

**Joint Training Seminar on Aid Effectiveness,
Decentralisation and Local Governance**

Training Workshop

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FINAL REPORT

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1 Background and Partners

This report summarises the approach and proceedings of the *Joint Training Seminar on Aid Effectiveness, Decentralisation and Local Governance*, which was held in Maputo from 18th to 20th April 2012.

The Development Partners Working Group on Decentralisation & Local Governance - DeLoG represents an informal network of 27 bi- and multilateral development partners that seeks to enhance alignment and harmonisation of DP support to decentralisation and local governance (DLG)- www.delog.org . Under the umbrella of the joint learning network learn4dev DeLoG has developed and tested a Joint Learning Programme (JLP) “Aid Effectiveness, Decentralisation and Local Governance” to contribute to the capacity development of DPs and Partner Government Institutions for more effective development cooperation in DLG.

The Government of Mozambique through the Ministry of State Administration and the national working group on Decentralisation in Mozambique (DWG) jointly requested DeLoG to support the implementation of an in-country seminar. This seminar constitutes the first experience of implementing the JLP in a specific country. The generic modules have been shortened and adapted to the country contexts and the specific needs of the organisers and the participants.

The choice of Mozambique as the venue for the first DeLoG training course in Africa was motivated by the following reasons: Firstly, the Mozambican government is engaged in a far reaching decentralisation process and a national policy and strategy for decentralisation was in the final stages of formulation at the time the course was held. Secondly, the country presently holds the Chair of the *All Africa Ministerial Conference on Decentralisation and Local Development* (AMCOD).¹ And thirdly, a considerable number of bi- and multilateral Development Partners support the Mozambican decentralisation process and coordinate their work through the DWG.

The Mozambican government showed a strong sense of ownership and the DWG was very interested in organising the training course in cooperation with DeLoG. The event was financed by the Swiss Agency for Development Cooperation (SDC), by DeLoG (supported by GIZ) and the

¹ AMCOD was born from the initiative of African Ministers in charge of Decentralisation, meeting on the sidelines of Africities 2000 Summit at Windhoek, Namibia and the AMCOD Constituent Assembly held in Yaoundé, Republic of Cameroon, in December 2003. Its primary mission is to promote formal discussions among African countries centred on decentralisation and local development.

Mozambican government. Technical and logistical support came from the DWG that was chaired by Italy.

Three consultants, financed by SDC, were contracted to help to implement the event, i.e. to advise on the design, develop and adapt modules and to facilitate the training sessions. Two of them, Emmely Benschop from The Hague Academy for Local Governance, and Christiane Loquai from the European Centre for Development Policy Management (ECDPM), Maastricht, had been involved in designing and testing the above-mentioned pilot training course in Brussels. The third consultant, Bernhard Weimer, MAP Consult/Maputo, was responsible for ensuring the adaption of the training contents to the Mozambican context.

2 Objectives and target group of the training event

According to the TOR, the seminar had the following objectives:

1. Promote closer interaction among all interested stakeholders;
2. Foster a common understanding of the concepts of harmonisation, alignment, decentralisation and local governance among representatives of the GoM, development partners and CSOs;
3. Improve the understanding on how the aid effectiveness principles relate to decentralisation and local governance in Mozambique and how they can be put into practice;
4. Increase the knowledge of the basic concepts of administrative decentralisation across and within sectors, including concepts such as de-concentration, delegation, devolvement and divestment; the subsidiarity principle and multi-level governance, as much as the understanding of fiscal decentralisation and own revenues as a way to strengthen accountability, and of the relationship of decentralisation with sector-support programmes;
5. Deepen the knowledge of Decentralisation policies and monitoring frameworks in Mozambique;
6. Identify possible forms of harmonised support to strategies and programmes for decentralisation and local governance.
7. Debate on strategic issues at national and international level in the field of support to decentralisation and local governance.

The **target group** was to consist of a maximum of 40 participants. It brought together officials from central and local governments (policy makers and technical experts), representatives of DWG and civil society organisations from national and sub-national levels.

As the following sections and the evaluation results will illustrate, all of the above objectives have been met.

3 Target Group and Participants

Altogether, 45 participants attended the seminar. The group's composition corresponded to the above-mentioned criteria, i.e. it included representatives of central government key ministries [Ministries for State Administration (MAE), Finance (MF) and Development Planning (MPD)] and of those sector ministries relevant to service delivery (Education, Health, Public Works / Water, Justice). There were also quite a number of participants from the provincial, district and municipal governments. Moreover, representatives of NGOs from both the national and provincial level (Nampula Province) and a wide array of aid partners / donors supporting decentralisation participated in the event.

The interest in the training seminar was consistent, as reflected in a low average rate of absence of participants during the three-day course.

Sporadic coverage of the event by TV and radio (official opening, interviews with participants) and the preparation of a press communiqué created wider public awareness on the event and its objectives.

Conclusions:

The participation in the event more than matched the expectations of the organizers.

All the objectives of the course were met, by and large, with objectives 1, 2 and 4 exceeding the expectations. There was, however, a feeling that the sessions relating to objectives 3 and 6, relating to aid effectiveness and harmonisation, could have been explored more in depth, in particularly as regards the translation of principles into concrete actions and changes in donor behaviour.

4 Training

4.1 Course Programme

The course programme² built on contents and modules that had been developed for the DeLoG Pilot Training Event in Brussels (2011). They were fitted into a three day programme that reflected the specific thematic interests of the organizers, in particular that of the MAE, and the time and budget constraints of organizers and participants. The general contents were adapted to the local context, and complemented by a number of case studies from African countries relevant to Mozambique. The final version was jointly agreed upon by the Government of Mozambique (Ministry of State Administration-MAE) and the DPWG.

According to the results of the mid-term and end of course evaluation, participants considered the quality and mix of the course content most adequate for the purpose. From their perspective an additional half day would have been desirable, given the rich (sectoral) experiences represented in the course, which was not fully utilized in the discussions or in separate workshops (e.g. on health).

4.2 Methodology

4.2.1 Approach

The methodology of the course was guided by two main principles:

1. The training course should be *context specific*: the nearer learning can be brought to the 'real' world, the more acceptable it will be and therefore the more quickly and effectively participants will learn.
2. The training course should be highly *interactive*: the more participants are involved and can offer their own experience, the more and the faster they are likely to learn. It is also a way to make the learning applicable to their daily work.

The sections below explain how each of these points was taken into account in the preparations and the implementation of the course.

² see Annex 7.3: Course Programme

4.2.2 Context specificity

The philosophy of the seminar was based on the principle of adaptation to local reality. This was achieved in several ways.

First, the development partners the Ministry of State Administration on behalf of the Government of Mozambique jointly identified those topics of the generic training course that were of relevance for Mozambican context. A specific participants kit that complemented the kit of the generic course was prepared. This kit provided information guidance on the content and learning methods of each session. It also provided summaries of key readings and referred participants to further literature. These references included recent studies on decentralisation in Mozambique.

Second, a local expert was recruited to ensure that the approach and course material was well adapted to the Mozambican context and duly reflected the interests and needs of participants and the organisers. Thus, the local consultant helped to identify relevant local experiences and case studies, advised on how best to adapt the material of the generic course and prepared a paper on the history, outcomes and challenges of decentralisation in Mozambique in Portuguese and English. This paper also described several experiences of support to decentralisation in Mozambique and raised some question to help framing the course and the debate. This helped participants to relate the more theoretical elements of the course to their own country context and stimulate discussions on how development partners, government and civil society could better work together in furthering the decentralisation process. Furthermore, the paper provided guidance to the international consultants. The local expert also played an important role in helping the international consultants to calibrate their contributions, i.e. to adapt them to the Mozambican context and specific needs of the participants (e.g. inclusion of case studies from the background paper, adapting the length of presentations).

4.2.3. Interactive training methods

Participants learn with and from each other, and, from the very start of the programme, they were encouraged to take an active role in the training course. An icebreaker exercise during the opening session helped to create a positive learning environment and an open atmosphere for an exchange of experiences and opinions. PowerPoint presentations were deliberately kept short and concise, to allow for a maximum amount of interaction. Throughout the course, a number of interactive training methods were used, such as buzz-groups, small group work and guided (panel) discussions. To keep

the energy level of the participants high, several “energiser” exercises were incorporated in the course.

