the Pro-Justiça programme, Denmark provided core support to the Centre based on its institutional strategy and operational plan, representing 65% of the total budget in 2013.⁴

The CFJJ gave priority to quality training, by creating a good environment for participants (in students’ residences and classrooms), contracting well qualified trainers, using a case study methodology, and publishing a great number of books and manuals in a time when relevant literature in the Justice sector was scarce. These publications were useful not only to the Centre and active professionals, but also to law students and the public in general. They were also sold in bookshops and for a long time CFJJ was the leading publisher for justice related literature in Mozambique. The profit from the first editions was reinvested in new publications, and many of the books are still relevant. Several of these early publications are still used by law students, Justice professionals and organisations engaged in human rights monitoring.

CFJJ played an important role in terms of legal reform, interacting with the Technical Unit for Legal Reform (UTREL), since its establishment in 2002. The institutions worked together on legislation, as the staff at the Centre was considered highly qualified. This inter-institutional cooperation was formalized through a tripartite memorandum between CFJJ, UTREL, and Denmark.

The review of the first phase of Danish support to the Pro-Justiça programme in 2005, concluded that CFJJ was performing well.⁵ The Centre managed to provide all provinces with qualified justice and legal professionals. In some provinces, the effects of capacity building at the provincial level also trickled down to the district level. Professionals representing the formal justice sector increased their knowledge regarding traditional justice systems, the Community Courts⁶, the system that still today (2017) is the most commonly used by the rural population, and the two systems started to interact better with each other. The review of the second phase of the Pro-Justiça programme, conducted in December 2013,⁷ found that the Centre could not follow its plan to graduate 60 *Magistrados/magistrates* annually due to that fact that university graduates were not able to meet the admission requirements to be accepted on courses. For example, only 18 magistrates were trained in 2009 and in 2012 the CFJJ had to repeat the intake exams since very few candidates were approved after the first exam. Furthermore, the plan for the multi-year training programme for the Justice sector was not in place due to confusion around which institution was responsible to develop such a plan. The Centre only saw its role as executing such a plan and not to develop it. Despite these challenges, the CFJJ, with key support from Denmark, played a crucial role in increasing access to justice by improving the capacity of professionals in the sector and by securing more judges and prosecutors nation-wide.

⁴ Review Aide Memoire, Support to the Justice Sector in Mozambique (2008-2013), Pro-Justiça II, December 2013, Ministry of Foreign Affairs, Ref.no. 104-MOZ.106.

⁵ Mid-Term Review of Danish Programme support to the Justice Sector in Mozambique (2002–2005) Report, Ministry of Foreign Affairs/Danida, Copenhagen, 30th August 2005.

⁶ The Danish support under Pro-Justiça II also included support the creation of a data-base on the Community Courts, developed by the organisation CEPAJI, Research and Support Centre for the Informal Justice.

⁷ Review Aide Memoire, Support to the Justice Sector in Mozambique (2008-2013), Pro-Justiça II, December 2013, Ministry of Foreign Affairs, Ref.no. 104-MOZ.106.

Danish support to CFJJ during the period 2002-2013 enabled and contributed to:

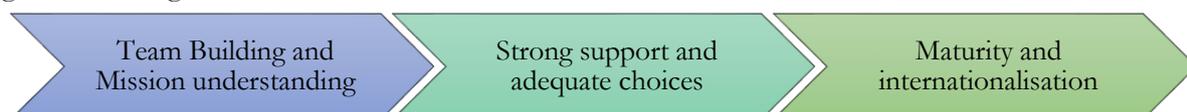
- Training of judges and prosecutors and equipping them with relevant skills to serve citizens as effectively as possible;
- Training of magistrates to increase their knowledge regarding the legislation at the national and international level;
- The introduction of Masters' Programmes, during a period when there were almost no formal training at this level in the country;
- The existence of lawyers and legal professionals all over the country, with credentials based on real and transparent exams, free from corruption;
- The promotion of inter-institutional connections among different Justice sub-sectors, through joint trainings by participants from Judiciary, Public Ministry, and National Institute for Legal Assistance (IPAJ), and others;
- Increased access to justice by citizens and an increased interaction between the different legal systems of the country, leading to increased number of referrals⁸ from the traditional courts to the formal justice sector.

