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EVALUATION REPORT



TRANSTEC
PROJECT
MANAGEMENT

UDF-MOZ-08-232: Women in Politics (Mozambique)

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Disclaimer

The views expressed in this report are those of the Evaluators. They do not represent those of UNDEF or of any of the institutions referred to in the report.

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I. Executive Summary

i. Project Data

This report is the evaluation of the project entitled “Women in Politics” (Mozambique), implemented by IBIS Mozambique, between November 1, 2009 and December 31, 2011 (27 months, including a 3-month extension). The project benefited from an UNDEF grant of \$350,000, with a project budget of \$325,000, plus an UNDEF monitoring and evaluation component of \$25,000. In addition, co-financing added \$150,000 to the Project budget.

The project was implemented by IBIS Mozambique, (a branch of the Danish NGO, IBIS), in partnership with Forum Mulher (henceforth referred to as FM), a national women’s network. The two organizations had collaborated previously on the project, *Women in Democracy*, promoting women’s political participation, which took place in 2008-9, funded by the Government of Norway (NORAD). The Project’s operations are focused in the two northern provinces of Zambezia and Niassa, where, since 2008, IBIS Mozambique (henceforth referred to as IBIS) has been implementing a major, \$2 million project, *Building Citizenship in Mozambique* (COCIM), with financial support from DANIDA, NORAD and Irish Aid. UNDEF is one of three funders contributing to the *Women in Politics Project*, which, in turn, is described as a component of the current phase (2010-2013) of the larger program, COCIM, described above. Operations in a third province are supported entirely by other donor funds. Following the completion of activities supported by UNDEF, *Women in Politics* continues, with DANIDA and NORAD funding available until 2013.

ii. Evaluation Findings

Relevance: The Project sought to address a gap in Mozambique’s political life: the low level of women’s participation. It sought to address the issue by focussing its efforts on enhancing the position of women elected representatives in Provincial and Municipal Assemblies, while also nurturing the organization of constituencies of women at community level and bringing the two groups together. In that it sought to enhance women’s engagement in decision-making, the Project stands out as highly relevant to UNDEF’s mandate.

In focusing its operations in two Northern provinces, the two principal Project implementing partners, IBIS and FM, were able to draw on their prior experience of working there. Yet, despite the local knowledge available to the two partners, the Project design failed to take adequate account of the characteristics of the local context, and major risks to the achievement of results were underestimated.

Following a comprehensive baseline study, completed in May 2010, these issues were recognized and addressed. However, overall, it must be concluded that the Project Strategy was built on some unwarrantable assumptions. Adjustments were made to plans for operations, including a broadening of the beneficiary groups, to involve men as well as women, and recognition of the need to involve the Executive as well as the Assembly representatives in activities. Yet, despite this, initial design problems had a significant impact on the feasibility of achieving anticipated results within the Project timeframe.

Effectiveness:

The major activities supported (adjusted from the initial plan) were:

- Training on basic gender issues for (i) all elected women representatives, and (ii) selected women community leaders, to build understanding and to support gender mainstreaming in decision-making;
- Training for the same beneficiary groups to become informed and well-prepared gender equality advocates;
- Training for Women elected representatives, members of the Executive and provincial and municipal officials and women community leaders, to assist them in developing a basic “gender action plan” to guide their work;
- Establishment of constituency base-groups comprised of representatives of women’s groups and relevant CSOs, and including the women community leaders. By the conclusion of the Project, it is reported that base groups had been established in the nine participating municipalities. Based on observations in Niassa, it appears that, on average, each group had 9 active members.
- Facilitation of twice-weekly meetings between the elected women representatives and the base-groups; the base-groups would also identify the women community leaders (while initial meetings along these lines occurred, the process was not regularized);

All Project activities were relevant to the Project objective and well-organized, and the training workshops provided were well-received by participants. However, while immediate learning objectives seem to have been met, the broader purpose of the activities delivered was not clear. This was one indicator of the lack of integration of activities. Another was the failure of the Project team to maintain engagement with beneficiary groups and collaborating institutions between activities. These gaps undermined the Project’s capacity to achieve the medium-term impact results specified. From the point of view of beneficiaries, the Project was understood mainly as a source of worthwhile training opportunities.

Overall, the work of the Project in achieving its objectives with regard to the two outcomes (Medium-Term Impacts) pertaining to effective consultations between the members of the Assemblies and female community leaders and base groups was incomplete, and no conclusive results were accomplished. Elected representatives of the Municipal Assemblies in Lichinga and Lago in Niassa indicated that there were no regular meetings with the base groups.

Leading representatives of the base groups in Lichinga and Lago confirmed that they had taken part in two training sessions on gender issues and political participation and that this had strengthened their knowledge and enhanced their self-confidence. However, efforts on their part to bring issues to the attention of the Assemblies and government officials were regarded as inconclusive.