Trainers can provide participants with theories and literature, tools such as checklists and operational guidelines and case studies, however in the end it is up to the participants to make use of this input. It is therefore important to already collect feedback from participants on how they perceive this input for learning and plan to make use of it during the course. Thus, participants were invited to participate in a mid-course evaluation on the second day of the course. This evaluative element allowed the trainers to get an idea about the overall degree of participants’ satisfaction with the course content and training methods, and to get feedback on what they could improve in the remaining sessions. Moreover, each day one participant was asked to do a wrap-up of the course content, summarising key points and his/her impressions. Both tools provided feedback-loops that helped to make adaptations during the course in line with proposals by participants.

The interactive methods and the efforts made to gear discussions to the specific context in Mozambique were highly valued by the participants. This clearly emerges from the evaluation results.

4.3 Session content and some results

The following section gives a brief overview on the constituent elements of the course programme, including brief summaries of the discussions, and results of group work.

First Day

4.3.1 Official Opening

The Permanent Secretary of MAE officially opened the training event, representing the Minister, who could not perform this function as originally scheduled, as she had to attend to other important business. In his introductory note of welcome, the Italian Ambassador expressed his appreciation and encouragement for the event placing it in the context of efforts of donor harmonisation and alignment to national policies.

These introductory welcome notes were followed by a presentation by the head of the DeLoG Secretariat, which outlined the mission and activities of the group, commented on the recent international debate on harmonisation and aid effectiveness, including on the implications on the

agreements reached at the High Level Forum on Aid Effectiveness in Busan. The presentation also pointed to the results of recent studies that had been conducted by DeLoG with a view to further the discussion on harmonisation and aid effectiveness of support to decentralisation and local governance. While the discussion on this presentation showed the participants' familiarity with the constituent elements of the Aid Effectiveness Agenda, a number of participants also raised doubts on the effectiveness of new aid modalities, such as programme-based approaches in general and budget support (general and sectoral) in particular and the cost of harmonised approaches in terms of time and energy dedicated to meetings. Other points raised were the implication of the financial crises in many of the donor countries and as well as problems of corruption in recipient countries.

4.3.2 Concepts and context

This session served to define key concepts and sketch the key elements of decentralisation in Mozambique, including external support provided by donors. A group exercise helped to identify and jointly reflect on potential advantages and disadvantages of both centralized and decentralized political and administrative systems.

The session showed that participants were largely familiar with the basic decentralisation concepts and could easily engage in a discussion on advantages and disadvantages of decentralisation. The discussion of the Mozambican context brought to light, that a) there are no reliable or easily accessible statistics concerning donor support to de-concentration in sectors (health, education, roads etc.) and b) that the role of the provincial level and territorial aspects of decentralisation have been somewhat neglected.

4.3.3 Political Economy Analysis (PEA) and political decentralisation

From the initial discussions on the course programme with the Government of Mozambique it emerged that the Government of Mozambique considered a focus on PEA somewhat sensitive and not so relevant. However, as the evaluation result show, the topic did attract interest and appreciation by some participants and triggered discussions on issues, such as the role of clientelism and local elite capture in the Mozambican context.

The group work showed that participants had a basic understanding of the driving forces of the political economy, such as extractive industries, special economic zones, China as forceful emerging development partner as well as on the motives and incentives for decentralisation (e.g. global

trends, more participatory governance, advantages of subsidiarity). Examples of good practices of devolution in Mozambique were identified in the discussions, notably participatory budgeting in Dondo, solid waste management in Tete City and examples of public-private partnerships (e.g. in management of recreational areas) in Maputo.

4.3.4 Administrative Decentralisation

The focus of this session was on de-concentration. The session also included a case study on local water supplies in Mozambique. The case was well chosen and generated ample discussion. It became clear that the de-concentrated management of local water supply systems is a classical example for the validity of the subsidiarity principle. Besides, the case study and discussions illustrated that success of de-concentrated management, hinges, among other factors, on the size of the town, the number of consumers, their purchasing power and the quality of infrastructure available. In the case of Mozambique, the water infrastructure dates back to the colonial period, is in many cases fairly run down and cannot cope with the growing demand for water supply and related services. Where recent investment in decentralised service delivery and infrastructure was made, the local water systems may be effective, but not necessarily economically viable. Yet, it seems that there is no real alternative to de-concentrating and / and or devolving responsibility for water supply systems. There was a broad agreement that such reforms have to be accompanied by institutional capacity building and training of water managers in order to be able to achieve a greater efficiency and economies of scale. It was also highlighted that the problem of free riders needs to be addressed.

Second Day

4.3.5 Fiscal Decentralisation

The presentation of this rather complex and technical topic was well received by the participants (see evaluation results). The examples from Mozambique on different aspects of fiscal decentralisation (local taxation, financial and fiscal sustainability of the municipalities, division of taxes between central and local governments etc.) facilitated the debate of key issues of fiscal decentralisation. Issues raised in the discussion concerned the political economy of local government taxation, e.g. the fact that the wealthier strata of the population have a relatively lower tax burden since property taxes are hardly collected), elite capture of resources via attribution of investment contracts etc. and what a participant referred to as a 'downward corruption value chain'.

A mayor, participating in the seminar, also pointed to present disincentives for municipalities to raise capital for investment within the financial sector (commercial banks). A few participants expressed the view that the advantages of fiscal decentralisation weighed more heavily than its disadvantages. They emphasised that the fiscal autonomy of Mozambican municipalities was an important advantage vis-à-vis the districts, for which disparity of resource allocation between sectors was noted. The need for more resource-transfers from the central to local government, especially to the poorer ones, was emphasized.

Participants showed particular interest in the principle of “finance follows function” in relation to revenue assignments and the fact that different services can be funded by different revenue sources (e.g. user fees, local taxes, ear-marked funds, equalizing transfers). Another issue that was of high relevance to the participants was the issue of mobilisation of revenues from local government’s own resources. Discussions revolved on the question of how local governments could make better use of their potential to raise their own revenues and the impact that this may have on the downwards accountability and quality of services.

4.3.6 Decentralisation Policy and Strategy

This session revolved around two inputs, a presentation on the decentralisation strategy formation in Mali by one of the international consultants and a presentation by an official from the Mozambican Ministry of State Administration, which focussed on the key elements of the Mozambican government’s strategic view for its future decentralisation policy and strategy.

Notably the Mali case generated a lot of questions, e.g. on the relevance of the local (political, cultural environmental etc.) context for strategizing on decentralisation, the weak economic base of many municipalities in Mali, the cost involved in implementing the policy and high dependence on external support from donors, the systems for financing local government in Mali and the conflict potential inherent to the co-existence of de-concentrated and devolved entities at different tiers of local government, typical of the administrative context in francophone West Africa.

The two presentations paved the way for a session of group work, in which the groups were tasked with identifying the key elements of a decentralisation strategy.

4.3.7 Case study: Drafting key elements of a decentralisation policy and implementation strategy for Afrilandia

This session provided participants with the opportunity to jointly reflect on key elements of a policy and strategy formation. For this purpose, the trainers had prepared a case study featuring the fictitious country of Afrilandia, whose government had recently launched a process of strategy formation on decentralisation and local governance. The process of strategy formation was piloted by a (fictitious) group of consultants who had been tasked with developing proposals on the content, approach of this exercise.

Thus, participants were divided up into working groups. Each group was supposed to focus on ONE key aspect of strategy formation, i.e. 1) overall strategy formation and steering of the process, 2) developing a strategy component on capacity building and information strategy, 3) the strategy for fiscal decentralisation and municipal financing; 3) decentralisation in sectors with particular linkages between the general decentralisation policy and the mining and agricultural sector.

The information for the assignment was presented in the form of a briefing paper that summarised key features of the decentralisation process and the political, economic, administrative context as well as the geographic features of *Afrilandia*. Each group was given the same amount of time to prepare their case, put their points on a card board and later present the result of their work to the plenary (and a fictitious committee of government representatives). The key points that were identified by the four groups are summarized in Annex 7.4.

The results of the exercise demonstrate that all groups and their members were able to identify key contents and process elements of strategy formation in the area assigned to them. The discussion in the groups served to produce rather coherent and relevant arguments in favour of decentralisation and raised important issues on decentralisation policy and strategy needs to address. The exercise was considered productive, creative and a success in terms of outcomes. In a way it successfully tested the subject matters of the previous training sessions. However, as the evaluation shows, many participants felt that the time allocated to this group exercise was insufficient.

4.3.8 Management by Results and Monitoring and Evaluation (M&E)

Due to a shift in the programme (i.e. a late presentation of the discussions input on the Mozambican decentralisation policy and strategy and time constraints arising from giving priority to the Group work on 'Afrilandia'), the presentation for this session and the discussion on it needed to be substantially shortened. Thus the topic 'result-based management' was presented in a very condensed way and the focus was put on strategic and operational challenges in monitoring and evaluating decentralisation. Unlike originally intended, the presentation and discussions could not address aspects such as the selection of indicators or inter-sectoral coordination in M&E. There was also hardly any time left for discussion and it was agreed to try to deepen the discussion during the session on harmonisation (session 4.3.10).