Trained professionals were also supported through other Danish contributions to infrastructure development (e.g. court houses) and legal reforms. The increased capacity of judges and prosecutors provided through the CFJJ trainings also responded well to the increased demand from citizens and civil society organisations for access to justice and the Rule of Law, stemming from awareness raising initiatives that also received funding from Denmark and other donors through the Pro-Justiça I and II.

Maturity and Internationalisation post 2013

The CFJJ went through a period of crisis after the end of Danish funding in 2013, with shifts in management and challenges to find funds for all activities. The experience, however, forced the Centre to better manage its strategies and to find ways to establish new partnerships. The quality of the CFJJ trainings, combined with its research and publishing activities, gave the Centre an excellent reputation in Portuguese-speaking African countries. Consequently, the Centre attracted participants from countries like Angola, Cape-Verde, Guinea-Bissau, São Tomé e Príncipe, and, also East Timor in Asia. At one point, the Centre also hired trainers from Brazil and Portugal to teach some modules, which enabled the exchange of experiences with the Mozambican teachers at the Centre, contributing to internal capacity building.

CFJJ is presently capable of running regular courses, but also special courses according to specific demands. For instance, in 2015 the CFJJ began to train Angolan magistrates, based on the legislation of that country, which was highly regarded by Angolan government. In fact, CFJJ is currently able to offer courses on any juridical and judicial matter. The fact that the Centre now has an international reputation has enhanced its sustainability, because it has been able to attract global funding.



Factors promoting the change

The crucial factors for change in CFJJ were the following:

- ✓ Comprehensive approach to the Justice Sector, where different components strengthened and supported each other;

⁸ As informed by stakeholders within the formal Justice sector.

- ✓ Common understanding of the institutional mission and its internalisation by team members;
- ✓ Appropriate decisions regarding institutional development;
- ✓ Strong investment in capacity building and research;
- ✓ National and international networking.

Research - Danish support to CFJJ

CFJJ started its research activities by conducting a three-year research initiative on informal justice and legal pluralism in Mozambique, which resulted in two reports on this issue. The project aimed at improving the linkage between the informal and the formal legal system and promoting the systematic monitoring of the performance of the different courts. The success of this experience paved the way for similar projects. From 2003 to 2006, CFJJ undertook six more research projects, resulting in more than 25 publications (some co-funded with other donors). The relevance and the quality of the research, and its linkage with on-going trainings for key professionals, established the centre as an internationally recognised training and research institution.

Lessons learned

- ✓ Building capacity in the justice sector has not only increased the maturity and the accessibility of the sector but also contributed to increased understanding and interaction between different judicial systems;
- ✓ At the end of the second phase of the Pro-Justiça II, all public institutions had installed e-SISTAFE⁹, but this system was still not being used by CFJJ, which meant that the Centre could not receive the funds from the Treasury Single Account, CUT. The disbursement of Danish funds to CFJJ had to go through a parallel channel. Since the support to the Centre ended in 2013 there was no room for implementing the lessons learnt from other Danish sector support where e-SISTAFE was in use.
- ✓ Comprehensive funding from Denmark created not only a high dependency but also a certain laxity among the staff and managers of the Centre. Sustainability plans were not developed and the CFJJ team did not create sustainability measures and identify alternative funding. After the results of an audit in 2012, Denmark decided to end the funding in 2013, and thereafter the operational cost of the CFJJ needed to be covered by public funds. The review from December 2013, recommended that all institutions receiving Danish support, including the CFJJ, should develop strategies for phasing out external funding especially of running costs.
- ✓ Denmark ended its support to CFJJ when the impacts from the support were starting to show. A gradual withdrawal decreasing Danish funds while the public funds were progressively increased could have avoided the crisis the CFJJ went through after 2012, and might have enabled the management to develop a sustainability plan for the overall operation of the Centre.
- ✓ Denmark should have encouraged the government to take responsibility for trainings at an earlier stage, and concentrated its support to supplementary activities such as research and publications, that due to their independent character, were more suited to benefit from external donor funds.
- ✓ The phase-out period of the support to the Centre was very short and it lacked a real phase-out plan. This was also something that was raised in the consultations in relation to the current exit strategy for the country programme. Denmark has been key to the justice sector and several stakeholders stressed that phasing out of sector support with short notice does not allow some of the most relevant effects to be consolidated.