Like the members of the base-groups, the women Assembly members interviewed also commented positively on the benefits received from the training workshops. However, while the Project has made some progress in its effort to strengthen gender awareness among designated beneficiary groups, it has yet to make a visible difference in changing institutional practice, as anticipated in the outcome (medium-term impact) results. It is to

be hoped that the initial work will pay off prior to the conclusion of the broader *Women in Politics* program in 2013.

A major difficulty encountered in evaluating the project was to distinguish the UNDEF Project from the larger, longer-term Women in Politics Program, which continues (until 2013) beyond the period of UNDEF funding. All the organizational partners involved in implementation: IBIS, FM and the provincial-level partners, were focused on the larger program, which received UNDEF support for most activities in two of the three target provinces over 27 months. Hence, perhaps understandably, there was little apparent urgency on the part of IBIS and the implementing partners in seeking to secure results by the time of the conclusion of the UNDEF Project, since funding for the broader program was continuing. As FM and IBIS commented in their interviews for the Evaluation, the UNDEF Project was viewed as part of a bigger process and as incomplete by itself.

Efficiency: Project activities were managed efficiently and budgeted appropriately, and overall costs were reasonable. However, in terms of the utilization of the budget to achieve Project objectives, the major deficiency arose from adoption of an activity-oriented approach, which did not factor in the need to allocate resources to provide for maintaining a continuing relationship with beneficiaries and other partners. This was a complicated project, and, for capacities to be built and maintained, and for openings to be followed up, there was a need for a regular Project presence with the Assemblies, government institutions, women community leaders and the base groups.

Forum Mulher (FM), while an established and well-regarded organization, lacked the necessary on-the-ground capacities in the two Northern provinces where the Project was implemented. Beyond this, IBIS and FM failed to build a shared understanding of how best to approach Project implementation. In addition, as a result of the absence of a shared view of how the Project was to be implemented, IBIS was unable to provide the necessary technical support to the Project, and continuing organizational challenges at Forum Mulher and with the provincial implementing agencies held back progress. A further constraint on the Project was insufficient investment of human and financial resources by IBIS at the design stage and the beginning of the Project in addressing organizational capacity issues. Attention to core issues at this stage might have enabled the Project to move to full implementation more rapidly.

Impact: Both the Project Objective and the medium-term impact results remain elusive. Some progress has been made during the time of UNDEF funding, but much remains to be done. All beneficiary groups obtained benefits from the training provided, and it is hoped that Women in Politics will build on the work completed so far, learning lessons from experience to date. For the future, while there may be limits to the absorptive capacities of beneficiary organizations, a more engaged and pro-active approach will be called for if *Women in Politics* is to achieve its projected results.

The establishment of the base groups is a worthwhile innovation. The training provided by the Project has enabled the groups to understand their role in assessing community needs and presenting the concerns of the local community to the Municipal and/or Provincial Assembly and government officials. However, as yet, group members lack a realistic understanding of their roles and responsibilities.

Sustainability: Without ongoing donor funding, many of the benefits which have been obtained from the UNDEF Project, and results which may be accomplished through the continuation of Women in Politics, are likely to be lost. However, both IBIS and FM indicate a strong commitment to continuing the work begun with the UNDEF Project, and have the funding to support on-going engagement in the two provinces.

UNDEF Added Value: Given the political sensitivity of the Project, The UN label was much appreciated.

iii. Conclusions

- The Project's strategy was deficient in that it reflected the absence of a careful assessment of the local context, particularly with regard to women's position in the political system and the lack of influence on major decisions of elected assemblies, as well as the limited capacities of the local implementing agencies.

- The decision to expand the list of direct beneficiaries to include men among the elected representatives, and as base group members, was justified by the weak position of women within both target groups, as well as the generally low level of education and experience among women beneficiaries. The decision to involve members of the Executive, both members of the Provincial and Municipal Councils (leadership) and officials, as well as political party leaders, was essential, given that the elected members had little influence in planning and budgeting.

- Women in Politics sought to support two primary beneficiary groups (later augmented): women elected representatives and women community leaders. However, given the limited influence of the Assemblies and the low profile of women representatives, the effort to encourage women community leaders to focus their advocacy efforts on elected women representatives was unhelpful, in the short term, at least.

- The Project lacked an ongoing presence and relationship with both beneficiary groups and collaborating institutions. For beneficiaries, it was viewed almost exclusively as a source of training.

- Taken together, the set of activities completed brought some immediate benefits to those the project sought to support, and made a modest contribution in *building a foundation* for medium-term impact results. Beyond this, no measurable change is evident in terms of the position or effectiveness of women elected representatives, nor is there yet evidence of the establishment of regular consultations between the Assemblies, government institutions and the base groups.

- Project efficiency was undermined by weak managerial integration of the project partner organizations, and the limited organizational and managerial capacities of the provincial implementing agencies. There were also major human resource challenges within Forum Mulher, which were not addressed satisfactorily. For these reasons and others, the deployment of Project human and financial resources was not always optimal in supporting the achievement of results.

- Difficulties in inter-organizational relations with Forum Mulher prevented IBIS from playing its anticipated role in monitoring progress and in providing technical support to the provincial implementing agencies, which looked to Forum Mulher instead for assistance.

