



Country Strategy Paper 2012-2016

Summary

Mozambique



Irish Aid

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

Ireland's
commitment
to a world
without poverty
and hunger



TANZANIA

ZAMBIA

MALAWI

Cabo Delgado

Niassa

MOZAMBIQUE

Nampula

Tete

Zambezia

Sofala

ZIMBABWE

Manica

Inhambane

Gaza

SOUTH AFRICA

Maputo

SWAZILAND

Maputo

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Cover photo: Women queuing at a health centre in Northern Mozambique (photo: Rita Cammaer)

Foreword

This Country Strategy Paper (CSP) is the fifth planning document for Ireland's development cooperation programme in Mozambique since the Embassy opened in 1996.

Since those first engagements, Mozambique has changed greatly, and for the better. And, looking to the decade ahead, there is a strong sense that Mozambique has the potential to transform itself, if it can take advantage of opportunities presented by rapid economic growth. Nonetheless, despite progress, Mozambique remains one of the world's poorest countries, with many challenges yet to be addressed. Recognising this, we have put sustainable and inclusive poverty and vulnerability reduction at the heart of Ireland's new Country Strategy.

In developing this CSP, the spirit of good and effective partnership which has always characterised Ireland's relationship with Mozambique was again manifest. Our priorities are also those of the Government of Mozambique, whose poverty reduction strategy underpins the CSP.

Building on Ireland's strong contribution to the health, education, and governance sectors, this new CSP will continue to support Government of Mozambique programmes and priorities, including through our continued involvement in the provinces of Inhambane and Niassa. To these we will bring a particular focus to reducing vulnerabilities and mitigating the effects of climate shocks, to which Mozambique is particularly exposed.

Irish Aid, Ireland's development cooperation programme, managed by the Department of Foreign Affairs and Trade, is at the core of Irish foreign policy. It is the practical expression of the values of the Irish people. In developing this latest Country Strategy for Mozambique, the Government of Ireland's Africa Strategy and the recommendations of the Hunger Task Force report were guiding documents. Insights gained in developing the CSP, including through our consultations with partners, are helping inform this Embassy's contribution to the review of the White Paper on Irish Aid.

Ruairí de Búrca
Ambassador
Embassy of Ireland
Maputo

May 2012

About Irish Aid

Mozambique is one of nine partner countries with which Ireland enjoys a special relationship. The remaining eight programme countries include: Ethiopia, Lesotho, Malawi, Tanzania, Timor-Leste, Uganda, Vietnam and Zambia. Irish Aid works in cooperation with a wide range of partners including governments, non-governmental organisations, missionaries, UN agencies, international organisations and humanitarian agencies.

This document describes the strategy for Ireland's development cooperation programme with Mozambique for the period 2012 - 2016. It sets out a realistic, strategic programme of work over these five years that will allow Ireland to build on the achievements and progress Mozambique has made during its partnership with Ireland. It will also enable the Irish aid programme to respond to the rapidly changing circumstances of Mozambique.

Irish Aid, Ireland's official development assistance (ODA) programme began in 1974 and has grown steadily over the years. The priorities of the programme are the reduction of poverty, hunger and inequality in developing countries. Irish Aid's objective is to enable people to take control of their lives, thereby providing hope for the future. In 2012, the Irish Government is providing a total of €639 million in ODA.

The Millennium Development Goals, a set of targets established by the world's leaders at the UN in 2000 which focus on the main causes and manifestations of extreme poverty in today's world, provide a basis for the work of Ireland's aid programme.

Mozambique is particularly vulnerable to the adverse effects of climate change (photo: Jérôme Morreton)



1. Mozambique in Context

| | Mozambique | Ireland |
|--|-------------------|-----------------|
| Population (million) | 23.9 | 4.5 |
| Life Expectancy at birth (years) | 50.2 | 80.6 |
| Average years of schooling for adults | 1.2 | 11.6 |
| Public health expenditure (% GDP) | 3.5% | 6.1% |
| Global Human Development Index | 184 th | 7 th |

UNDP Human Development Report 2011

A long, relatively narrow country in southeast Africa, Mozambique is more than eleven times the size of Ireland. Over half of the nearly 24 million Mozambicans live in extreme poverty.

Mozambique occupies a strategic location, linking landlocked neighbours to the sea, with borders to South Africa, Zimbabwe, Swaziland, Zambia, Malawi and Tanzania. Mozambique is a member of the Southern African Development Community, SADC.