⁹ State Financial Management System and its Electronic Application, e-SISTAFE

Case Study¹⁰ 2: SISTAFE¹¹ and support to deconcentration: Tete Province

Introduction

One of the main features of Danish cooperation with Mozambique has been a combination of support to Public Financial Management (PFM) plus sector support to different sectors with the purpose of building synergies and improve the likelihood of effectiveness of supported programmes. Under PFM, the State Financial Management System (SISTAFE) was created in 2002, with the support of Denmark, which also funded a change management programme¹² with the aim of dealing with any resistance to change in this area.

Denmark was among the first of Mozambique's development partners to fund SISTAFE and its electronic application, e-SISTAFE, at the macro level and the roll-out of the system in different sectors and at the provincial and district levels. The support to SISTAFE promoted and enabled the deconcentration process, the decentralization from the central government to the local state bodies, namely provinces and districts. For example, in the health and environment sectors it was key to further decentralization of budget management to the districts. In this case, Danish support included capacity development in planning and financial management at central and local levels, provided through long-term advisors. Moreover, the decentralization of budget management to the districts within the environment sector enabled the development of local Plans for Climate Change Adaptation, which were integrated into the District Development Strategic Plans and reflected in annual District Economic and Social Plans and Budgets.

SISTAFE and the use of government systems, created the necessary conditions to enable changes in funding modalities, from project funding through project management units,¹³ to budget support, which enabled more sector autonomy in disbursements and financial management. The channelling of support through the government systems reduced risks and improved transparency. It contributed to improve the planning and financial management capacity of staff and was combined with the introduction of results-based management in some sectors at the local level. In this regard, it can be said that it contributed to the deconcentration of power and decision-making, although financial management capacities at the district level still needed to improve.

Governmental stakeholders interviewed saw e-SISTAFE as a safer and swifter way of allocating funds in some cases. However, it could also cause delays in disbursements, because the funds flow through the Treasury Single Account (CUT), which centralizes funds (not always earmarked) from multiple sources. As sometimes requests for funds were submitted to CUT without a

Denmark was an early supporter of public financial management (PFM) reform, and used this experience to mainstream SISTAFE in its sector and provincial support. Building staff capacity on PFM in government entities has been a key focus of Denmark's support to Tete province since the early nineties and throughout the different phases and modalities of Danish cooperation. It started with project support for different sectors, with centralized management at the Provincial Directorate of Planning and Finance, to current Provincial Budget support, with a focus on the Malnutrition Programme (2010-2015, 2015-2020), using e-SISTAFE.

Geographic focus: Tete Province, also national outreach

Timeframe: 1992 to 2017

Programme and Sectors Involved: SISTAFE, Health, Environment, Multisectoral Initiative on Chronical Malnutrition, PAMRDC.

Modalities: Project funds, Sector budget support, e-SISTAFE/General Budget Support

¹⁰ The Case Study is part of the Evaluation of the Danish engagement in Mozambique 1992-2016, commissioned by the Danish Ministry of Foreign Affairs.

¹¹ State Financial Management System

¹² Implemented through the Danish support to the Public Sector Reform Programme.

¹³ As was the case of Tete, where the unit was under the Directorate of Planning and Finance.

distinction between the donor or programme specific sources of funds, disbursements would be carried out in such a way that when CUT was emptied, the sectors needed to wait until the account was refilled with new funds. This does not, however, negate the merits of the system though, since the decentralization of funds increases the motivation of the staff at the local level. They have seen their working conditions improve, with more equipment, working tools and in some cases, available resources enabling field-work.

From project management to integrated sector approach

The experience of support to Tete province is a good example of how the combination of sector support and strengthening of PFM contributed to further deconcentration and sector effectiveness in the programmes supported by Denmark.