- In understanding the limited results achieved, it is important to acknowledge that it is not only problems internal to the Project which were responsible. The grantee greatly underestimated the structural challenges to be met in reaching the projected results in the context of operating in the Northern provinces.

- The establishment of the base group, as a bridge between local community organizations and government institutions, is a useful innovation. However, more work is required in enhancing understanding at community level, and with elected assemblies and government institutions, of the role of such organizations as a complement to existing structures.

iv. Recommendations

It is recommended that:

- In any future cooperation with the base groups, women community leaders and women representatives in the Assemblies, IBIS Mozambique and Forum Mulher consider adopting a different approach, with greater emphasis on facilitation/coaching or mentoring support to beneficiaries and collaborating institutions, while moving away from an exclusive reliance on formal training sessions. This would enable the Project team to maintain a presence and visibility, while also providing for regular meetings and a demand-based approach to providing technical support.

- In order to avoid the kinds of organizational and human resource issues which undermined the effectiveness and efficiency of the Project, IBIS Mozambique and Forum Mulher adopt a clause for inclusion in future contracts between them which provides a remedy to any such occurrences.

- IBIS Mozambique reconsiders its approach to developing project proposals, to ensure that a basic contextual analysis is undertaken prior to specifying results and determining an appropriate strategy for operations.

- In future programming, Forum Mulher strengthens and clarifies the role of the base group as a community-based entity, with a focus on channelling community concerns to the elected Assemblies and government institutions. ***It is also recommended that*** it is made clear that the role of the base group is not to supplant, or compete with, existing community-based and civil society organizations.

- Given the dominance of the governing party at all levels and the significance of party membership for elected representatives, IBIS Mozambique and Forum Mulher devote greater attention to overcoming the political constraints which act as barriers to efforts to empower women on a broad basis, regardless of political affiliation.

- While not successfully achieved during this Project, the goal of building a female constituency for women elected representatives remains an interesting and

relevant one. However, given local conditions, more work will be required separately with each beneficiary group, as well as with other gatekeepers and stakeholders, before it becomes feasible to establish a bond between the two designated beneficiary groups. ***It is recommended that*** IBIS Mozambique and Forum Mulher reconsider the approach adopted in order to more effectively build a working partnership between the two groups.

II. Introduction and development context

i. The Project and Evaluation Objectives

This report is the evaluation of the project entitled “Women in Politics” (Mozambique), implemented by IBIS Mozambique, between November 1, 2009 and December 31, 2011 (27 months, including a 3-month extension). The project benefited from an UNDEF grant of \$350,000, with a project budget of \$325,000, plus an UNDEF monitoring and evaluation component of \$25,000. In addition, co-financing added \$150,000 to the Project budget.

The project was implemented by IBIS Mozambique (a branch of the Danish NGO, IBIS), in partnership with Forum Mulher. The two organizations have collaborated previously on the project, *Women in Democracy*, promoting women’s political participation, which took place in 2008-9, funded by the Government of Norway (NORAD).

IBIS Mozambique was established in 1976, and includes citizenship and democratization as two of its three priority programming themes (education is the third). Through its programming, which currently focuses on the northern provinces of the country, the organization supports active citizen participation in local development processes. Forum Mulher is a national women’s network, established in 1994. Its priorities are the promotion of gender equality and women’s empowerment. It is among the leading civil society organizations in Mozambique, and is well-known for its advocacy work in support of such priorities as the adoption by the national legislature of a law against domestic violence and a Family Law which secures the legal rights of women. Its network includes between 60 and 70 member organizations from all regions of the country.

The Project’s operations are focused in the two northern provinces of Zambezia and Niassa, where, since 2008, IBIS Mozambique (henceforth referred to as IBIS) has been implementing a major, \$2 million project, *Building Citizenship in Mozambique* (COCIM), with financial support from DANIDA, NORAD and Irish Aid. Gender mainstreaming is a central element of the project. UNDEF is one of three funders (the others are DANIDA and NORAD) contributing to the *Women in Politics Project*, which, in turn, is described as a component of the current phase (2010-2013) of this broader program, COCIM, described above. Following the completion of activities supported by UNDEF, *Women in Politics* continues, with DANIDA and NORAD funding available until 2013.

As grantee, IBIS delegated responsibility for field implementation to Forum Mulher, while retaining responsibility for overall accountability and reporting, as well as staff and

partner capacity building, along with monitoring and evaluation.¹ In turn, day-to-day management and administration of activities was placed in the hands of two local implementing organizations, one in each province. Both of the organizations selected are members of the Forum Mulher network: FOFEN in Niassa and NAFEZA in Zambezia. Coordination was to take place through a Project Management Board.

The Project Objective was stated thus: *“That female politicians include gender considerations in their decision-making and consult their female constituencies in preparing for political decisions in the municipal and provincial assemblies”*.

The intended beneficiaries were:

- All women among the elected representatives of the Provincial and Municipal Assemblies in Zambezia and Niassa Provinces ; and,
- Women community leaders drawn from the electoral constituencies of the elected female representatives.