Nevertheless, differences (in scope, methodology etc.) between a result based-management and monitoring framework and more general M&E approaches could be highlighted, as well as the importance of selection of adequate indicators and targets in the monitoring framework. The presentation also referred to participatory approaches and the rather scarce experience with harmonised efforts to build up nation-wide monitoring and evaluation systems. The presentation and ensuing discussion underlined the importance of base-line studies, the need to decentralise statistical systems and capacity building at the level of de-concentrated and decentralised entities of government to ensure the production and up-dating of disaggregated data. The participants were encouraged to study the comprehensive PPP on this topic and the training material in their Kits. One of the conclusions of the second day was that there should be more time for discussing and exploring these highly technical and complex issues in future seminars.

Third Day

4.3.9 Implementation of decentralisation and service delivery

This session largely revolved around a case study of decentralisation in Zambia, in particular on the Zambian Decentralisation Implementation Plan (DIP). The session also examined decentralisation in a social sector, namely health. The discussions and group work showed that the big bang approach to decentralisation that was followed in the case of Zambia proved counterproductive and expensive despite the fact that it resulted in considerable progress in sectorial decentralisation, including the health sector. At the same time, it was stressed that even a gradualist approach needs "a qualitative

jump” at a certain point in time, i.e. its transformation into a nationwide approach, if the institutionalisation of a permanent gradualism is to be avoided.

The discussion also stressed the importance of successive governments’ commitment to a national decentralisation policy and its implementation instruments, and particularly to transferring an increased share of the national budget to local governments. Such commitment could also positively influence the donors’ willingness to help financing the reform. The presentation and discussions emphasised the need for investing in local capacity building and to provide incentives to qualified staff to work at the local government level as well as the strong involvement of local consultative frameworks and councils in policy making and implementation (as is the case in Mozambique).

Evaluation results showed that a number of participants felt that more emphasis could and should have been given to the issue of financing of decentralized service delivery, including the question of the most appropriate modalities. Thus, this session could have better responded to the specific interest of the Government of Mozambique and their chairmanship of the AMCOD, which has given high priority to this question.

4.3.10 Donor support to decentralisation reform, harmonisation and alignment

After a brief introductory presentation on different options for harmonized donor support, the session proceeded with the case of DANIDA’s environmental sector programme which provides support to the central, provincial, district and municipal government in Mozambique and aims to align with the partner countries policy and systems. The presentation by DANIDA’s provincial advisor demonstrated that alignment with national procedures has consistently increased over the past years, notably as regards planning, budgeting, disbursement of assistance through a central treasury account and reporting. However, little progress has been achieved with regard to auditing. The presentation also showed that the national PFM system is sufficiently capable, efficient and effective to monitor the planning and spending of DANIDA’s funding for the sector. The presenter pointed to the fact that the total share of the national budget that is allocated to and spent at district level remains very low, in general, and particularly low for the sectors of health and agriculture. This means that finance does not necessarily follow function in Mozambique, a fact that was strongly debated in the discussions following the presentation.

Overall, the sequencing and choice of topics of the sessions were adequate and corresponded to the initial agreement between the trainers and the organisers. The training approach was received

positively by the participants, who actively collaborated and participated in the sessions and working groups, thus paving the way for rich discussions. The time management of the sessions constituted a challenge, especially on day 2 and 3, but all participants showed understanding for small changes of and adjustments to the time schedule.

The group work on Afrilandia can be considered one of the highlights of the seminar, since it stimulated creative use of the subject matters discussed and learned in previous sessions and own appearances of the members of each group. Discussions in the group were rich and critical and all the groups produced outputs of impressive quality. It would have been useful to allocate more time to deepening the discussions on harmonisation and M&E in Mozambique, since some of the participants had rich sectorial and more detailed experiences with harmonized programme approaches such as the National Programme of Decentralized Planning and Financing (NPDPF) and the National Municipal Programme (PDA).

5 Outcome

The outcome produced by the training event can be disaggregated in the following way:

5.1 Material outputs.

These included the production and distribution of:

- a) A participants' kit, containing the DeLoG background material (modules of the generic course), session outlines, hand-outs for each of the session hints to relevant literature and other didactical material;
- b) Power point presentations for all sessions (in Portuguese)
- c) A background paper on decentralisation in Mozambique (in English and Portuguese) that framed the course and raised some questions for debate.

It is planned to make the material available to participants and partners in the form of a CD. The material will also be published on the DeLoG website (www.DeLoG.org).

5.2 Impact on participants' learning and knowledge

Four tools were used for gauging this impact and participants' satisfaction with the course content and organisation: a) Wrap ups by individual participants on day 1 and 2; b) an interim assessment by

participants at the end of day 2, c) a joint evaluation which revolved on the participants' "take away points" and d) an evaluation questionnaire which participants filled in anonymously at the end of the course.

5.2.1 Results: wrap ups

The mayor of Nampula did the wrap-up on the first day. He was positive on the course and highlighted the following points:

- The intensive interaction and mutual learning among all participants;
- The excellent training methodology, i.e. the mix between presentations of a more academic nature, references to the local context in Mozambique and case studies and the mix of presentation, group work, buzz groups and discussions; the blending of perspectives from the international, national and local debate;
- The relevance of topics, with specific reference to a focus on local water services (labelled as 'orphans' of donors partnerships) in the session on administrative decentralisation / service delivery,

The wrap up on the **second day**, done by the representative of UNICEF interventions in the water sector, stressed the following points:

- The session on fiscal decentralisation was considered very relevant, since it managed to join more technical elements with a focus on policy making and issues related to citizenship and taxes. The speaker stressed that the examples on the water sector illustrated the need to recognize the relationship between the levels of water fees on the one hand, and the quality and coverage of the service, on the other hand, which determines the willingness of clients to pay.
- The case study of the process of decentralisation strategy formation in Mali was quoted as an interesting example that - in view of recent events in the country – raised questions on the appropriateness of the decentralisation model chosen, highlighted the importance of cultural factors in the design of a strategy and the need to reflect on how to address fiscal decentralisation in the context of strategy formation with a view to building sustainable local governance structures.

5.2.2 Interim assessment

At the end of the second day, participants were asked to give a first feedback on the course by using three different faces as symbols of appreciation (i.e. a smiling, a neutral and a disappointed face) and add their comments and observations. The results of this assessment are summarised in annex 7.5.) They show that none of the participants expressed disappointment with the course content and organisation. Most participants were either very or rather satisfied. In their comments a number of participants suggested to leave more space for open discussions and exchange and keep presentations short. This point was taken on board during the third day (e.g. organisation of a panel discussion, more buzz groups, joint evaluation of learning points and shortened presentations).

5.2.3 Participants 'Take Away' points

Annex 7.6. gives an overview of the points that participants felt they had learned and would take away from the course ('take away points'). These points have been grouped into clusters and discussed with participants during the joint evaluation. They refer to aspects such as the methodology, the quality of the material, and the course programme and to content issues (e.g. capacity building, harmonisation of support).

The points raised in table 7.6 show that participants not only appreciated the way the JLE was organized and facilitated, but also gained better awareness and knowledge as well as a clearer opinion on what they consider crucial tenets of successful decentralisation. What is noteworthy is the appreciation expressed for the interactive training approach. In fact, some participants mentioned that they plan to start using interactive methods in their own workshops and meetings. On the whole the take away points and oral explanations that were given during the seminar show that participants assessed the overall assessment of the training course positively in terms of exchange and learning.

5.2.4 Evaluative questionnaire

In addition to these participatory evaluation tools, the trainers also prepared a questionnaire in Portuguese. The questionnaire asked for feedback and comments on the course organisation, the course material provided, the content and the approach and gave participants the opportunity to provide feedback and recommendations to the trainers in an anonymous way.

The responses confirmed earlier feedback provided. They show the following trends:

Overall, 23 participants responded to the questionnaire. The completeness and details provided in the submitted evaluation sheets varied greatly from one respondent to another.