The support to Tete province began as emergency support in the post-war period in 1992, channelled through a project management unit hosted by the Provincial Directorate of Planning and Finance (DPPF). This was followed by sector-level support and eventually a provincial programme, using e-SISTAFE. Support to Tete province has produced many overall and sector specific results. Generally, the improvement of planning, financial management, and in some cases monitoring capacities, are mentioned by provincial stakeholders as key achievements. The case of the health sector, presented below, illustrates some of the achievements of Denmark's support to Tete province. Denmark's support to Tete province can be divided into three phases:

Weak financial management and accountability 1992-1999

During the first phase, funding was provided to multiple sectors (education, health, agriculture, roads, and water and sanitation) through the DPPF which could make direct payments to the sectors. The DPPF manager's role was to monitor the processes of financial management to ensure that the rules were being followed. As these processes were slow, the provincial directorate decided to initiate a capacity building programme. With support from Danida, DPPF started to train the sector financial managers on governmental and Danida procedures at the same time. Advisors were employed to provide direct support to the sectors.

Direct flow of funds and setting up of SISTAFE 1999-2009

Capacity development continued in the second phase, with the idea being to ensure that funds would flow directly to the sectors without the sector financial manager having to ask DPPF for checks. SISTAFE started to be set up, with capacity building programmes established on the system and Danida procedures¹⁴. Eventually, with the introduction and the trainings on e-SISTAFE, it became possible to transfer the complete budget execution to the sectors and to replace Danida procedures with SISTAFE. This enabled the decentralization of funds to the sectors with infrastructures projects in areas such as Health and Education, to enable them to better control the execution of these projects. Danida funded programmes became part of sector plans at the central level and their respective budgets were included in e-SISTAFE. Financial management ceased to go through the DPPF but started to go through e-SISTAFE.

Alignment of funding with the budget and planning cycle 2010-2017

The third phase is exemplified by the design of an integrated provincial programme, with the Government's approval of the Multi-sectoral Plan for Reduction of Chronic Malnutrition (PARMDC) in 2010. The Memorandum of Understanding for the programme was signed

¹⁴ Because funds had to follow Danida procedures at an initial phase, while the transition to SISTAFE was being made. This period covers the time before SISTAFE, the introduction and setting up of SISTAFE and the initial phase of its roll-out to the provinces.

between the Royal Danish Embassy and the Provincial Government in 2012 and the implementation started during this year.¹⁵ The programme involves eight sectors: education, health, public works, agriculture, industry and commerce, fisheries, women and social affairs, youth and sports, and a civil society organisation linked to nutrition. In this new approach, the province was informed about the budget ceilings of the PARMDC, which was included in the overall provincial budget. The request for funds was based on the district and provincial activity plans and approved budgets and done through e-SISTAFE. This has been a step forward in terms of budget programming. It also was considerable progress in the alignment between Danish funding and the budget and planning cycle, which did not exist until then.

The decentralisation process to the districts was, however, still constrained by on the one hand the resistance of provincial directorates to decentralize, and the lack of capacity at the district level on the other. It was also mentioned in the stakeholder consultations that district level staff could be reluctant to improve their capacity to be self-sustained at the local level, and were more interested in the opportunity to go to the provincial capital for new trainings, an opportunity to receive daily allowances. Whilst this idea might appear simplistic, it is important to look at the potential resistance to change that plagued the process of capacity development from both the provincial and the district side. This suggests that a change management programme, as implemented in the early phase of SISTAFE, could be relevant in this process as well to help the sectors to cope with the resistances to change.



The process of change illustrated in the figure above, shows an evolution from sector support intermediated by DPPF using Denmark's procedures, followed by a process of capacity development on Danida procedures to the sectors, and a gradual transition to SISTAFE. This transition was made possible with the roll-out of this system and the creation of capacities to manage it at the provincial level. The factors promoting change are described below.

