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# Country programme for development cooperation

Mozambique  
2021–2024

Ministry for Foreign Affairs of Finland

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## EXECUTIVE SUMMARY

Mozambique and Finland have a long partnership in development cooperation with the overall aim of poverty reduction. The context for Mozambique's development has become increasingly volatile due to the effects of climate change and the many repercussions of the COVID-19 pandemic, as well as the fact that the underlying causes of fragility and conflict remain unsolved. With this in mind, this country programme for 2021-2024 emphasizes resource sharing, inclusiveness, equity and accountability, which are considered to be drivers of resilience also in the Mozambican context. Finland promotes the achievement of the country program goals by policy dialogue with the government of Mozambique, the civil society and other stakeholders. Furthermore, Finland contributes to the emergence of a streamlined donor coordination structure, the triple nexus approach as well as to having relevant and effective dialogue between international development partners and the Government of Mozambique.

Finland continues to contribute to two key areas of Mozambique's development: 1) strengthening of institutions and 2) quality and equity in education. This is in line with the Government of Mozambique's five-year programme's objectives of enhancing good governance, decentralization and service delivery, as well as developing human capital and promoting gender equality, social inclusion and the protection of persons in vulnerable situations. As a lesson learned from previous co-operation, Finland diversifies its collaboration with additional efforts in areas where more impact is needed: girls' education and sexual and reproductive health and rights, teacher education and social protection.

The first expected impact, **strengthened key institutions enhance resilience and equity**, is a core objective of Finland's country strategy in Mozambique. More specifically, the aim is that the Ministry of Finance and Revenue Authority are better able to collect and manage public revenues and that their policies are more strongly based on research and evidence. Secondly, the aim of this impact area is to strengthen the capacities of the national parliament and selected provincial assemblies so that they can fulfil their oversight role especially in the management of natural resources. Thirdly, Finland explores the feasibility of joining efforts to respond to the crisis of the social protection system in Mozambique and developing its sustainability and shock-responsiveness.

The second impact, **better learning outcomes for all boys and girls in primary and secondary education**, is linked to the country strategy goal of Finland to invest in youth and gender equality. More specifically, this refers to ensuring that all girls are able to complete basic education. This requires major improvements in the realization

of girls' sexual and reproductive health and rights as well as reduction of gender based violence. This is linked with efforts to reduce regional disparities in education service delivery. A further aim is to improve the performance of teachers and school principals by better quality initial and in-service training and by provision of adequate and sufficient teaching and learning materials especially for the early grades. Finland also contributes to improving the efficiency and accountability of education sector administration in the context of decentralization.

The impact areas are interlinked; evidence based policies, effective public financial management and strong revenue collection mechanisms support the achievement of goals in the education sector by enabling for more revenues to be shared and efficiently and transparently used. An effective and transparent social protection system enhances the possibility for all girls and boys to learn and complete their schooling, also in times of volatility. Finland seeks for greater impact and risk sharing by joining forces with other international partners and channeling support through joint financing mechanisms.

# 1 Expected Results of the Country Programme

## IMPACT 1: Key institutions enhance equity and resilience

**(SDG 1, TARGET 1.3; SDG 10, TARGETS 10.1, 10.2, 10.4; SDG 16, TARGETS 16.6, 16.7; SDG 17, TARGET 17.1)**

### Description [Theory of Change]

The economy of Mozambique has grown relatively fast in recent years. The growth has been mostly based on extractive industries, and it has largely favored a small proportion of the population mainly in urban areas and the southern provinces. The expected large-scale gas investments may bring a considerable increase in revenue, but also a new challenge for both macroeconomic stability and inclusive growth. The decisions on the management and use of gas revenue will be critical for future generations. This calls for strong and accountable institutions to ensure that revenue is used for the benefit of the poorest and those affected by shocks and crises.

The theory of change consists of three pathways that complement each other and eventually build the social contract between the state and the people, which is key in conflict prevention and building of a democratic and stable society. Firstly, the aim is to strengthen the institutions responsible for public finances in order to ensure sustainable financing of, and efficient and transparent spending for, inclusive development. This will eventually enable efficient and inclusive service delivery also during the the times of volatility. Secondly, the aim is to strengthen the role and capacities of the national parliament and selected provincial assemblies, which hold the executive authorities accountable. Thirdly, there is a need to develop and strengthen mechanisms to protect those, who have been left behind or affected by crises. An efficient and transparent social protection system is crucial for the sake of equity, but also for fostering resilience, social cohesion and conflict prevention.