One of Africa's youngest countries, Mozambique became independent from Portugal in 1975. Its formative years were dominated by civil war. When peace came, in 1992, it found Mozambique devastated – perhaps the poorest country in the world. It has since become one of Africa's more successful examples of post-conflict reconstruction and development.

Mozambique is at an important juncture. Notwithstanding great strides made and high levels of economic growth, it remains one of the poorest countries in the world. The challenge is to ensure that economic growth translates into real and sustainable poverty alleviation, against the background of huge agricultural potential and a strong natural resource base.

In recent years, Mozambique has maintained prudent fiscal and monetary policies, focussed on debt reduction. Its Government has provided incentives to attract foreign direct investment and the resulting large-scale projects in the natural resource sector have contributed to economic stability and overall growth – although it is noteworthy that agriculture remains the single most important driver of economic growth. Foreign investment contributes to improved tax takes; however, deeper attention to improving agricultural productivity is needed if a greater percentage of the population (most of whom are subsistence farmers) are to move out of poverty.

Mozambique's history explains delays in economic growth and poverty reduction. It has huge shortages in infrastructure, roads, power, water, schools, and hospitals. Notwithstanding investment in education, few people complete secondary school and on average pregnant women walk 23km to see a midwife. Mozambique's government faces many challenges in addressing these and other issues. These challenges include the effects of storms and droughts, subsistence agriculture, poor nutrition, population growth, and high exposure to HIV and AIDS and other illnesses. In sum, too many people live in extremely vulnerable circumstances.

Although Mozambique's most recent national poverty assessment demonstrated positive results in the social services, access to and the quality of basic services remain a challenge. Maternal mortality rates, while down by 32% continue to be very high. Access to anti-retroviral drugs has increased from 3,000 people in 2003 to 170,000 in 2009. The number of children completing primary school has doubled in a decade, to 76.5% of all potential students. However, poor nutrition is frequently an obstacle to improved health and education outcomes.

The *Frelimo* party remains the dominant political force. President Armando Emilio Guebuza is currently in his second five year term. A term limit means that there will be a new President following the 2014 general elections. *Frelimo's* dominance of the political scene has been highlighted by observers, including the African Peer Review Mechanism, as one of a range of issues which requires ongoing attention, notwithstanding Mozambique's successes so far in institutionalising democracy and good governance.



Over 70% of the population reside in rural areas and depend on small-scale subsistence agriculture for their livelihood (photo: Jérôme Morreton)

The Government of Mozambique's decision to seek membership of the Extractive Industries Transparency Initiative and new legislation on ethics in public office show an increased awareness of the need to address perceptions of corruption.

While the civil society sector in Mozambique has been slow to develop, there has been some growth in local non-governmental organisations. Many have grown from the need to respond to the HIV and AIDS pandemic to offer services across the spectrum. Challenges remain, however, if civil society is to reduce its dependence on international donors and play a fuller role in the future development of Mozambique.

2. Ireland's Contribution to Development in Mozambique

A health post funded by Irish Aid in Niassa.



Ireland's bilateral programme in Mozambique started in 1996. It has evolved significantly from a small, project based, provincial engagement to become the largest of Ireland's bilateral aid programmes, centred on support for Mozambique's own national development strategy.

To support the Government and people of Mozambique in pursuing poverty reduction, reducing vulnerability, and increasing inclusive economic growth, Ireland works with central, provincial, and municipal level administrations, and with local organisations. In addition to the partnership with Mozambican institutions, Ireland works in close coordination with other countries who give assistance to Mozambique, as well as international and non-governmental organisations.

In preparing this CSP 2012 – 2016, detailed independent analyses were done of Ireland's development cooperation programme in Mozambique. These analyses highlighted the following strengths, among others:

- > Ireland's contribution is well aligned with Mozambique's needs, priorities and strategies and has a clear pro-poor orientation;
- > Ireland has made effective contributions to improvements in Government policies and systems, as well as to Mozambique's overall progress towards the Millennium Development Goals. Three out of four of the Goals that are on target correlate to Ireland's aid programme support: *the elimination of gender disparity in all levels of education by 2015; the reduction by two thirds of the under-five mortality rate by 2015; to have halted and begun to reduce the incidence of malaria and other diseases*. Specifically, Ireland can 'claim a share of the credit' to significant results in expanding health and education systems, and in making public services more accountable;
- > Ireland's approach of working predominantly with Government, in harmony with others, has been effective in maximising the impact of Irish aid and ensuring sustainable development.