Factors promoting the change

- ✓ An approach combining sector programmatic support and capacity development in the areas of financial management and planning to ensure the effectiveness of the interventions and an adequate use of the funds provided.
- ✓ Capacity development on financial management initially in the Provincial Directorate of Finance and eventually in the sectors. In the initial phase of support, funds were executed using Danida procedures. Thus, sectors were enabled to use country public financial management procedures and also Danida procedures.
- ✓ Linkage of the sector and provincial support to the process of establishment of SISTAFE and its roll-out to the provinces and districts. The process was combined with capacity building on the use of SISTAFE.
- ✓ Through e-SISTAFE and its functions it was possible to decentralize funding to the provincial level with its budget registered in e-CUT¹⁶ and the specific sector budgets also registered in the sectors from central to provincial level. In some cases, such as the health and

¹⁵ The support to PARMDC at central level through SETSAN, the Technical Secretariat of Food Security and Nutrition, under the Ministry of Agriculture and Rural Development, was initiated in 2010.

¹⁶ The electronic application of CUT.

environment sectors, some activities began to be executed at the local level, with more responsiveness to local level needs.

The Danish support to the Health Sector in Tete Province

The programme in Tete targeted the management of the health sector. Danida provided support to health programmes to improve service delivery and to infrastructures, such as a Nurse's Training Center and the Health Provincial Directorate (DPS) facilities. Up to 2013, support was via the banking account of the DPS, and then via e-SISTAFE. The funding modality through e-SISTAFE enabled easier reporting (since the information could be extracted directly from the system), and better integration of funding with the government's planning and reporting process. The change to budget support was combined with capacity strengthening for budget execution through SISTAFE. Danida funded the technical assistance, provided through a local company specialized in PFM. The company provided training for the provincial directorate and district services. An in-house financial advisor was also provided to the DPS. With e-SISTAFE reporting improved, managers could extract reports from the system facilitating the development of their management reports. In 2016, e-SISTAFE was set up in six districts, followed by three more districts in 2017, allowing a decentralized budget execution in these nine districts.

The main achievements of Danida's support were: establishment of planning mechanisms, results-based management, and improved monitoring and analysis capacity. Through benchmarked indicators, the sector was able to provide accurate information on the required number of health units and the quantity of financial, material and human resources to ensure proper access to health services and to attain the defined results in the annual plans. Furthermore, the negotiation capacity with the central government improved, since the sector could structure its plans based on well-evidenced needs. As a positive side-effect of improved capacity in planning and financial management, the volume of resources managed by the province increased. For example, the budget for the construction of health units increased from 24 million MZN to 40 million MZN, which shows that there was trust in the sector management capacity. Moreover, consistency in the planning process stimulated other partners to fund the health sector in the province and negotiations are currently taking place with various donors. With these prospects, the support of Denmark not only contributed to the improvements in the health service, but also established the foundations for further mobilization of resources to improve services based on a well-evidenced planning process

Lessons learned

- Support to public financial management was important to decentralization, since it created the conditions for the use of national systems in the management of external donor funds, for example Danish funds. It also improved the efficiency and the transparency in the allocation of funds, hence allowing more autonomy to local governments to manage their projects. In this regard, it contributed to empowering local governments. However, the effects of these changes were not always positive, there is also the flipside stemming from the dynamics of the process of change. For example, channelling funds through CUT in most cases improved efficiency and transparency, but at the same time caused delays in the allocation of resources to the sectors, particularly due to liquidity problems it created, since all sector funds are disbursed through the same account, and those who come first are first served. The development of capacity at the local level was not a linear process. Whilst it went smoothly from the central to the provincial government, from here to the district it faced some resistance. This occurred partly due to the reluctance of the provincial level to relinquish power, but also because of the difficulties in the districts to create the necessary capacity of financial management to decentralize funds. These examples show that dynamics and power relations within the system and across different levels can delay the intended process of change or make it less effective. Understanding these dynamics is important for the effectiveness of the support, especially when the intervention involves multiple government levels, with multiple actors and complex dynamics.
- Denmark's multifaceted contribution to deconcentration has not been documented in a comprehensive and systematic way, which can limit the possibility of learning and sharing of experiences and good practices with other stakeholders. In the future, it is important to consider keeping an institutional memory of this kind of processes.