It is assumed that the government of Mozambique will elaborate an overall vision for the use of resource revenue for the structural transformation and diversification of the economy. This vision can include the establishment of a resource revenue

fund/sovereign wealth fund in order to build fiscal stability as well as to function as an investment fund and a saving mechanism for future generations.

The two first pathways are based on Finland's ongoing support to the governance sector in Mozambique. In addition, Finland explores the feasibility of a third pathway i.e. contribution to the development and expansion of the social protection system in Mozambique. If considered feasible, the focus of the impact area/the country programme may change accordingly.

This impact area forms the basis for Finland's strategic goal of "contributing to stronger institutions to enhance equity and resilience". It contributes also to the goal "Finland enhancing peace and conflict prevention" as well as to Finland's development policy programme's priority area 3 "Education and peaceful, democratic societies".

## OUTCOME 1.1 PUBLIC FINANCES STRENGTHENED AND POLICY DESIGN MORE EVIDENCE BASED

This outcome aims to ensure that the institutions responsible for public finances in Mozambique, specifically the Ministry of Economy and Finance (MEF) and the Revenue Authority (AT), have better capacity to make evidence-based economic policy decisions and are better fit to guarantee efficient and transparent revenue collection and use of public funds. The outcome will support the implementation of the upcoming public financial management strategy. The Government's report on Transparency, Governance, and Corruption (2019) further underscores efforts to reform the country's public financial management system, restore fiscal governance, and reduce vulnerabilities to corruption.

In order to strengthen public financial management and policy design as well as decision making, *inter alia* the following key changes in the system are needed: the tax base needs to be broadened and tax collection modernized, the use of evidence in investment decisions needs to be systematized, and budgeting and budget execution processes need to be made more efficient and transparent.

With regard to the broadening of the tax base, it is assumed that there is sufficient political will to reduce tax exemptions for politically and economically linked actors. In order to improve the public finance management cycle as a whole, it is expected that other partners continue to support the other elements of the cycle, such as budgeting

and auditing, and that no new critical weaknesses arise in the system. For research and capacity building to feed into policy design, it is assumed that policy makers take research evidence into account. Furthermore, it is assumed that the Government will continue, with support from other partners, its efforts to develop a public investment management system, which is based on clear criteria for investment selection and supported by research findings.

## OUTPUTS

- Broadened tax base, by reducing tax exemptions and reductions
- Modernized tax collection and tax payer services
- Improved efficiency of budget execution

## KNOWLEDGE PRODUCTS PRODUCED AND SHARED INPUTS:

- “Public Revenue, Expenditure, And Fiscal Decentralization Enhancement and Reform” programme (PREFER), World Bank managed Multi Donor Trust Fund
- “Inclusive Growth in Mozambique” – Research and capacity building programme, phase II with UNU-WIDER
- Support to the Institute for Social and Economic Studies, IESE
- Policy dialogue emphasizing: an inclusive process to develop a mechanism for resource revenue; equitable, inclusive and sustainable tax and investment policies; transparent use of public funds; and use of research evidence and inclusive participation in the design of public policies.
- Policy dialogue in line with Finland’s “Taxation for Development” - programme

Finland’s regional and thematic programmes related to taxation, such as support to African Tax Administration Forum (ATAF); Tax Justice Network Africa, Extractive Industries Transparency Initiative (EITI) and as well as the partnership with UNU-Wider, may complement the achievement of the goals of this outcome area.

## **OUTCOME 1.2 Key accountability institutions strengthened**

For institutions to function effectively and to provide public goods and services, it is essential to strengthen those mechanisms that hold authorities accountable. In Mozambique, these institutions have traditionally been weak and built around the idea of a strong and centralized state ruled by one party. The process of political, administrative and fiscal decentralization is advancing, but slowly. Political power devolved to provincial assemblies has been limited. Civil society organizations (CSO) have become stronger, but their political space has been shrinking. There is a need to strengthen these mechanisms and provide conditions for the CSOs to function independently and effectively, especially in light of the conflict, crisis and volatility, and the great expectations of increased revenues from natural resources, that depict Mozambique today.