The Government of Mozambique's annual assessment of development partners consistently recognises the aid effectiveness of Ireland's programme.

The 2009 national poverty survey revealed that poverty reduction has been most marked in Niassa and Inhambane provinces, where Ireland has been working for fifteen years. Nonetheless, this progress remains fragile and needs to be consolidated.

Ireland works in partnership with the Clinton Health Access Initiative on addressing HIV and AIDS in Mozambique.

In addition to the bilateral programme, Ireland funds a range of other organisations and actors active in Mozambique. These include non-governmental organisations such as Trócaire, Concern, Age Action and Sightsavers. Ireland also assists the Global Climate Change Action fund through the European Union, the Global Alliance for Improved Nutrition, as well as the United Nations family of organisations.

3. Country Strategy 2012-2016:

Supporting Sustainability and Inclusion and Reducing Poverty and Vulnerability

The goal of the Mozambique programme 2012-2016 is to support sustainability and inclusion and reduce poverty and vulnerability. Continued economic expansion creates an opportunity to include the most poor and vulnerable in progress. However, significant challenges must be addressed if Mozambique is to achieve its potential to have a greater impact on the reduction of poverty.

Mozambique faces challenges in terms of infrastructure (photo: Jérôme Morreton)

Ireland's goal is:

- > To support sustainability and inclusion and reduce poverty and vulnerability.

To achieve this, Ireland will work to:

- > Reduce vulnerability and enhance livelihoods of poor people at a sub-national level;
- > Improve health and learning outcomes for the poor, particularly women and vulnerable groups; and,
- > Improve accountability to citizens, particularly the poor.

To achieve these outcomes, Ireland's development cooperation will seek to:

- > Strengthen capacity to bolster resilience of poor people at sub-national level;
- > Improve household food security and nutrition;
- > Improve equitable access, quality and use of basic health and education services, particularly for the most vulnerable; and
- > Promote effective and transparent institutions for service delivery and a strong civil society.



4. Programme Components

4.1 Reduce vulnerability and enhance the livelihoods of poor people at a sub-national level

Working at central level and, in particular, in Niassa and Inhambane provinces, Irish Aid will seek **to strengthen capacity to bolster resilience of poor people at sub-national level; and, to improve household nutrition and security.**

Ireland will work to address multiple causes of vulnerability in Mozambique, through strengthening the resilience of poor people and encouraging civil society organisations to find creative solutions to challenges. In addition to partnerships with the State and non-governmental organisations, the programme will work at community and household levels.



Irish Aid works to provide alternative livelihoods at household level (photo: Jérôme Morreton)

A focus on training and building capacity will help to improve agriculture, provide alternative livelihoods at household level, and offset the impact of climate-related shocks and strains. The programme will work to enhance the real incomes and capabilities of the most vulnerable. Emphasis will be put on improving skills, and on accessing markets and resources such as water and land, as well as improving the quality of basic services and extending social protection. At national level, Ireland will monitor and advocate for the implementation of policies to mitigate the effects of climate change.

Ireland will focus on strengthening central and provincial government institutions to enable a better coordinated response to undernutrition and food insecurity. A key area will be support for the Government's multi-sectoral nutrition plan at national level and in Inhambane and Niassa

provinces. In addition, Ireland will work with partners who are successful in addressing the underlying and immediate causes of undernutrition, with a focus both on health and livelihoods.

Ireland will build on its experience of working with a range of actors both in food production but also health promotion, community health, HIV home-based care and the addition of micronutrients to food, known as food fortification. There will be support for local institutions to better integrate nutrition into policies, plans and budgets. At a national level Ireland will support Mozambique's efforts to strengthen coordination around nutrition and to implement the Scaling Up Nutrition (SUN) initiative, a framework designed to address hunger and undernutrition.



Irish Aid is working to address the underlying causes of undernutrition.



Mozambique is making progress towards the elimination of gender disparity in all levels of education by 2015

4.2 Improve health and learning outcomes for the poor, particularly women and vulnerable groups

Irish Aid will seek **to improve equitable access, quality and use of basic health and education services, particularly for the most vulnerable.**

Ireland views the health and education sectors as key to continued progress towards improving the resilience of Mozambicans and decreasing their vulnerability to climatic and economic risks. This Country Strategy will support improvements in the Ministries of Health and Education, and other relevant actors, to provide equitable access to quality services. Ireland's engagement at central level will mainly be channelled through the health and education sectors.