Case study¹⁷ 3: Fighting Malnutrition – The Tete experience

Introduction

There are persistent high mortality rates for infants and young children due to malnutrition in Mozambique. In 2010, the rate of Chronic Malnutrition, also known as stunting, was 44% among children under five. There are also periodic outbursts of acute malnutrition, due to natural disasters and food insecurity. Malnutrition reduces the immunity and impairs physical and cognitive development of children. Stunting up to two years, damages learning abilities irreversibly.

The Mozambican Plan of Action to Reduce Chronic Malnutrition (PARMDC)¹⁸ for 2010 -2015 was formulated by the Government together with development partners to respond to the high levels of chronic malnutrition in the country. The Technical Secretariat for Food and Nutritional Security (SETSAN), under the Ministry of Agriculture, coordinates the implementation of the plan at national, provincial and district levels. The second phase of the plan is currently being implemented (2015-2020). SETSAN is also responsible for the Strategy for Food Security and Nutrition, ESAN.

SETSAN has managed to ensure the integration of PARMDC activities into seven government sectors, namely the Ministries of Agriculture, Health, Education, Public Works and Hygiene, Youth and Sport, Women and Social Action, and Industry and Trade. Denmark has supported SETSAN at the central level, and in Tete and Gaza provinces, through core funding, and technical assistance via advisors contracted both by the Danish Ministry of Foreign Affairs (MFA) and a consultancy firm.¹⁹

Decentralised decision-making – joint ownership at local level

The roll-out of the PARMDC in Tete Province illustrates a unique example of multi-sectoral and multi-level coordination. Tete was the first province to launch the plan together with all planned sectors²⁰, and is so far, the only example of where coordination at the provincial level has successfully been followed by coordination at the district level. This process has tested an approach to encourage different sectors to jointly address a complex development challenge, as well as an attempt to make everyone understand what nutrition is about and to get all sectors to grasp their role in implementing the plan at district and provincial levels. All consulted stakeholders involved in PARMDC stressed that the Danish financial support and central and provincial technical assistance had played a key role in this process.

PARMDC's objective was to reduce stunting to 20% by 2020. All provinces have provincial PARMDC plans. Tete and Gaza provinces have managed to implement the plan also at the district level with the support of Danish funds. In 2009, Denmark was approached by the former minister of health, Dr Ivo Garrido, with the request to support the plan. Some minor support was provided. In the planning of the fifth phase of the health sector programme (2012-2017), core support to SETSAN was included.

Geographical focus: National and Tete and Gaza provinces

Support modalities: Earmarked funds prior to the support to SETSAN; Core funding to SETSAN through the GoM using e-SISTAFE; Project funds and Technical Assistance to UniLúrio to increase the number of nutrition graduates and improve the quality of the nutrition teaching; Technical Advisors at central and Tete provincial levels.

¹⁷ The Case Study is part of the Evaluation of the Danish engagement in Mozambique 1992-2016, commissioned by the Danish Ministry of Foreign Affairs.

¹⁸ Plano de Acção Multisectorial para a Redução da Desnutrição Crónica.

¹⁹ Project support is also provided to UniLúrio University to increase the number of nutrition graduates and improve the quality of the nutrition teaching.

²⁰ The PARMCD in Gaza province started with fewer sectors.

Technical staff from each sector started by developing the plan at the provincial level during the first year of implementation (2013), under the lead of the provincial SETSAN coordinator (Provincial Department of Agriculture). The coordinating team expanded already during the second year, when it became clear that being responsible for both programmatic issues and financial management was not sustainable, and focal points for financial management were integrated in the coordination. In 2014, technical provincial staff also started to coordinate the plan with their counterparts at the district level. Together they saw the need to adapt the plans even more to different local contexts, avoiding a generic model of planning. This was achieved by having the local technical staff on board.

The SETSAN coordination in Tete and the implementation of PARMDC started with 7 districts (2013), expanding to 10 in 2014, 13 in 2015 and finally to all 15 districts in 2016. Denmark wanted first to focus on only some of the districts, but the SETSAN opted to include all districts progressively over a period of time. During this process, many trainings were held for the focal points on planning at provincial and district levels, and there were many meetings both to consolidate the group and to get the right kind of activities into the different plans.