The total number of individuals included in the two groups was estimated at 198 women. Indirect beneficiaries included all women in the relevant electoral constituencies.

ii. Evaluation methodology

The evaluation was conducted by two experts, one international and one national, under the terms of a framework agreement between UNDEF and Transtec. The methodology of the evaluation is set out in the Operational Manual governing this framework agreement, as well as in the evaluation Launch Note. A set of project documents was provided to the evaluators in the weeks preceding the field mission. Additional documents drawn on in the Evaluation were obtained from IBIS Mozambique during the field mission, as well as from other relevant sources (see list of documents consulted in Annex 3).

On the basis of a preliminary document review and communication with the grantee, the Evaluation Team prepared the Launch Note (UDF-MOZ-08-232) setting out key issues and particular areas of focus to be considered during the field mission, which took place from October 1-6, 2012. It was recognized that, since all Project activities had taken place in the two Northern provinces of Niassa and Zambezia, it would be necessary to make a field visit beyond Maputo. Following an analysis of costs and the time required for air and ground travel, in consultation with the grantee and Transtec, it was decided to focus on Niassa. For reasons of time, distance (from Maputo to the Northern provinces), cost (of domestic air fares), and language (the need to use Portuguese in all meetings in Niassa), it was determined that only the National Consultant would travel to Niassa.

The Evaluation mission in Mozambique included meetings in Maputo with the management and staff of IBIS Mozambique and Forum Mulher. After initial meetings in Maputo and discussions between the two Evaluators, the International Consultant continued with the schedule of meetings in Maputo, while the National Consultant travelled by air to Niassa Province, and then by road within the Province, where he visited two municipalities, Lichinga, the provincial capital, and Lago, and stayed for two nights. Meetings were held in Lichinga with: staff of FOFEN, as well as with the local IBIS Liaison Officer; women members of the Provincial and Municipal Assemblies; and, members of

¹ See: IBIS Mozambique, Annual Progress Report to NORAD 2011, Women in Politics MOZ/10-0028, p.1.

community base groups. In Lago, meetings were held with women members of the Municipal and Provincial Assembly and members of community base groups.



Evaluation Meeting with Base Group, Lago, Niassa

Following the set of meetings, both in Maputo and in Niassa, the two Evaluators met to compare notes and synthesize their preliminary findings, prior to a concluding meeting with IBIS Mozambique. The two Evaluators then held a final, wrap-up meeting to fill in gaps and plan reporting.

iii. Development context

With a population of 23.9 million, Mozambique is one of the poorest countries in the world, ranked 184 of 187 countries assessed through UNDP's Human Development Index ([Human Development Report 2011](#)). Accordingly, it ranks low among all countries rated in the "low development" category and within Sub-Saharan Africa. Despite its low rating in terms of human development, Mozambique has achieved relatively high levels of economic growth in recent years. However, its positive economic performance is based primarily on capital-intensive foreign investment in mining and energy development, and poverty levels remain high, particularly in rural areas.²

The country achieved independence from Portugal only in 1975, following a prolonged liberation struggle. Independence was followed by a vicious civil war, which dragged on from 1977 to 1992, leaving more than one million dead and the country's infrastructure in ruins. Hence, Mozambique only embarked on the process of systematic development relatively recently, explaining the very low levels of social and economic development.

Not surprisingly, the country is highly dependent on international assistance, with donor funds making up 45% of the national budget in 2011.³ Government and donor programs, including the UNDEF project evaluated in this report, face a serious constraint in terms of the non-availability of educated and experienced personnel, and the poor overall quality of education. According to UNDP data, the average years of schooling for citizens is only 1.2 years.

While there are many challenges, Mozambique's performance in terms of democratic governance is somewhat better than its HDI ranking might suggest, though with no discernible improvement in recent years. The Mo Ibrahim Foundation's Index of African Governance (IIAG) provides a comprehensive and broad-based summing-up of the comparative performance of African states on a set of key factors in governance. In addition, it offers a useful perspective on change within individual countries over the period since 2006, when the data for the Index was first collected.

² World Bank: Mozambique, Country Brief 2012.

³ Bertelsmann Transformations Index (BTI) 2012: Mozambique Country Report

The 2012 Index indicates that Mozambique ranks 21st among 52 countries rated, with a rating of 45.9%, compared with an African average of 51.2%. Among neighbouring countries, Zambia is ranked 12th and Malawi 17th. In terms of components within the Index relevant to this Evaluation, the country is ranked 35th in Participation, 20th on Rights and 4th on Gender Equality. ⁴ Not surprisingly, the lowest component rankings for Mozambique are on social indicators: Health, Education and Social Welfare.⁵

One party, FRELIMO, has dominated politics in Mozambique since the signing of the peace agreement with its principal rival, RENAMO, which continues to operate as the main opposition party. In the 2009 Presidential and Parliamentary Elections, FRELIMO further strengthened its position, securing 70% of the popular votes, 2/3 of the seats in the National Parliament, and 80% of those in the Provincial Assemblies. It also secured a majority of seats in all Municipal Assemblies.⁶