Most participants who completed the evaluation form at the end of the seminar **were highly satisfied with the way the course was conceived and organized, from the provision of day-to-day logistical services to the quality of course material, thus making the training a real success.**

The **course logistics** were judged either good or excellent by 95% of the participants who responded to this the relevant questions. In terms of course facilities, including translation/interpretation, most participants judged it excellent, with only two respondents out of 10 judging it 'adequate'. All respondents assessed the quality of logistical and administrative support as well as the information provided prior to arrival at the venue as good or excellent. Similarly, the choice of accommodation, and the services provided in this context, such as the quality of the food, received high scores. The only "black spot" with regard to logistics was the internet-access, which was considered difficult at times.

90% of the respondents considered the overall quality of the course content and programme to be of quality. All participants highlighted that the course achieved its stated course objectives and met most expectations, although some participants wished the course had gone into more depth in some areas. This remark was related to the relatively high number of topics addressed during the seminar: A number of participants highlighted that small improvements could be made with regard to the time available for the number of topics addressed in future training seminars, some proposed to foresee additional days in order to provide more time for sharing experiences represented for the large number of topics covered.

Nine out of 10 respondents considered the logical flow of the course programme good, and participants highly appreciated the flexibility the seminar organisers and trainers showed in tailoring course content to the interest participants and in reshuffling the programme to meet specific needs.

It is clear from this evaluation that participants highly appreciated the opportunity to participate in the training. They assessed it as being particularly relevant to their work and current learning needs. In their view the training event not only contributed to strengthening their knowledge of the concepts and practice of decentralisation (strategy design, implementation and monitoring including aspects of harmonisation, but also allowed the share and learn about experiences from the Mozambican context and other countries.

In this context, one participant emphasized the fact that the tools acquired during the seminar will be of tremendous help for his/her future work related to initiatives and innovation in decentralisation for the justice sector. Another participant judged the seminar particularly timely (“the course has been very useful as we are about to provide funding to the provincial and district authorities”).

The high level of satisfaction can also be deduced from the active engagement of participants in course and group work, which was considered adequate (or more than adequate) by all respondents.

Other factors that were perceived to have made the course, a success, included

- the right size of the groups for both the plenary sessions and group work (only two respondents out of 11 would have preferred a slightly smaller group for the plenary sessions);
- the high competence of the facilitators who delivered clear presentations, provided useful guidance throughout the course, ensured a satisfactory level of interaction with participants and showed a good ability to balance group needs and specific individual needs (only two respondents out of 11 thought improvements could be with regard to this last point);
- the relevance of supporting materials and the effectiveness and diversity of the training methods chosen by the facilitators. In this respect, most respondents considered that the balance in the number of plenary lectures as opposed to interactive group-work was adequate, although two respondents out of nine mentioned that they would have preferred fewer lectures.

Content-wise, “fiscal decentralisation” was judged by far the most relevant topic of the course. The session on administrative decentralisation and the cases from other African countries (Mali and Zambia experiences) were also quoted as particularly relevant.

In terms of topics that could have deserved more attention, respondents notably mentioned the following: 1) accountability, 2) the role of civil society, and 3) the context, objectives and political motivations affecting and driving the decentralisation process in Mozambique. Respondents also mentioned that the course could have gained from focusing further on successful experiences when it comes to the actual implementation of decentralisation and harmonisation and from adopting

additional *critical* lenses, both literally (i.e. going beyond politically correct languages) and figuratively (gender approach, anthropological lens...).

Box 1 summarizes some of the main lessons and key insights participants reported to have gained from the course in the standardized questionnaire.

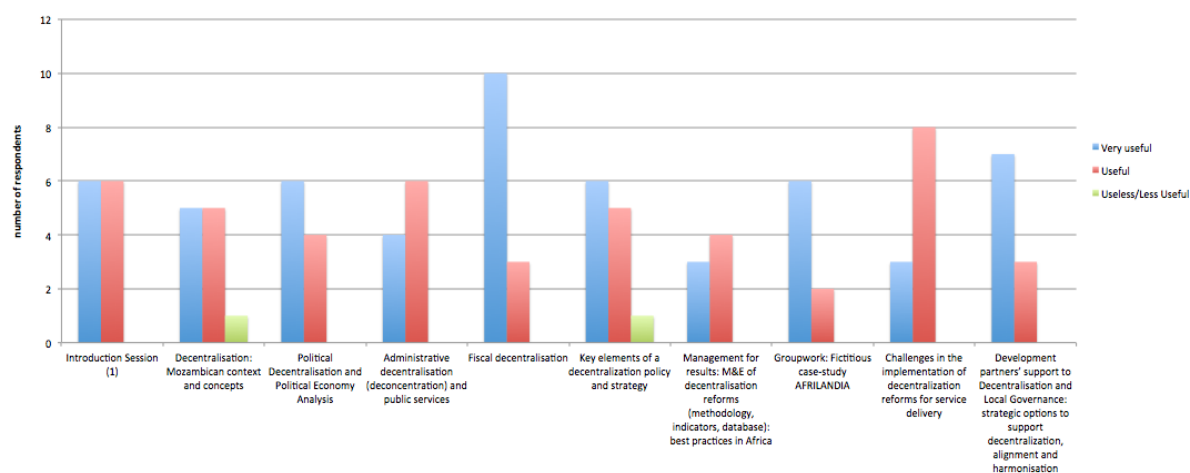
Box 1: Main lessons from the course – What did participants say?

To the question “What are your main lessons from this course, what do you take home?”, respondents replied:

- that the decentralisation process in Mozambique and other African countries is non-reversible (2 answers) and need to be taken forward gradually (2 answers) and that (investment in building the capacities of) human resources and infrastructure need to accompany the process
- Development Partners should have a predominant role in the implementation of decentralisation
- the importance of decentralisation and of the improvement of public service delivery
- find/ make a strategy for harmonisation with local governments and stakeholders at local level
- necessity to harmonise experiences in this sector in the whole State system
- the experiences from other countries
- some group discussions
- concepts like transparency and accountability
- end-of-day wrap-ups and participants' reflections
- relation between decentralisation and allocation of resources
- learning by doing!

Source: Evaluative Questionnaire

The questionnaire also asked participants to evaluate each individual session. Most participants highlighted that they found all sessions useful as illustrated in the outcome-graph below. As mentioned above, the session on fiscal decentralisation was highly valued, notably because it allowed participants to grasp highly technical concepts and policy practices. Some participants highlighted that the topic could had been explored in even more depth. In the words of one participant, this session allowed him to better discern the potential challenges that might arise when transferring and allocating resources to municipalities.



Note: (1) The introduction session refers to the introduction to the concepts of Aid Effectiveness, Harmonisation, Decentralisation and Local Governance and their linkages, implications of the BUSAN High Level Forum. Point of the situation on implementing the Paris-Accra-Busan agenda in Mozambique.

Source: Evaluative Questionnaire

ANNEX 6.7 Summarises the main points highlighted per session as noted in the questionnaires.

Lessons Learned and Recommendations

The joint in-county training course on in Mozambique was the first of its kind. From this experience valuable lessons can be drawn for similar in-country courses that may be organized in the future and the upcoming second generic course on decentralisation that will be organized in Switzerland at the end of August 2012 for staff of DeLoG members' organisations.

This chapter focuses on lessons learned and recommendations for future in-country courses. However, the international consultants have also been asked to provide a note on lessons learned and recommendations for the upcoming second generic training course that will be organised in August 2012. These recommendations feature in the annex 7.8.

5.3 Lessons learned

From the point of view of the authors of this report, a number of lessons have been learned in the course of the preparation, facilitation and evaluation of the training event in Mozambique.

The following points constituted were crucial to the success of the Training Course and its positive appreciation by participants and the organisers.

First, the way the course was designed, organized and moderated, i. e. efforts made to adapt the generic course and methodology to the specific context in Mozambique and the needs of the participants and organisers was essential. This is reflected by the results of the different evaluative elements. The combination of international and local expertise and the preparatory discussions (skype conferences) were certainly instrumental in this regard.

Secondly, the interactive training methodology (i.e. the mix of presentations, buzz groups, working groups, case studies, “energizer exercises” etc.) was highly appreciated by all participants. This may not be surprising taking into consideration that training in Mozambique is often reduced to face-to-face teaching.

Thirdly, the mix of topics addressed and the combination of more theoretical content, with references to the international debate, on the one hand, and examples from Mozambique and other African countries, on the other, hand allowed participants to better understand the complexity of decentralisation reforms and some of the debates in their own country and put it in the perspective with experiences in other countries. Thus, the discussions were not too abstract, although participants did not necessarily always explicitly refer to the Mozambican context in the discussions and the contributions, especially when politically sensitive topics were addressed.³ Nevertheless, participants did dare to voice some critical points and discuss challenges for decentralisation and local governance in Mozambique.