Results-based planning and implementation, including financial management, have increasingly been introduced at the level where the activities take place. This planning was integrated into e-SISTAFE²¹ and the Danish funds were channelled to SETSAN through the Treasury Single Account, CUT. Tete is one of the few examples where the provincial PARMDC has been implemented so far²², and the only one where all districts are engaged in the PARMDC. This is an impressive achievement considering that SETSAN has no mandate to push other line ministries to join but their engagement depends on how they follow their own commitment to the plan. In comparison the experience in Gaza started with fewer ministries involved to learn from a more limited coordination and at national level the coordination between the seven ministries has been difficult.²³

Awareness raising models

The experiences in Tete province include different approaches to how to reach out to the local population. The education sector has included discussions on nutrition in all districts, working with both students and parents. Tsangano district has implemented a pilot project with young peer-educators reaching out to both other students and the whole community (see box below). The agriculture sector has coordinated their work with farmers' associations and unions distributing seeds together with trainings, resulting in shifts in what is being produced both for local markets and household consumption. Other awareness raising initiatives involve culinary demonstrations conducted by volunteer mothers in the communities, as part of the health work. They show both how to cook traditional dishes and well as cooking with new types of vegetables earlier not cultivated in the district, for example sweet potato and beetroot. There are also initiatives addressing community leaders and district administration to reach out to parents and children. Some hospitals and clinics have nutrition technicians and/or nurses specially trained on nutrition. In particular they target pregnant women and new mothers, using different incentives to attract the mothers to give birth at the clinical centres.

Overall, the level of awareness of the importance of nutrition has increased and many of the districts have examples of engaged local nutrition "activists". There is an increasing interest in nutrition among other actors, including community based organisations and different provincial

²¹ State Financial Management System, SISTAFE, and its Electronic Application, e-SISTAFE.

²² All provinces have developed provincial PARMDC plans, with activities taking place mainly at provincial level

²³ Interview with SETSAN.

and district platforms. SETSAN claimed that the overall knowledge in the province on the importance of fighting both chronic and acute undernutrition has improved. It is important that this higher level of awareness is maintained through continuous community work, something that would benefit from a stronger involvement of civil society and other non-governmental actors. Some of the approaches are also highly dependent on continuous funding, like the provision of seeds and baby and mother kits (to attract women that otherwise would not come to the clinics to give birth), and sustainability plans need to be developed.

Child-to-Child approach in Tsangano district – a Rights-based child-centred initiative

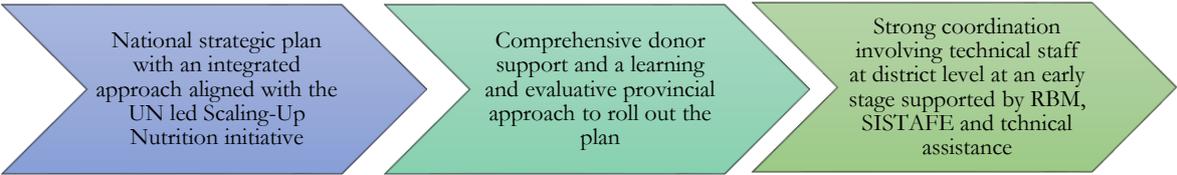
SETSAN Tete decided to launch the pilot Children’s Participation in Learning & Action in Nutrition, CPLAN, in Tsangano district in 12 schools with primary-school-aged children. CPLAN aims to increase children’s knowledge, skills and attitudes on nutrition and to mobilises them to share nutritional messages and practices with their family and community. 38% of children under five in Tsangano are chronically malnourished, but there is plenty of food in the district.

The pilot was designed as a study, to test something new. In the beginning, the pilot met some resistance from public officials, since the project implied more work for the Ministry of Education. SETSAN at central level lobbied the Ministry of Education to integrate the pilot into the curricula, or at least launch the pilot in other provinces/districts in order to increase its impact.