With its power over all state institutions, FRELIMO has succeeded in securing control, reinforced by the powers of appointment, over the entire state apparatus, including provincial and local government, as well as state enterprise. A large part of civil society is also linked directly to FRELIMO. This one-party dominance has raised concerns among international partners, as well as African observers. Hence, the 2009 Mozambique Country report of the Africa Union's Africa Peer Review Mechanism (APRM) directly criticized the close overlap of the state, the party and the economic elite. In turn, this set of relationships is seen to be associated with high levels of corruption, and which inhibits further progress in terms of accountability and democratic governance.⁷

Mozambique remains a highly-centralized country, with provincial and municipal governments having little autonomy. The Legislative arm of government is weak at all levels, with members owing their positions on party lists (the basis for their election) to patronage by party leaders. The Provincial and Municipal Assemblies meet infrequently, and members receive no salary, only an allowance. Provincial and Municipal Government planning and budgeting is undertaken by the executive, with little input from the Assemblies. Members of the Assemblies view it as their job to support implementation of party policy and the party agenda.⁸

Largely because of the socialist philosophy of FRELIMO, forged during the anti-colonial struggle, the situation of women in Mozambique is better than in many neighbouring

⁴ <http://www.moibrahimfoundation.org/>

⁵ "The IIAG is structured in such a way that the composite IIAG score is the aggregate of four overarching categories which are themselves made up of 14 underlying sub-categories. These sub-categories are calculated from the scores of 88 indicators (made up of 123 constituent variables) taken from 23 third-party data providers. These independent data providers include multilateral development banks, think tanks, business risk rating agencies and UN agencies...."

Governance, as defined by the Foundation, is considered from the viewpoint of the citizen. The definition is intentionally broad so as to capture all of the political, social and economic goods and services that any citizen has the right to expect from his or her state, and that any state has the responsibility to deliver to its citizens. The IIAG is unique in that it assesses governance by measuring outputs and outcomes. This definition of governance does not focus on *de jure* measurements, but rather aims to capture attainments or results, reflecting the actual status of governance performance in a given context – be it national, regional or continental... Governance is summarised in the Index by four main conceptual pillars, which form the constituent categories of the IIAG: Safety & Rule of Law; Participation & Human Rights; Sustainable Economic Opportunity; and Human Development. These four categories are themselves composed of 14 sub-categories."

(See: <http://www.moibrahimfoundation.org/downloads/2012-IIAG-data-report.pdf>, p.9.)

⁶ World Bank Country Brief, cited above.

⁷ BTI, Mozambique Report, cited above.

⁸ Information from interviews held during the Evaluation mission, and IBIS Mozambique, Women in Politics: A Baseline Study, May 2010.

countries. Yet, in terms of public life and participation in decision-making, the country remains a bastion of male dominance.

In some cases, women represent between 25 and 35% of the members of Provincial Assemblies, and 25 and 50% of the membership for Municipal Assemblies⁹, their representation in the National Parliament has also improved substantially. Yet, for all this, their position remains subordinate, with a minimal presence at decision-making levels. Limited opportunities for training, as well as experience in taking on middle-level political responsibilities, holds back women representatives in building their capacities and strengthening their self-confidence, and, hence, reduces their prospects for being taken seriously as candidates for senior positions.

III. Project strategy

i. Project approach and strategy

The Situation Analysis presented in the Project Document provides a clear rationale for the Project as a focused means to address two related features of the broader problem of improving women's political participation: the lack of influence of women elected representatives on political decisions and the absence of gender equality considerations in the actions of provincial and municipal government. It is pointed out that, while the adoption of a formal quota system ensures a reasonable level of representation for women in elected bodies at all levels in Mozambique, they continue to have little influence in decision-making, or as decision-makers. Obstacles to women's participation include: their low social status; the customary dominance of men in family decisions; the limited access of women to education, and, more generally to information and knowledge; poor knowledge or understanding of rights; and, low self-confidence. As noted above, The UNDEF project fits closely with the on-going work of IBIS Mozambique under its Citizenship Program, which has included a focus on women and the political process, and with the priority given by Forum Mulher to women's political participation. The Strategy set out in the Project Document elaborated two closely-related development problems which were to be addressed. Both concerned addressing key barriers to women's political efficacy:

- i) The barriers to the effectiveness of elected female political representatives in exerting political influence; and,
- ii) The barriers to influencing political agendas on the part of female constituencies.

The intended beneficiaries were:

- All women among the elected representatives of the Provincial and Municipal Assemblies in Zambezia and Niassa Provinces ; and,
- Women community leaders drawn from the electoral constituencies of the elected female representatives.