Ireland will support the Ministries of Health and Education to increase the number of trained and qualified frontline health and education staff, and to strengthen their human resource planning and development. In Inhambane and

Niassa, Ireland will support the provincial governments to attract, retain, train and support education and health staff, particularly women. Ireland will support the strengthening of school management and teacher supervision and will maintain a key focus on community health and best practice.

There will be an emphasis on improving the education and training of women and girls, maternal and child health and reducing violence against women. Building on experience, there will be an emphasis on interventions which will encourage girls to remain in education.

There will be a particular emphasis on HIV and AIDS reduction, including the integration of hunger reduction, food security and a focus on undernutrition across the health programme. The partnership with the Clinton Health Access Initiative will provide important strategic advice and leverage.

To complement the strengthening of government monitoring systems, Ireland will support civil society to monitor the quality of health and education services and will also support a citizen empowerment initiative.

4.3 Improve accountability to citizens, particularly the poor

Irish Aid will seek **to promote effective and transparent institutions for service delivery and a strong civil society.**

Ireland will work to improve transparency and accountability, particularly in the use of public resources. At provincial level, Ireland will support efforts for better management of Mozambican government funds. Support will continue for the implementation of the national decentralisation programme, which is facilitating improvements in the ability of local state organs, departments and agencies to manage public resources and district development in a participative and transparent manner.

Ireland will continue to support civil society organisations to strengthen their capacity and improve their organisational governance. Ireland will also seek to improve domestic accountability through strengthening the role and opportunities for civil society engagement in joint dialogue, local development and accountability structures. Support will be given to improve access to quality, evidence based information which will assist more effective advocacy on governance issues.

Ireland will also support increased transparency and access to information, through the strengthening of the quality and dissemination of research and analytical work. In addition, Ireland will seek additional opportunities to support the use of research, building on partnerships with reputable research institutes and universities in Ireland and across the southern Africa region.

Community members attend a village meeting in Northern Mozambique





Irish Aid's approach encourages participation to strengthen local ownership

5. Indicative Budget 2012-2016

Delivery of the bilateral development cooperation programme is one of the pillars of the work of the Embassy of Ireland in Mozambique. The other areas are political and trade relations, consular assistance, and cultural promotion: the interconnectivity of all these elements is reflected in the Government of Ireland's Africa Strategy.

In line with the priority which the Government of Ireland accords Africa, and in particular Mozambique, the proposed budget for 2012-2016 Mozambique Country Strategy is €37 million per year.

Irish Aid's Partners in Mozambique

Irish Aid in Mozambique is committed to working with a range of partners to deliver this Country Strategy. These include the Government of Mozambique, international organisations, non-governmental organisations, academics, research institutions, UN agencies, bilateral and multilateral donors and Irish universities and institutions.

During the lifetime of this Country Strategy, over 80% of Irish assistance will be channelled through government systems, which international best practice considers to be the most sustainable way of supporting development. Monitored through integrated public financial management tools, Ireland will provide support for central government, the health and education sectors and provincial governments.

This approach encourages greater local ownership, planning and sustainability. It also helps to develop capacity and strengthens the accountability systems that are essential for long-term development.

A unique element of Ireland's programme in Mozambique is the partnership with the Clinton Health Access Initiative (CHAI). This agreement, which dates from 2003 and which will continue until at least 2015, combines Ireland's experience in the health sector in Mozambique with CHAI's operational expertise. It enables Ireland and CHAI to work together to provide financial and technical support for the implementation of Mozambique's national health strategy, in particular mother and child health and HIV and AIDS prevention and treatment. This partnership has helped to deliver some impressive results, notably a hundredfold increase in the numbers who benefited from prevention of mother-to-child HIV infection, and significant increases in numbers of adults and children diagnosed and successfully treated with anti-retroviral treatment.

Ireland will continue to strengthen local civil society organisations through the Civil Society Support Mechanism, which provides capacity development, grants and support for governance monitoring and advocacy. A new civil society local development fund will be established. Other partnerships will be consolidated and new partnerships explored over the next five years. The establishment of a research and innovation fund as part of the programme will provide an evidence base for dialogue with all Ireland's partners.

Despite challenges primary school retention rates are improving in Mozambique (photo: Jérôme Morreton)



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