This participatory pilot focused on behaviour change through the empowerment of children, based on the Convention of the Right of the Child, UNCRC. The CPLAN action plan was designed through consultations with children at Josina Machel Primary school, in Tete City, and the pilot started in January 2014. Trainings were provided to teachers and community mobilisers. School Directors participated in an orientation workshop on CPLAN and planning skills. During the inception of the pilot, 120 school children in grades 4 to 7 attended several workshops to learn the methods and practice what they had learned. They used cameras to film their progress communicating messages to others. School directors, teachers and facilitators further developed the approach based on lessons learned during the first phase of the pilot. New trainings were provided, and discussions were held with parents and community leaders. Doctors and nutritionist facilitators, along with district staff and project facilitators, continued to develop the skills and understanding of the approach to nutrition.

Children from each primary school grade (9 to 14 years old) were elected to become members of the School Clubs. Teachers and community ‘mobilisers’ work with the children through interactive and play oriented methods (every other Saturday) on one nutrition topic, linked to the National Curriculum for Primary Schools. The topics are: 1. *Balanced Diet* 2. *Micronutrients* 3. *Malnutrition* 4. *The Food We Eat* 5. *Preserving & Conserving Food* 6. *Cooking Food & Sharing Food Fairly* 7. *Feeding Babies 0-12 months* 8. *Growth Monitoring*. Pedagogical materials including story books for children were co-created with teachers in the rural and the urban schools and the School Clubs used these materials to share the messages with peers and their families.

The pilot has had a great response among the students and the community members and several spin-offs were registered, as for example a child led community radio initiative. SETSAN staff informed the evaluators about an evaluation of the approach in Tsangano (2016) and indicated that the CPLAN is extremely promising and making a positive impact on family hygiene nutrition practices. Apart from the Danish support, the project also had support from a UK based children’s organisation during the evaluated period.



Factors promoting the change

- ✓ Mozambique's membership of the Global Scaling-Up Nutrition (SUN) Movement leading to investment in the implementation of the PARMDc.
- ✓ SETSAN - as the national SUN focal point together with nutritional development partners - has been instrumental to being able to translate the SUN movement global strategy into national action.
- ✓ Allocation of and direct access to funds where the implementation of activities are expected to happen. Danish funds directly channelled to SETSAN through CUT and SISTAFE
- ✓ Functional multi-sectoral provincial coordination with thematic and financial focal points, including at the district level.
- ✓ Committed provincial and district level technical staff, provided with capacity building opportunities and participation in planning, implementation and monitoring of the activities.
- ✓ Achieved and maintained coordination between all involved ministries leading to an increased understanding of the role of each area to promote awareness and behaviour changes related to nutrition.
- ✓ Possibility to test and develop different approaches, including pilot projects.
- ✓ Committed and specialised technical assistance to SETSAN at provincial and central level provided by Denmark.
- ✓ The initiative could benefit from the on-going SISTAFE process and the Danish alignment to CUT and use of governmental systems.
- ✓ Denmark was willing to fund this new initiative and use part of the budget allocated to the health sector programme. Denmark has put great effort into implementing and decentralising PARMDc, championing the support to coordinate the national plan, and then to develop the provincial plans. From its inception, the initiative has had a strong support from the Danish Embassy (nutrition specialist) and through the technical health and nutrition advisors.

Lessons learned

- ✓ New and innovative models need both comprehensive support and time. Denmark was willing to support the SETSAN with core funding and complement the support with technical expertise and incentives to expand the number of nutrition experts in the country. This comprehensive support provided SETSAN with stability and attracted other donors. Being a new and demanding approach, time has been insufficient to consolidate the positive results at provincial level and there is a risk that both the effects and the lessons learned from the Danish support to Tete will be lost unless other funding is secured to the province.
- ✓ The model of full implementation of the PARMDc was developed in Tete with Danish funds. The experience has been scaled up and copied by at least six other provinces in the country with support from the World Bank and the Irish Aid. It will be important to share experiences between these provinces and Tete province to strengthen the results.
- ✓ A substantial number of development partners are providing support to the PARMDc through different and uncoordinated aid modalities. Few of them use government procedures, and most only fund certain components of the plan. The procedures for planning and budgeting in Mozambique are vertical, and not easy to use for transversal activities. Nutrition outcomes will only be achieved if there are 'simultaneous' intervention activities in several key technical areas and sectors. Consulted stakeholders stress that a Nutrition Funding mechanism would be useful.