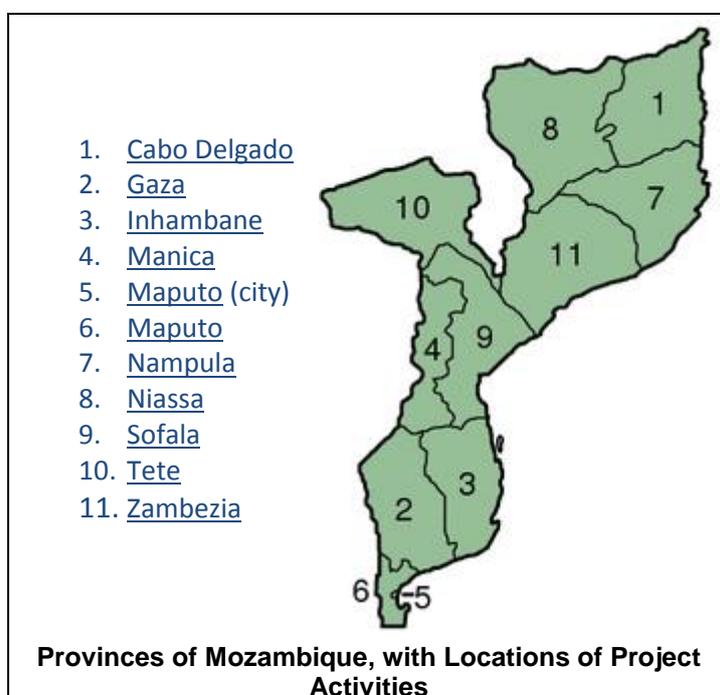
⁹ See, Baseline Study, cited above, pp.18-20.

The Project Document defines three *intended outcomes* (medium-term impacts, in terms of UNDEF's results framework). These are:

- i) Elected members of Municipal and Provincial Assemblies are aware of gender issues and barriers to gender inequality, and include gender considerations in their work.
- ii) Female elected members are able and willing to interact with their female constituencies and CSOs in the process of preparing for decisions in the Assemblies.
- iii) Female Community Leaders and their base-groups actively communicate with their female Assembly (Municipal or Provincial) politicians on relevant issues.

Key activities (as implemented) included:

- Design and Completion of a Baseline Study regarding women's participation in the Provincial and Municipal Assemblies;
- Training on basic gender issues for (i) all elected women representatives, and (ii) women community leaders, to build understanding and to support gender mainstreaming in decision-making;
- Training for the same beneficiary groups to become informed and well-prepared gender equality advocates; this included a workshop on "Planning, Budgeting and Monitoring from a Gender Perspective";
- Technical assistance to Women elected representatives to assist them to develop a basic "gender action plan" to guide their work;
- Establishment of constituency base-groups, comprised of representatives of women's groups and relevant CSOs;
- Facilitation of twice-weekly meetings between the elected women representatives and the base-groups; the base-groups would also identify the women community leaders;
- Technical assistance by IBIS Mozambique to strengthen Project implementation and support Project implementers in the two provinces, through "monitoring trips".



The Project was implemented in three Northern provinces: Niassa, Zambezia and Cabo Delgado (see map, below). These were areas which formed the focus for IBIS

engagement in Mozambique. UNDEF funding supported Project work in Niassa and Zambezia, though other funds were also used for some elements of particular activities. Funding for all activities in the third province was provided by other donors.

Adjustments were made to Project Strategy in 2010, following completion of a comprehensive Baseline Study (cited above) and review of its findings. A number of the basic assumptions underlying the initial plan were found to be incorrect.

i) Firstly, in practice, in Mozambique's system of governance, elected members at provincial and municipal level have little impact on decisions, which are made by the executive and directed by the governing party. Hence annual plans and budgets are made without any opportunity for input by the elected Assemblies. The Project attempted to address this during implementation by also involving public servants and members of Provincial and Municipal Councils (the executive), engaged in formulating annual plans to be approved by the Assemblies.

ii) It was determined that the two local partners lacked the required substantive and administrative capacities to implement the Project effectively. Consequently, in cooperation with Forum Mulher, IBIS undertook organizational assessments of its local partners. On the basis of the findings of the assessments, it developed *partner development plans* to enhance the capabilities of the two provincial-level organizations.

iii) It came to be understood that the position of women, both in local communities and as members of the Assemblies, was so weak, that it would also be advisable to include men from all beneficiary groups in Project activities. Further, because of the weak position of women among elected representatives, and the effective control of the Provincial and Municipal Assemblies by the dominant party, and because of the dependence of elected representatives on the party leadership for their positions, the Project also found it necessary to seek the support of party leaders for involving their members in activities.

iv) Some elements of the program plan, particularly those pertaining to relations between elected representatives and their female constituencies, were eliminated, mainly because it was recognized that to move ahead on the topics concerned would be premature. One of the cancelled activities was a proposed Citizen Satisfaction Assessment, which was replaced by a training workshop on "Planning, budgeting and monitoring from a gender perspective". This change was proposed and explained in the Mid-Term Progress Report.

v) With the above changes, the list of beneficiary groups was extended to include men elected representatives, male community leaders and members of the Municipal Councils (the local Executive) and local government officials.

ii. Logical framework

The chart is based on detailed information included in the project's results table.