For the accountability mechanisms to improve, the National Parliament and Provincial Assemblies must strengthen their oversight role in the area of natural resources management, among others. Furthermore, the voice of the civil society must be reinforced and its enabling environment improved so that it is better able to hold the Government and corporate actors accountable.

Finland will focus its support to the strengthening of the National Parliament and selected Provincial Assemblies and enhancing their engagement with the civil society, focusing especially in extractive industries. It is expected that other actors, such as the audit institutions and EITI, continue to provide useful information on extractive industries. It is assumed that having sufficient knowledge, political decision makers are willing to effectively exercise their oversight role. It is further expected that other development partners continue to support the judiciary, as well as the civil society, more broadly.



## OUTPUTS

- The members of the National Parliament and selected Provincial Assemblies have better knowledge on budget planning and oversight, and especially on natural resource revenue management.
- The members of the National Parliament and selected Provincial Assemblies engage increasingly with the civil society in matters related to extractive industries, and budget planning and oversight.
- The technical staff of the National Parliament and selected Provincial Assemblies have capacities to support decision makers in their work related to budget planning and oversight

## INPUTS

- Improving oversight role of the National Parliament and Provincial Assemblies in the Extractive Industries in Mozambique Project (Demo Finland, IMD, NIMD)
- Support to the Institute for Social and Economic Studies, IESE
- Policy dialogue emphasizing the importance of democratic institutions and strong civil society, human rights and inclusive participation in important decisions concerning development.

## OUTCOME 1.3 Social protection mechanisms developed and strengthened

The natural disasters of 2019 and the effects of the COVID-19 pandemic have demonstrated the need to develop the Mozambican social protection mechanisms further so that they are shock-responsive, well targeted and able to cover extensively and effectively persons living in poverty or in vulnerable positions and situations. The Government of Mozambique (GoM) included the development and expansion of social protection/cash transfers as part of the COVID-19 response plan, as a measure to support the increasing number of those affected by the pandemic. Also, due to the conflict in the north, an increasing number of IDPs are in need of social protection.

The GoM has made progress in advancing the social protection agenda through the National Basic Social Security Strategy (ENSSB 2). The National Institute of Social Action (INAS), under the policy guidance of the Ministry of Gender, Children and Social Action (MGCAS), implements several social protection programs, including a social pension (PSSB) programme with a component of child grants, and the Direct Social Support Program (PASD) with a component of Post-Emergency Cash Transfer (PASD-PE). The implementation of the ENSSB 2 receives support from international

partners, such as the World Bank and the WB-managed Multi Donor Trust Fund, as well as the UNICEF-led UN Joint Programme for Social Protection. Social protection coverage remains, nevertheless, very low. There are constraints in the institutional capacity to deliver services, but there is also a gap in funding in relation to the increasing needs.

In 2021, Finland will explore the feasibility of contributing to this outcome area. The theory of change, outcomes, outputs and inputs, will be elaborated further during programme identification. Tentatively, the outputs may include:

- Social protection system coverage increased and better targeted
- Efficiency, transparency and functioning of social protection system improved.

## **IMPACT 2: better learning outcomes for all boys and girls in primary and secondary education**

**(sdg 4, Targets 4.1, 4.5, 4.7, 4.a, 4.c; SDG 5, targets 5.2, 5.3)**

### **Description [Theory of Change]**

Mozambique has made good progress in access to education and in building education sector institutions. However, the education system suffers from overall inefficiency. More than one third of students drop out before the 3<sup>rd</sup> grade, and only less than half of students complete primary education. Due to high teacher absenteeism and other factors, children only attend 74 out of 190 school days in a year. Student learning is improving, but it is still at a critically low level. In 2016, only five percent of 3<sup>rd</sup> grade students were able to read at the expected level. There are big regional disparities in learning, with provinces in the central and northern parts of the country lagging behind significantly. The system is faced with additional challenges posed by weather-related emergencies, such as the cyclones IDAI and Kenneth in 2019. In 2020, the COVID-19 pandemic led to the closure of schools. The conflict in the northern part of the country with an increasing number of IDPS, many of them children, pose yet another challenge. The situation is likely to result in further losses in enrollment and the already low learning outcomes.