In this context it should however be noted that the evaluation results and some feedbacks received during the course underlined that the mix between presentations and discussions could have been more balanced, in favour of the latter. Shorter and less presentations would have provided more space for the sharing of experiences and peer learning. An extension of the course to a total of four rather than three training days maybe worthwhile to consider, as it would provide the necessary time for deepening participatory elements.

Fourthly, the fact that participants came from different professional and institutional backgrounds helped to take on board different experiences, perspectives and positions, i.e. from the central and local government level, various sectors, NGOs and donors. This mix of participants was generally considered conducive to mutual listening and learning. The different perspectives also enriched the

³ it is noteworthy that the presentation by the Ministry of State Administration on the strategic view on decentralisation was not discussed at all.

debates, which were sometimes quite controversial, thus reflecting the different views and positions found with actors of decentralisation and related development cooperation in Mozambique.

5.4 Recommendations

The terms of references of the seminar requires the consultants to come forward with **recommendations** for future seminars. Drawing on the experience of this first DeLoG in-country seminar in Mozambique, the following recommendations are given for future improvement

The first refers to the contractual **arrangements** and lines of accountability for the trainers, notably the harmonisation of their TOR. Since these differed and were elaborated by two different institutions, the lines of command and accountability for the three facilitators were not always clear. This led, on few occasions, to misunderstandings and to unnecessary frictions among them, which, however, never affected the smooth running of course. It is therefore recommended, that for future events the TOR of the consultants should be harmonized, e.g. in a single TOR-framework which defines the tasks and work orders for all consultants, and should be shared with all parties involved in advance. It would also be useful for the trainers to have more time for jointly preparing the course in situ before the workshop. This would allow for a better fine-tuning of the agenda, of working methods and presentations etc., especially if the consultants do not have any previous experience of jointly working together.

The second recommendation concerns the coordination of **logistical support**. Overall the contributions of different members of the organising committee on the side of the donor group were impressive. However, for the facilitators it was not always clear which member of the organising committee was responsibility for facilitation equipment, copying services etc. and what contractual arrangements had been made with the conference centre. A recommendation for future organizers is thus to make a check list with all the different logistical tasks and provide a copy of this list to the trainers at their arrival.

A last issue concerns **translation services**. As the background paper for the course⁴, the PPPs and hand-outs of participants' kit had to be translated to Portuguese, the availability of competent translators (and a budget for translation) were crucial preconditions for the success of the event.

⁴ this was written in English to enable the non Portuguese-speaking facilitators to familiarize themselves with the Mozambican context.

Thanks to good will and improvisation on all sides, especially on the part of translators, the organisers were able to meet this challenge. However, these factors, especially the rather short term availability and high dedication of translators cannot be taken for granted. It is therefore important to foresee sufficient time for identifying and contracting competent service providers and a budget for these services,

Finally, we recommend foreseeing a budget for a training of four rather than 3.5 days. This would better allow to deal with the wide variety of topics raised in the course and do justice to the technical complexity of some of these topics (such as fiscal decentralisation), which - in our view - require more time for questions and explanations. A four-day course would also allow for more in-depth discussions, peer learning and sharing of experiences among the participants, which, in the case of the Mozambican event were sometimes cut short to meet the rigour imposed by a rather tight agenda.

6 Annexes

6.1 Terms of Reference

**Consultancy: Local contents coordinator and trainer for
the DeLoG training seminar in Mozambique on
Harmonisation, Decentralisation and Local Governance**

I. The in country DeLoG training seminar

To increase their capacity in planning, implementation, monitoring and evaluation, the DWG, in coordination with the Development Partners Working Group on Decentralisation & Local Governance (DeLoG), will organize a three days DeLoG in country training seminar in Mozambique, scheduled for April 18 to 20, 2012.

DeLoG has produced and tested their training materials on Aid Effectiveness, Harmonisation and Decentralisation and Local Governance in a joint effort of 5 Development Partners. The generic modules represent according to DeLoG “the first building block of a demand driven modular training under the Train4Dev umbrella”⁵.

As the Government of Mozambique (GoM) is committed to the implementation of the aid effectiveness principles as well as to the on-going de-concentration and decentralisation process they have with the DWG jointly requested DeLoG through its secretariat to make the course contents accessible to Development partners, Government and CSOs working in support to Decentralisation and Local Governance in Mozambique. DeLoG with funding from SDC will support, an in-country joint learning event that will reflect on the reality, context, and challenge of the decentralisation process in Mozambique and on how to make development cooperation in Decentralization and Local Government more effective. The seminar will be based on in depth analysis of local case studies, programmes, policies and strategies.

⁵ www.train4dev.net

The philosophy of the seminar is based on the principle of adaptation to local reality: among the contents provided in the different modules (www.DeLoG.org) the development partners and, on behalf of the Government of Mozambique, the Ministry of State Administration have jointly identified the most relevant topics to enhance their understanding and develop their capacities to monitor decentralisation and local governance reforms in Mozambique.

Objectives of the training seminar

- a) Promote closer interaction among all interested stakeholders;
- b) Foster a common understanding of the concepts of harmonisation, alignment, decentralisation and local Governance among representatives of the GoM, development partners and CSOs;
- c) Improve the understanding on how the aid effectiveness principles relate to decentralisation and local governance in Mozambique and how they can be put into practice;
- d) Increase the knowledge of the basic concepts of administrative decentralisation across and within sectors, including concepts such as de-concentration, delegation, devolvement and divestment; the subsidiarity principle and multi-level governance, as much as the understanding of fiscal decentralisation and own revenues as a way to strengthen accountability, and of the relationship of decentralisation with sector-support programmes;
- e) Deepen the knowledge of Decentralisation policies and monitoring frameworks in Mozambique;
- f) Identify possible forms of harmonised support to strategies and programmes for decentralisation and local governance.
- g) Debate on strategic issues at national and international level in the field of support to decentralisation and local governance.

Target group

The event is designed for a number of maximum 40 participants in order to maintain the quality of learning and conditions for discussion. Development partners, central and local Government officials (technical and high-level) and civil society organisations from national and sub-national levels are considered within the target group.

Among GoM's representatives, besides Ministry of State Administration, Planning and Development, Finance, Environment relevant institutions participation from sub-national Governments and from

the main social sectors (Education, Health and Water) should be assured. Moreover, relevant resource-persons at the Ministry of Finance, Civil Service and Planning should be involved in the initiative. The participation of representatives of local Governments, for instance mayors, is strongly encouraged.

In relation to partners, besides members of the DWG, the participation of representatives of the main social sectors is envisaged.

Representatives of CSOs active in support to Decentralisation and Local Governance will also be invited.

However, the DWG (MAE and partners) will have the final decision regarding who participates in the course.

II) Objectives of the Consultancy

Design and conduct the training seminar in coordination with DeLoG international consultant.

Design all aspects regarding the local contents of the training seminar; including providing required inputs and coordinating inputs by other consultants and by the participants.

Contribute to the actualisation of the DeLoG training modules where required.

III) Expected results

1. Joint in country seminar is successfully implemented.
2. Lessons learnt and recommendations on aid efficiency, decentralization and local governance useful for the Mozambican context are identified.

IV) Expected products

a) A thought provoking paper that provides an analysis of the major challenges of the decentralisation process in Mozambique, focusing on financing of basic public services. In this and/or other documents, such as written presentations, the consultant will provide:

- a brief analysis on the state of the decentralisation reform process;
- identification of the main challenges and bottlenecks of the process;
- assessing the financing of local public services and demonstrate the existing problems;

- cases /examples to illustrate the problem;
 - conclusions and recommendations
- b) A training seminar proposal, based on existing programme, including contents and methodology, designed in coordination with DeLoG international consultant, putting emphasis on interactivity and space for debate.
 - c) Several in-depth short presentations, based on the most recent literature, on specific topics (as in the programme)
 - d) Local contents of the training on the base of the DeLoG training materials and methodology, in coordination with DeLoG international consultant;
 - e) Paper summarizing main findings, lessons learnt and recommendations from the workshop useful for the Mozambican context

IV) Methodology and working arrangements

The consultant will review and use the relevant literature available on decentralisation and local governance as well as on aid effectiveness and donor harmonisation. DWG, GoM and DeLoG will also provide key literature to be included.

The consultant will interview key stakeholders to receive first hand information and to validate the information provided in the literature and to create examples and case studies.

The course is co-led by the “local” consultant (in charge of local contents and adapting the existing material to the local context in collaboration with the international expert) and the DeLoG international consultant (in charge of international contents, especially the dimension of harmonisation, coordination and aid effectiveness). They work as a team.