| Project activities | Intended outputs/outcomes | Medium-term impacts | Long-term development objective |
|---|--|--|---|
| <p>Training in basic GE issues for all elected members of Municipal Assemblies (men & women)</p> <p>Training in basic GE issues for elected members of Provincial Assemblies</p> <p>Support to female politicians in formulating Gender Action Plans for municipalities in both Niassa and Zambezia Provinces</p> | <p>Increased awareness of GE among Municipal and provincial Assembly members</p> <p>The preparation and completion of Gender Action Plans by municipalities in the target provinces</p> | <p>Elected members of Municipal and Provincial Assemblies are aware of gender issues and barriers to Gender Equality (GE), and include gender considerations in their work</p> | <p>Female politicians include gender considerations in their decision-making and consult their female constituencies in preparing for political decisions in the municipal and provincial assemblies”</p> |
| <p>9 municipalities in the two target provinces set up and train base groups that are fully functional</p> <p>2 training sessions carried out in the 9 target municipalities on advocacy and local government</p> | <p>The establishment of base groups for female politicians</p> <p>Increased knowledge of public communication, advocacy and budgets for community leaders and elected representatives</p> | <p>Female elected members are able and willing to interact with their female constituencies and CSOs in the process of preparing for decisions in the Assemblies</p> | |
| <p>Training in basic GE issues for identified female community leaders</p> <p>4 meetings (2 in each province) organized between elected representatives, local government officials and base groups</p> <p>3,000 brochures on women's political participation are prepared</p> <p>A compilation and translation of materials on the gender and legal framework of women's political participation</p> | <p>Increased awareness of GE among female community leaders</p> <p>Meetings held where GE issues relevant to community base groups are discussed with local decision-makers</p> <p>Training materials produced and distributed</p> | <p>Female community Leaders and their base groups actively communicate with the female Assembly politicians on relevant issues</p> | |

NOTE: While detailed information is provided in Project documents of outcomes (medium-term impacts), outputs and activities, the activities and outputs are not related to specific outcomes. The Logical Framework presented attempts to organize the information on results provided as seems most straightforward. However, in one or two cases, there is overlap, with some outputs applying to more than one medium-term impact result.

In addition to the activities and outputs noted above and included in the Logical Framework, and applicable to all three outcomes, IBIS planned to provide ongoing support and technical assistance to “operational units”.

IV. Evaluation findings

This evaluation is based on a set of Evaluation Questions or EQs, designed to cover the Development Assistance Committee’s (DAC) criteria: relevance, effectiveness, efficiency, impact, sustainability, and value added by UNDEF. The Evaluation Questions and related sub-questions are presented in Annex 1.

i. Relevance

The grantee identified a core weakness in Mozambique’s democracy, in terms of its failure to make adequate provision for women’s active political participation, and, through the Project, sought to make a difference in addressing this deficiency. In that it sought to strengthen the political inclusion and engagement of women in government decision-making at a local level, the Project was very much relevant to UNDEF’s mandate. Beyond this, the project focused its resources on two apparently manageable aspects of this larger problem: building the capacity of women elected representatives and building a link between women politicians and women in local communities.

Project Strategy: The focus on the local level in two Northern provinces was sensible and realistic as a means of concentrating resources and in building on the prior experience of both IBIS and Forum Mulher (henceforth referred to as FM). However, the needs analysis and feasibility assessment undertaken by IBIS prior to the Project was deficient in several ways, including the assessment of risk, and this undermined the value and relevance of the strategy adopted. A further problem addressed in the revised strategy was a major underestimation at the outset of the capacities of the two local implementing organizations to fulfil the tasks assigned to them. Given the local knowledge of the grantee, this failure to take full account of the local context and political conditions is puzzling.

The gap in preparatory work led to the necessity for substantial changes to Project plans in the second year of operations. Overall, it must be concluded that the Project Strategy, while well-intended, was built on shaky foundations and some unwarrantable assumptions. This had a significant impact on the feasibility of achieving projected results within the Project timeframe.

Another weakness in design was the emphasis on the Provincial and Municipal Assemblies as the focus for advocacy by the base groups. While there is considerable value in seeking to strengthen the role of the elected members of the Assemblies, in the short term, it made little sense for local communities, lacking influence with government decision-makers, to focus their efforts on reaching the elected representatives. Although government officials were brought into the Project, the focus remained the Assemblies. Hence there was an uneasy “partnership” established in the Project design between two beneficiary groups which required support for very different reasons.

From a more positive perspective, revisions to the Strategy were informed by the findings of a thorough and highly professional baseline study, which was completed in May 2010. Further, in mitigation of the problems of achieving the objectives of the UNDEF project within the timeframe allotted, it is important to note that *Women in Politics* continues in the same locations, with the same results in mind, and with funding from other donors. It is possible that, despite the many difficulties which will be discussed below, the objectives will be achieved by 2013, at the end of the current funding cycle.

ii. Effectiveness

The Project's overall effectiveness was diminished by: unrealistic assumptions and a failure to take adequate account of the local context and political and social conditions in the initial design; organizational difficulties; significant delays in starting and continuing operations; and, weak integration of individual activities to support results. At the same time, it must be acknowledged that the project was operating in a challenging environment, and that there may be time to overcome some barriers to effectiveness in the current phase of the Project, supported by other donors. Many activities, particularly training workshops, seem to have been well-done and appreciated by participants. Others, intended to carry forward the core Project agenda were, perhaps, less successful.