Mozambique developed a new Education Strategic Plan (ESP) for 2020-2029. The three strategic objectives of the ESP are (i) to ensure equitable and inclusive access,

participation and retention; (ii) to ensure quality of learning; and (iii) to ensure a transparent, participative, efficient and effective management of the sector. Finland aligns to these objectives and advances the achievement of **better learning outcomes for all boys and girls in primary and secondary education**. This impact area contributes to Finland’s Country Strategy goal of “Finland invests in youth and gender equality”, as well as to the goals of “Finland contributes to building stronger institutions to foster equity and resilience” and “Finland contributes to peace building and conflict prevention”.

The theory of change entails three complementing pathways that contribute to the desired impact. Firstly, all boys and girls have better learning outcomes in primary and secondary education, when more girls attend and complete school and when regional disparities are reduced. Secondly, the overall quality of primary and secondary education improves, when teachers have better knowledge and pedagogical skills and they are motivated to perform, and when school principals are well qualified to manage learning. Thirdly, the system is better able to provide quality education services for all, when sector administration from school to national level is efficient and accountable. The approach is to look at the development of the education system as a whole, yet keeping in mind the need to pay increasing emphasis to issues of equity and quality in learning.

This is expected to happen in a context in which reaching ESP objectives and an emphasis on equity remain a political priority reflected by increased budget allocations, and international development financing to education in Mozambique remains well coordinated and stable until the country can benefit from its own resources. It is further assumed that major national reforms, such as decentralization, advance, and accountability mechanisms become stronger, so that there is more demand for quality and equity in education. The first impact area of the Country Programme partly enhances the implementation of these reforms.

## OUTCOME 2.1 Girls’ retention and school completion improved

There has been little progress in closing the gender gap in student learning in Mozambique. Most girls tend to leave school after the 5<sup>th</sup> grade due to reasons mostly related to sexual and reproductive health, early marriages, gender based violence and inadequate school WASH facilities. Mozambique has the tenth highest rate of early marriages in the world. Almost half of the adolescent girls between the ages of 15 and 19 are married, mothers or pregnant. The risk of gender-based violence is alarmingly high. Around 40% of schools do not have adequate sanitation facilities, at least 30%

of them have no access to water. In central and northern parts of the country WASH indicators are even worse. The retention and school completion rates of girls are much lower than the national average in central and northern parts of the country, which are also the poorest.

Finland will support the Government of Mozambique's efforts to improve school infrastructure with adequate facilities for girls and to increase school availability through the Education Sector Common Fund (FASE). It is assumed that better facilities will keep girls in school and thus enable better learning. In the sector dialogue, Finland emphasizes the need to invest most in regions, in which girls' retention and school completion rates are the worst. In addition, Finland calls for progress in reforms related to GBV as well as sexual and reproductive health and rights in the education sector, including sexual education.

Reduction of gender based violence, early pregnancies and child, teenage and forced marriages requires changes in social norms and behavior. The issue cannot be solved solely by efforts within the education sector. With this understanding, Finland will invest more in sexual and reproductive health and rights and a multisectoral approach to enhance girls' education. It is assumed that the topic remains on the other DPs' agenda to guarantee financing and possibilities for multi-donor programs in the sector. The possible outputs related to this area will be elaborated in 2021. As poverty is also an important factor hindering girls' education, Finland also explores possibilities to support social protection mechanisms to complement these efforts.

## OUTPUTS

- Improved school infrastructure with WASH facilities especially in areas with most needs.
- Improved school availability especially in areas with most needs
- GBV at school reduced by defining sanctions and establishing mechanisms identifying and processing cases of abuse by teachers, school staff and peers, and by improving teachers' capacities to prevent and deal with GBV
- capacities of students and teachers on SRHR improved: rolling out of a comprehensive sexual education curriculum enhances the capacity of teachers and students to deal with matters related to sexual and reproductive health and rights.

## INPUTS

- Education Sector Common Fund FASE
- Political and policy dialogue on girls' education, gender balance in the teaching profession and in career development, SRHR , and the countering of gender-based violence at schools  
Possibly joining the UN Joint Programme Rapariga BIZ addressing SRHR by changing social norms and with a multisectoral perspective, Phase II, or other existing/planned intervention on SRHR.

Ongoing project by Plan Finland complements efforts of this outcome area.