Lead for the overall organization is with the Decentralisation Working Group (DWG) who is also in charge of facilitating contacts with Mozambican authorities and organize the official opening part.

DWG and DeLoG validate the proposals by the experts for the course contents and methodology. The funding partner will finally approve the products.

V) Duration

The consultancy will have a duration of 20 days.

17 days for elaborating and drafting the thought provoking paper and his own presentations, and for coordinating the local contents of the training seminar.

3 days for the presentation and full participation in the training seminar.

VI) Required Qualifications

- Extensive knowledge and proven experience in the field of decentralisation and local governance in Mozambique
- Knowledge of international aid effectiveness architecture and donor organisations.
- Capacity and experience to link conceptual and operational aspects.
- Skills and experience in facilitating seminars.
- Excellent analysis, synthesis and consolidation capacity.
- Excellent writing and oral skills in English and Portuguese.

Maputo, February 24th, 2012

6.2 List of Participants

NOTE: The final revised list of participants was not yet available at the time of the writing of this report.

Nr	Name	Institution	Function	e-mail
1	Nadia M. Hassamo	Ministry of Finance – DNO (National Directorate of Budget)	Officer	nadahassamo@gmail.com
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4	Antonio Fernando Mandlate	District Government Vilanculos	Administrator	---
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8	Castro Namuaca	Mayor of Nampula City	Mayor	---
9	Eduardo Buller	Decentralisation Programme GIZ	Counsellor	Eduardo.buller@giz.de
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11	Joao Marciano da Cruz	Governo da Cidade de Maputo		---
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20	Pedro de Carvalho	AKILIZETO – ADS CSO Nampula	Advisor	Carvalho.pde@gmail.com
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25	Ismael Sulemane Junior	Italian Cooperation	Economist	Ismael.sulemane@italcoop.org
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31	Higino Longamane	Ministry of State Administration	Permanent Secretary	
32	Inocencio Macuacua	Irish Embassy	Governance Advisor	

33	Orlanda Rafael	Ministry of State Administration	National Director for Territorial Organisation	orlandarafael@yahoo.com.br
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45	José Atilio ...	Ministry for Industry and Commerce	Adviser to the Minister	
46	Jochen Mattern	DeLoG Secretariat	Coordinator	
47	Bernhard Weimer	MapConsult	Facilitator	
48	Emmely Benschop	The Hague Academy of Local Government	Facilitator	
49	Christiane Loquai	ECDPM	Facilitator	

6.3 Course Programme

Curso conjunto sobre Eficácia da Ajuda, Descentralização e Governação Local

Estrutura do Programa

Abreviaturas: CL, Christiane Loquay; EB=Emmely Benschop, BW= Bernhard Weimer

	Quarta feira, 18 de Abril	Quinta feira, 19 de Abril	Sexta Feira, 20 de Abril
07.30	Registo dos participantes		
	Facilitadora: EB	Facilitador: BW	Facilitadora: EB
08.00	Introdução ao Curso Cândida Moiana MAE e Laura Bott, SDC	Tema: Descentralização fiscal.	<i>Continuação da Discussão do dia anterior sobre estudo de caso Afrilândia</i>
	Voto de saudação: S.E. Embaixador da Italia	Objectivo: Entendimento comum sobre os conceitos: (transferências orçamentais, arrecadação e gestão das receitas, etc.) e conhecimento de boas praticas em Mocambique e em Africa , com foco ao financiamento dos serviços públicos a nível descentralizado.	Tema: Desafios na implementação das reformas de descentralização para <i>prestação de serviços</i> .
	Abertura oficial do curso Exmo Senhor Higinio Longomane Secretário Permanente, Ministério da Administração Estatal	Metodologia: Apresentação, trabalho em grupo e discussão exemplos de Moçambique e de outros países.	Objectivo: Discussão dos sucessos e desafios do processo de implementação da descentralização, com enfoque na prestação de serviços públicos: capacidades, recursos humanos e financeiros, relações inter-governamentais etc..
08.00-10.00	Apresentação do programa	Oradora: EB	Metodologia: Apresentação, Trabalho em grupo e discussão e exemplos de Moçambique e de outros países.
	Ice breaker: apresentação dos participantes		Orador: BW
	Tema: Introdução aos conceitos de harmonização, eficácia da ajuda, descentralização e governação local e seus vínculos; implicações da conferência de BUSAN. ponto de situação na implementação da agenda de Paris-Acra-Busan, em relação à descentralização		

	Orador: Jochen, Mattern, DeLoG/GIZ Discussao		
10.00-10.05	Intervalo Café	Intervalo Café	Intervalo Café
	Facilitadora: EB	Facilitadora: EB	Facilitadora: EB
10.15-12.00	<p>Tema: Descentralização: Conceitos e contexto moçambicano.</p> <p>Objectivo: Entendimento comum sobre os conceitos básicos (devolução, desconcentração, delegação descentralização fiscal, etc.: e sobre o contexto moçambicano de descentralização (historial, formas e abordagens, municipalização, apoio internacional resultados)</p> <p>Metodologia: Apresentação, trabalho em grupo e discussão.</p> <p>Orador: BW</p>	<p>Tema Elementos chave de uma Política e Estratégia de Descentralização.</p> <p>Objectivo: Entendimento comum da filosofia, abordagem e dos elementos chave da política e estratégia de descentralização</p> <p>Apresentação 1: Linhas mestres do pensamento estratégico sobre descentralização em Moçambique Apresentador: MAE</p> <p>Apresentação 2: Experiências em outros países Africanos Apresentadora: CL</p> <p>Metodologia: Apresentação e discussão + trabalho em grupo (tarde)</p>	<p>Tema: Apoio dos parceiros a Descentralização e Governação Local: opções estratégicas de apoio à descentralização, alinhamento e harmonização</p> <p>Objectivo: Entendimento comum sobre os formas de articulação doadores no apoio a descentralização Discussão dos sucessos e desafios no apoio dos parceiros e da sociedade civil à descentralização e à Governação Local (Moçambique e outros Países).</p> <p>Metodologia: Apresentação, e discussão Trabalho (chuva de ideias) em 3 grupos: a) doadores; b) governo; c) Outros incl gov e doadores. Usar exemplos de Moçambique e de outros países</p> <p>Oradores: CL, Hans Erskog, DANIDA</p>
12.00-13.00	Intervalo Almoço	Intervalo Almoço	Intervalo Almoço
	Facilitadora: CL	Facilitadores: CL, EB, BW	Facilitadores: EB
13.00-14.45	<p>Tema: Descentralização política e análise da economia política.</p> <p>Objectivo: Entendimento comum de conceitos básicos da análise contextual e de conhecimentos de instrumentos teóricos de análise.</p> <p>Metodologia proposta: Apresentação, discussão, trabalho em grupo, resumo e discussão</p> <p>Orador: BW</p>	<p>Trabalho em Grupo:</p> <p>Estudo de caso fictício: Afrilandia</p> <p>Grupo I: Formular / propor elementos chave de uma política e estratégia nacional de descentralização</p> <p>Grupo II: Formular / propor elementos chave para um sistema de monitoria para implementação de um programa estratégico de descentralizado</p> <p>Grupo III: Formular / propor elementos chave para o</p>	<p>Avaliação do curso</p> <p>Objectivo: Avaliar a maneira como o curso decorreu e avançar propostas concretas sobre como melhorar.</p> <p>Metodologia: A ser apresentada pelo DeLoG</p> <p>Facilitador: EB e Jochen Mattern, DeLoG /GIZ</p> <p>Encerramento Oficial:</p>

		<p>apoio do programa estratégico alinhado e harmonizado pelos parceiros internacionais</p> <p>Apresentação e discussão dos resultados de trabalho em grupo</p>	Representante dos parceiros e governo
14.45-15.00	Intervalo Café	Intervalo Café	Café Final
	Facilitador: BW	Facilitadora: EB	
15.00-16.45	<p>Tema: Descentralização administrativa (desconcentração) e serviços públicos</p> <p>Objectivo: Entendimento comum sobre os conceitos e conhecimento de boas praticas no financiamento de serviços públicos a nível continental. (</p> <p>Metodologia proposta: Apresentações, trabalho em grupo e discussão; Exemplos de Moçambique e outros países.</p> <p>Oradora: EB</p>	<p>Tema: Gestão por resultados: monitoria e avaliação das reformas de descentralização (metodologia, indicadores, base de dados etc.): Boas práticas em Africa</p> <p>Objectivo: Entendimento comum sobre conceitos básicos e metodologia de monitoria, construção de indicadores e diagnósticos básicos</p> <p>Metodologia proposta:</p> <p>a) Apresentação e Discussão</p> <p>b) Continuation group exercise of session 3.2</p> <p>Oradora: CL</p>	
	Wrap up - Resumo	Wrap up - Resumo	

6.4 Results of Group Work: Case Study 'Afrilandia'

The case study consisted in an exercise of drafting elements of a decentralisation strategy for the government of the fictitious African state of *Afrilandia*. For this purpose, the participants received a briefing paper that outlined key political, economic, administrative and geographical features of *Afrilandia*, some challenges of the current decentralisation process of the country as well as a map (see Participants Kit). Participants were divided in four groups and told that they were part of a team of consultant who was to advise the government of Afrilandia on strategy formation. Each group was asked to work on one of the following specific aspects of strategy formation:

- overall aspects of strategy formation (process and content)
- the strategy for capacity development and information
- the strategy for fiscal decentralisation and municipal financing
- decentralisation in sectors, notably mining and agriculture and the overall coherence of sector strategies with the decentralisation process

At the end of the session, each group was asked to present their results to a (fictitious) jury of government representatives and the other participants. For the outcome, the participants had to define key elements of strategy formation (content, actors, etc.). This served as background for their tasks for which they formed four working groups of (fictitious) consultants.

The below table summarises the main points of each of the presentations as presented to the plenary.

Working Group	Aspects	key issues
Group 1: Decentralisation policy framework:	Strategic objectives	<ul style="list-style-type: none"> • bottom up approach based on consultation and dialogue • strengthen democratic processes • strengthen public administration at all levels • accountability of government and state towards citizen • promote national unity
	Principles of decentralisation strategy	<ul style="list-style-type: none"> • transparency of the process • accountability • participation of citizens at all levels
	Challenges to be addressed	<ul style="list-style-type: none"> • maintain national unity and peace by addressing regional disparities • recognize ethnic diversity and reflect it in strategy • reflect regional disparities in infrastructure investment (railways)
	Priority actions	<ul style="list-style-type: none"> • fiscal decentralisation with formula for resource distribution (vertically and horizontally) • capacity building and HR raining, including civil society) • harmonize administrative, financial and political mechanisms • invest in inter-ministerial and sectoral coordination
	Key actors	<ul style="list-style-type: none"> • Ministry of Local Government and Decentralisation • Cooperation Partners aligned with government systems and procedures




Working Group	Aspects	key issues
Group 2: Fiscal decentralisation	Key actors	<ul style="list-style-type: none"> • Government and President • Political parties • Ministry of Local Government and Territorial Administration • Ministry of Finances • National Tax Authority • traditional authorities (in some provinces) • private sector • Aid Partners / Donors for aligned support
	Major Challenges	<ul style="list-style-type: none"> • Decentralisation policy and strategy not yet defined • how to address regional disparities in budget resource allocation • broadening and formalizing of tax base • definition of accountability mechanism for the tiers • How to optimally tax mineral wealth • equalization between wealthy and poor municipalities • infrastructure (railways) need major public investment
	Priority actions	<ul style="list-style-type: none"> • formulation and approval of National Decentralisation policy and strategy , plus implementation plan • Institutional capacity building • Training in HR , notably in: <ul style="list-style-type: none"> – taxation and tax administration – in IT • construction of N-S railway link

Working Group	Aspects	key issues
	Definition	capacity building includes institutional capacity and HR training dealing with knowledge, skills and attitudes
	Key Actors	<ul style="list-style-type: none"> • Central government: <ul style="list-style-type: none"> – Ministry of Local Government and territorial Administration, – Ministry of education – ministry of environmental affairs • local governments (executive) and assemblies • Governors / Prefects • Traditional leaders • Civil society
Group 3: Capacity Building	context and challenges	<ul style="list-style-type: none"> • regional disparities • no N-S Rail link • regional conflict potential (low / medium intensity conflict) is threat to stability • new mineral discoveries pose risk to regional balance and national unity • conservative and centralist attitude of policy makers not in favour of decentralisation • mind set needs adjustment and focus on solutions which minimize conflict potential
	Priority activities	<ul style="list-style-type: none"> • Training need assessment reflecting challenges • Capacity building on conflict resolution • training for accountability, internal control and transparency • mix of training, including: non-formal and literacy education, functional (professional) skills and formal education • gender approach to training and specific focus on women • specific capacity building for (national and local) media
	Instruments	<ul style="list-style-type: none"> • national training and capacity building plan • secured financing (by state budget and aligned and harmonized support by international partners)

Working Group	Aspects	key issues
Group 4: Decentralisation, agriculture and extractive industries	Key Actors	<ul style="list-style-type: none"> • (central) Government • local communities • Civil society • Private sector (national) • International capital
	Challenges	<ul style="list-style-type: none"> • involve local level in / decentralisation of decision making processes • decentralize relevant competencies (e.g. involvement of local level in management of land, granting of concessions; • adjustment of legislation of sectors to fit decentralisation • observe local cultural factors and practises • management of conflicts
	Key aspects to be taken into account	<ul style="list-style-type: none"> • economic aspects (markets, profits, taxes, infrastructure) • political aspects (drivers of change, national, local elites) • social aspects (mitigation of resettlements, labour conflicts, wealth – poverty / income distribution) • environmental (environmental impact assessment, mitigation of environmental damage)
	Priority activities	<ul style="list-style-type: none"> • participatory monitoring of changes introduced by large scale mining and agriculture • adjustment of legislation in favour of local authority / government

6.5 Interim Evaluation

In order to monitor the quality of the training and be able to better adapt the approach to the needs of the participants, the facilitators conducted an interim evaluation at the end of the second day of the course. For this purpose participants were each given a card, asked to rate the past two days according to the below scale and note comments on their. This rating exercise was not obligatory, but participants nevertheless took advantage of the opportunity to provide feedback. This feedback was taken on board, and in line with comments, the trainers ensured that the last day was mainly dedicated to a structured exchange of experiences on specific topics rather than presentations and group exercises.

		
0	<ul style="list-style-type: none"> • Bom esforço; tradução complicou • Falta de tempo para debater e trabalho em grupo • Poucos grupos <i>buzz</i> no segundo dia • necessário mais tempo para discussão em plenária • Mais tempo para ouvir experiencias concretas • satisfeito 	<ul style="list-style-type: none"> • Interactividade, boa troca de ideias e experiencias • Muito bom • Boa mistura de estudos de caso (outros paises), discussão, aspectos práticos • Excelente trabalho • Muito satisfeito • Participação activa de todos os participantes • Estou orgulhoso de ter sido convidado • Apresentação dos temas de forma didáctica

6.6 Joint final evaluation: Take away points

Topic / Issue	Take way points/lessons learnt
Opinions on the training event and methodology	<ol style="list-style-type: none"> 1. Excellent interaction of participants 2. Very good work; 3. Useful, appropriate and timely event; 4. Very useful; 5. Now I know that decentralisation is a challenge and needs to be well planned to produce the desired effects; 6. My lessons learnt: Better understanding of: <ul style="list-style-type: none"> • conceptual and theoretical issues concerning decentralisation • local and central government's perceptions of and ideas about decentralisation; • best/ worst practices from other countries 7. Daily wrap up very useful as a reflection on matters discussed; will use it myself in future 8. Lessons learnt: on political decentralisation and political economy analysis
On challenges for decentralisation process / implementation	<ol style="list-style-type: none"> 1. Fiscal decentralisation is a major challenge (3x) 2. Need to work closely with the Ministries of Finance and Development Planning in sectoral decentralisation. We cannot do it alone. 3. Approach to capacity building must be participatory and effective; 4. We need conducive conditions and RH capacity building so that all stakeholders understand the decentralisation process properly and for its effective implementation; 5. The decentralisation process must be well monitored to guarantee effectiveness and success. 6. Transparency of the decentralisation process.
On decentralisation strategy	<ol style="list-style-type: none"> 1. Importance of policy formulation process 2. Devolution is the way to give back the power to the lower level of public administration; 3. Decentralisation has more advantages than disadvantages (in comparison to centralization) 4. For effective implementation of decentralisation a solid National Decentralisation Policy and Strategy is needed; 5. Decentralisation must be done in a gradualist way to reflect / ensure inclusion of the demand for service provision 6. Mozambicans like to discuss the theme of decentralisation 7. decentralisation must be the future driving force of development; 8. the major decentralisation challenge is to produce tangible results for the population and achieve a reduction of poverty indices;
on harmonisation and alignment	<ol style="list-style-type: none"> 1. we need to start looking at the best way of harmonisation (of donor support) with local governments 2. need for integrated implementation of all (sectoral) components of decentralisation