## OUTCOME 2.2 Teachers' and principals' performance improved to enhance learning

One key factor contributing to poor learning at schools is the low performance of teachers and school managers. Teachers do not master curricula and their pedagogical skills are limited. The lack of appropriate teaching materials especially for early grades hampers teachers' performance. Teacher absenteeism is high and is facilitated by poor supervision and management by school principals.

The FASE will support the expansion of the new three-year pre-service teacher training program to all teacher training facilities in the country. Finland pays special attention to the quality of teacher pre-service training in disadvantaged provinces and to teaching skills in bilingual classes. In addition, Finland sees a need to develop and pilot new methods for in-service teacher training. The provision of textbooks to all students in grades 1-3 should also be guaranteed.

Finland underlines the role of school principals in school performance and learning enhancement. Currently, the training of principals is being revised to address the day-to-day school management problems, which principals face. With the support of FASE, more principals will undergo the revised training and their performance will be evaluated. It is assumed that improved training will lead to behavioural change in school managers that leads to improved learning and supervision and reduced absenteeism.

Improving the capacities of teachers and school managers and providing good teaching materials alone do not solve the problems related to teachers' performance. It is assumed that systemic issues related to the status and appreciation of the teaching profession, salaries and other incentives, as well as possibilities for career development are also addressed. Finland advocates the importance of qualified

teachers for learning and, therefore, calls for the improvement of their status. In addition, Finland promotes the retainment and recruitment of female teachers. There is currently a clear gender imbalance in favor of male teachers that increases towards the upper grades and is particularly prevalent in school management positions.

## OUTPUTS

- New teachers graduating from pre-service training are able to teach in monolingual and bilingual classes
- Teachers and school principals receive tailored, practical, focused and continuous in-service training
- Adequate teaching materials and textbooks for early grades
- Gender balance in the teaching profession promoted

## INPUTS

- Education Sector Common Fund FASE
- World Bank COACH – pilot project in Mozambique to develop new teacher in-service training methods
- Policy dialogue to promote the expansion and improved quality of bilingual education, the provision of qualified teachers to disadvantaged regions, the improved status of teachers, the role of principals, as well as gender balance in the teaching profession.

The Higher Education Institutional Cooperation (HEI-ICI) project of the Pedagogic University of Maputo, the Jyväskylä University of Applied Sciences and the University of Lapland improves teacher trainers' pedagogical skills at the secondary education level. The project by UFF Finland and ADPP Mozambique also enhances the achievement of the objectives of this outcome area. Possibilities for partnerships in the area of technical and vocational education teacher training with the help of other complementing instruments will be explored.

## OUTCOME 2.3 Educational administration strengthened for efficiency and accountability

The Decentralization Law of 2018 establishes a decentralization process for the education sector in the Primary, Secondary and Vocational Education subsystems. The process foresees increased decision making and management at the provincial and district levels, as well as increased human, material and financial capacity at these levels. It is expected that through fiscal decentralization, the allocation of funds will take into account disparities in terms of poverty and the level of service delivery in

education. Currently, severe institutional constraints hamper service delivery at all levels, including schools. Weak mechanisms of accountability have contributed to high absenteeism amongst teachers and school principals.

The purpose of this outcome area is to contribute to more efficient and accountable education sector governance through FASE, focussing especially on the internal accountability of the system by improving the inspection system, increasing the use of ICT in management and by expanding the use of well-defined school quality standards. The increased use of ICT in management facilitates communication and information sharing between different administrative levels. The use of well-defined quality standards and criteria at the school level help schools, communities and other stakeholders to plan and assess progress, thus increasing accountability.

The underlying assumption is that roles and responsibilities within the education sector with respect to decentralization will become clear, and that the overall process of decentralization is well supported by other actors. It is also expected that technical assistance to education sector planning, budgeting and the use of EMIS data will continue to be delivered by other partners. It is further assumed that the management of the sector's human resources in terms of recruitment, selection, hiring, performance appraisal and career advancement will improve. It is expected that other partners support the strengthening of external accountability mechanisms, such as school councils, to create demand for quality education for all, which Finland promotes through policy dialogue.

## OUTPUTS

- Supervision and school inspection mechanisms strengthened to reduce teacher absenteeism
- Use of ICT in management of schools and teacher training institutions expanded
- More schools meet quality standards in primary and secondary education

## INPUTS

- Education Sector Common Fund FASE
- Policy dialogue on the strengthening of social accountability mechanisms for education, and on the building of a sector based on accountability, transparency and merit.

## 2 Risks, monitoring and evaluation

### 2.1 Risk management

All development cooperation involves risks. Development cooperation is often conducted in complex and difficult conditions – in countries where the administrations may be weak, people live in extreme poverty and corruption is a problem.

The risks involved in the implementation of Country Programmes are assessed and monitored closely, but sometimes they materialise despite the taken precautions. Anticipating and managing risks is an essential part of the implementation of the Country Programmes: Risk assessments are done regularly and impact the programme design and decision making process at all stages. Risk mitigation measures, their success and materialized risks are reported annually.

In Mozambique, one of the main strategic risks of the Country Programme relates to increased volatility, fragility and conflict, which make the prospects for poverty reduction and the distribution of wealth stemming from natural resources more uncertain than before. Major natural disasters, conflicts, and the COVID-19 pandemic may hamper the financing of medium and long term development efforts. Other strategic risks include the close link between the state and the ruling party, the further shrinking of the political space, and delays in the progress of major reforms such as decentralization. All these factors pose significant risks to both impact areas. Risk management measures include continuous monitoring and political dialogue. Since these risks are by nature difficult to mitigate, their realization may call for considerable strategic changes.

Operational risks are mainly related to weak implementation capacity and possible sudden reductions of international financing for education or public financial management reforms due to political or fiduciary reasons. Capacity constraints and corruption increase the probability of financial risks, which are mitigated through joint programmes, joint financial oversight and policy dialogue.

In the context of Programme implementation, the risks are managed through careful planning, screening and selection of partners and funding channels. All Programmes report on the use of funding and the results of their work. The Ministry and Embassies follow the progress, the use of funds, and the reliability of reporting through steering groups, monitoring visits, independent evaluations and reviews and regular



communication. Ministry also commissions external auditing companies to perform regular audits.

## 2.2 Monitoring, evaluation and learning

Country teams are in charge of monitoring the performance of Country Programmes for Development Cooperation. This work follows the MFA's principles and guidelines, especially the Guidelines on Results-based Management, the Manual for Bilateral Programs and the Evaluation Guidelines. In joint arrangements, Finland will participate in joint reviews and evaluations, and aims to support the development of local monitoring and evaluation frameworks and capacity.

The Country Programme is monitored closely. Monitoring and evaluation activities are identified in the monitoring and evaluation plan, which is updated and followed up regularly.

To further develop the country programme, the feasibility of the suggested pathway of social protection in the impact area 1 will be assessed. Secondly, there is a need to study the area interlinking sexual and reproductive health and rights to girls' education, and to analyse especially the prospects of enhancing comprehensive sexual education. Furthermore, there is a need to understand better the political and economic dynamics of the education sector, especially in the context of regional disparities and conflict. This will guide the further development of the second impact area outcomes and policy dialogue. In addition, a gender analysis will be conducted to develop the Country Programme further.

The collective monitoring and evaluation cycle of Finland's Country Programmes includes monitoring, evaluation and reporting activities, which are carried out simultaneously for all Country Programmes and in a fixed format. These include yearly reports, biannual synthesis reports, mid-term review and external evaluations.

In preparing the annual results report of the Country Programme for Development Cooperation the country team assesses not only the Programme performance as per the results framework but also assesses the validity of the theories of change and related assumptions and risks vis-à-vis the context. The theories of change may be adapted to changed circumstances or implementation strategies, if deemed necessary. The annual report is discussed within the respective regional department.

A synthesis report of the annual reports are prepared as a joint effort by the regional departments every two years. The departments synthesise main findings or trends found in all of the Country Programme yearly results reports.

Country teams will carry out a mid-term review of the Country Programme. The mid-term review results and recommendations are used for decision making on whether changes are needed in Country Programme impact areas. The MFA Evaluation Unit may carry out an evaluation of Country Programmes towards the end of the Country Programme cycle.

## 2.3 Tentative financing plan

The financial frame for 2021–2024 is approximately 58 million euros. The financing plan includes the bilateral development cooperation that is programmed under the Country Programme. It does not include humanitarian aid, private sector instruments or Finnish CSOs.