6.7 Final Evaluation

RESULTS SESSION BY SESSION

Session	Key Take-Away Message	Most relevant aspect of the session with regards to the daily work of the respondent	Areas for improvement
Introduction to the concepts of Aid Effectiveness, Harmonisation, Decentralisation and Local Governance	<p>new trend of aid coordination and harmonisation</p> <p>harmonisation is also a question of ethics</p>	<p>to understand and switch the level for harmonisation and coordination from central to local level</p> <p>Busan/aid effectiveness (through resource mobilization)</p>	
Decentralisation: Mozambican context and concepts	<p>- decentralisation process in Mozambique is still new, it is a slow but continuous process</p>	<p>- most important was the context of Mozambican reality</p> <p>- the historical and political context</p> <p>- It was also useful to build a common perception of the decentralisation process in Mozambique</p>	<p>- GoM's motivation for decentralisation and history of it were not explained enough;</p> <p>- some questions were addressed in a very politically correct way</p> <p>- more examples from the Mozambican context could have been provided</p> <p>- the whole picture of decentralisation in Mozambique could have been more clear, information was too general/academic/theoretical rather than a practical (empirical explanation)</p>
Political Decentralisation and Political Economy Analysis	<p>- decentralisation depends more on political and historical factors</p> <p>-without political will it is not possible to deepen the decentralisation process</p>	<p>- gained new perspectives</p> <p>- some lose and some win with decentralisation</p>	
Administrative decentralisation (deconcentration) and public services	<p>- Mozambique needs to go slowly with decentralisation</p> <p>- need to bring services closer through decentralisation</p>	<p>- Distinction between decentralisation and deconcentration</p>	<p>- other sectors in Mozambique were not illustrated</p>
Fiscal decentralisation	<p>- fiscal decentralisation depends much on objective conditions</p> <p>- 'funds follow functions'</p>	<p>- acceleration of fiscal decentralisation in Mozambique</p> <p>- Municipalisation</p> <p>- it was possible to see potential challenges in resource allocation to municipalities</p>	<p>- topic of fiscal neutrality</p> <p>- this topic needs to be seen more in-depth</p>
Key elements of a decentralisation policy and strategy	<p>- negotiation / pragmatism</p>	<p>- pragmatism</p>	<p>- one of the speakers could have shown more enthusiasm</p>

Management for results: M&E of decentralisation reforms (methodology, indicators, database): best practices in Africa	<ul style="list-style-type: none"> - action/ reflection/ action - M&E is essential for the progress of decentralisation 	<ul style="list-style-type: none"> - exemption/ application of accountability to guarantee good practices in Africa - methods learned - to apply reasonable methods for reforms 	
Group work: Fictitious case-study AFRILANDIA	<ul style="list-style-type: none"> -exchange of experiences -several perspectives on practice -it's necessary to go gradually from macro to micro 	<ul style="list-style-type: none"> - teach/ sensitize communities 	
Challenges in the implementation of decentralisation reforms for service delivery	<ul style="list-style-type: none"> - implementation needs to be linked to the existence of basic conditions to make it more effective - the centre of the process is the citizen 		

SOURCE: QUESTIONNAIRE

6.8 Recommendations for the generic DeLoG course in Switzerland

The joint in-country training course on Harmonisation and Aid effectiveness in the field of Decentralisation and Local Governance in Mozambique, was the first of its kind. From this experience valuable lessons can be drawn for similar in-country courses that may be organized in the future and the upcoming second generic course on decentralisation that will be organized in Switzerland at the end of August 2012 for staff of DeLoG members' organisations.

1. Recommendations on the methodology:

Participatory training methods

In the evaluations of the pilot course in Brussels and the joint course in Mozambique, participants explicitly expressed their appreciation for the participatory elements of the training methodology. For the Bern course we recommend to limit the time for oral presentations even further and maintain participatory elements, such as buzz-groups, small-group work and discussions and role-play.

Other participatory elements such as panel discussions and cases from participants should also be a part of the course, but for these methods it is crucial that the participating agencies assist the consultants with selecting participants that are willing and able to provide interesting contributions. Such participant's contributions will provide the participating organizations with an opportunity to showcase and promote their good practices.

Wrap-up and evaluation

The mid-term evaluation was very well received in Mozambique. Participants appreciated to have an opportunity to voice their opinion during the course and make recommendations for improvement. Their feedback was taken into account in the programme of the following day, which they clearly valued (see evaluation results).

The daily wrap-up by one of the participants, which was also practiced in the pilot course in Brussels, was again a success. The wrap-ups reflected the discussions of the day well, gave the trainers a sense of which aspects the participants most valued and what they took along from the different sessions. The wrap-ups also helped to create a greater sense of ownership, i.e. it made the

participants feel more responsible for the outcomes of the course. We thus strongly recommend retaining this feedback element for future courses.

Cross-fertilization

The in-country course in Mozambique resulted in a wealth of insights. It would be very good if one or two people who coordinated the in-country course could participate in the open course, to ensure cross-fertilization. This might also be a good way to create interest amongst participants who attend the generic course for hosting in-country courses. For the up-coming course in Switzerland, it would be certainly an asset to associate Francesca Bruschi, who as the main coordinator of the Decentralisation Working Group in Mozambique, was crucial to the success of the course and can provide participants with first hand information on her experiences, including information on what the organization of such a course involves for donor groups and how the course has contributed to stimulating or furthering the discussion on decentralisation in Mozambique.

With respect to the content:

Afrilandia case study

We would recommend to integrate the Afrilandia case into the programme of the Bern course and allow participants to spend more time on this case (e.g. half a day), as the lack of sufficient time to prepare the group presentations was a recurrent comment in the evaluations of the Mozambique course. We also advise the donors not to put the Afrilandia case online ahead of the beginning of the course, so that participants will not have a constricted view. Of course, this case will have to be adapted over time to reflect the particular interest and hot issues emerging in the countries that may host future courses. Nevertheless, a lot of the basic information can be reused in future courses.

Additions / changes to sessions

Practice and donor support in the field of decentralisation and local governance evolves over time. There are a number of issues that have recently gained attention in the international arena and that might be valid to be included (more prominently) in future courses:

- *Political Economy Analysis*: Since the pilot course, more literature on the political economy of decentralisation and local governance has been published. The current session is very generic and references to these new studies, amongst others from Bernhard Weimar, should be included in the materials.

- *Implementation of decentralisation:* Since the course in Mozambique was relatively short and the programme had a strong focus on creating a common understanding of the basic concepts of and of various aspects of decentralisation, there was not enough time deepening the discussion on more implementation-oriented aspects on sector support, fiscal decentralisation/municipal financing systems, capacity building and M&E. It would be useful to allow for more time to discuss these issues in the Bern course, if necessary in the form of parallel group work, and at the cost of more general course content (e.g. basic concepts of decentralisation). For the latter participants can be referred to the kit. Donors could also consider organizing a 1-day initiation course for newcomers to the theme, which could cover more general aspects, theories and key concepts. This day for newcomers could precede the course on harmonisation. This would avoid the critical comments some of the more experienced participants tend to make on the content and limited usefulness of the first course day for their learning curve.
- *Fiscal decentralisation:* It would be useful if DeLoG could specify which issues should be included, and which should be dropped in the session on fiscal decentralisation. From the side of the consultants, it is suggested to decide this based on the group of participants: in case of a mixed group like in Brussels and Mozambique, basic concepts need to be discussed, if the group as a whole is more advanced, the focus could be more oriented on the design and implementation of harmonized approaches.
- *M&E session:* There are now more case studies of countries, that have invested or are investing in national systems for M&E of decentralisation and related support, then was the case in 2011 when the pilot course was held. We strongly recommend providing time for capitalizing these experiences for future courses.
- *Service delivery:* The government of Mozambique has shown interest in a session on this topic. Currently, this is not yet part of the standard training materials, but this could be developed. An advantage would be that the materials for this session could be send to the participants in Mozambique.
- *Local economic development/PPPS:* In the standard materials, there is currently nothing on local economic development/PPPS. This topic is also very important for service delivery and for the sustainability of decentralisation. Donors may want to consider this in their next courses.
- *Gender:* The standard materials do not address gender and decentralisation. This theme could either be mainstreamed in the current materials or developed as a separate session.

In case DeLoG would want the consultants to make any of the suggested updates/additions before the Bern course, it would be very important that the requests would be made as soon as possible, since other assignments and the holiday season leave little time for preparations.