One of the difficulties encountered in evaluating the project is to distinguish the UNDEF Project from the larger, longer-term Women in Politics Program, which continues after the conclusion of UNDEF funding. Although IBIS has reported in keeping with UNDEF requirements, all the organizational partners involved in implementation: IBIS, FM and the provincial-level partners, are focused on the larger programme, which received UNDEF support for most activities in two of the three target provinces over 27 months. For this reason, there is little concern at the limited achievement of the UNDEF Project, given that there is committed funding into 2013.

The principal activities completed with UNDEF support were all relevant and supportive of the Project's overall objectives. However, their value was somewhat diminished as a result of a lack of continuity of engagement by the Project team between activities, as well as a lack of clarity in the objectives of individual activities. The first year of the Project was viewed as putting in place the "basic conditions" for the Project to operate.¹⁰ However, organizational challenges meant that, with the exception of the baseline study, activities did not properly begin until late August/early September of 2010, 11-12 months after the contract with UNDEF was signed.

Initial activities focused on general training on Advocacy and Budget Literacy for municipal politicians and community leaders. The two workshops held in Niassa in separate locations in Late August and early September 2010 involved, respectively, 22 (15 women and 7 men) and 41 participants (32 women and 9 men). Those taking part were members of the Municipal Assemblies and community leaders. Parallel workshops took place in Zambezia, with 46 participants reported (22 women). One of the principal purposes of these workshops was to inform Provincial and Municipal leaders of the

¹⁰ Source: Interviews with FM, and FOFEN Annual Report to FM for 2010 (in Portuguese).

Councils (the executive) and the Assemblies of the Women in Politics Program and to seek their support.¹¹

One of these sessions was the subject of an UNDEF Milestone Verification Report. The Observer reports that the workshop, which was presented by FM, was well-organized, with effective presentations, relevant training materials (some of which drew on the findings of the baseline study) and active participation by all attendees.¹² Members of the Municipal Assemblies in Lichinga and Lago confirmed to the Evaluators that, after the training sessions, they felt more confident to speak out during Assembly sessions, and that they became more supportive of concerns raised by other women.

In line with the concern to establish the “basic conditions” for Project operations, one of the principal purposes of this first round of workshops was “strategic”: to inform Provincial and Municipal leaders of the Councils (the executive) and the Assemblies of the Women in Politics Program and to seek their support. It was felt by FM that the concept of citizen participation as a component of an effective democracy was not well-understood by party leaders and government officials. Hence, one aim of the workshops was to build an appreciation on their part that an active engagement of citizens in bringing their concerns to the attention of decision-makers could strengthen trust in political institutions, without undermining the position of those in authority.

A second set of activities took place later in September: training in gender issues aimed at all women elected representatives in the Provincial and Municipal Assemblies in the two target provinces. Participants included nearly all women representatives, as well as several men. The Presidents of the Provincial Assemblies participated throughout the training event held in the provincial capitals. The same course was also offered to the second of the principal beneficiary groups, women community leaders. Apparently, the training strategy was adjusted to meet the learning needs and capabilities of the different audiences. The second workshop in each province was also considered as the occasion for the official launch of the Project (September 13, 2010, in Niassa).

Aside from these workshops, the principal focus of Project operations for the second half of 2010 and the first quarter of 2011 concerned the establishment of the community base groups. Preparatory work included the “mapping” of the communities and the presence of community-based organizations (CBOs) and civil society organizations (CSOs), and the identification of “leading women” and those active in their neighbourhoods, who might become members of the base groups. The members were selected from representatives of CSOs and CBOs at meetings held in local communities. Training was provided to the groups on gender issues and the political process. Because of the range of education, literacy and experience in the groups, developing a training plan became a challenge.

By the conclusion of the Project, it is reported that base groups had been established in the nine participating municipalities, with an overall membership of 366 (216 women). However, these numbers appear to represent the total of all of those who took part in initial meetings. The actual numbers of those taking an active role are much smaller. In Niassa, there are base groups in four municipalities (two of which met with the National Consultant); each has about 15 “permanent members.”

¹¹ There is a discrepancy between the figures reported by IBIS in the Final Report and those provided by the provincial organizations, which have been used for Niassa. It may be that the IBIS figures for Zambezia are an underestimate.

¹² UNDEF Milestone #2 Verification Report, Lichinga, Niassa, September 16-18, 2010.

The role of the base group was to be a bridge between the local community and the elected representatives. Since many of those involved would be illiterate, it was also decided to include a number of women community leaders. These women would be drawn from the ranks of the literate and better-educated, with wider experience of public life, and be capable of influencing others.

This sub-group became a key target or beneficiary group for the Project, and they received focused training in gender equality and advocacy, in addition to the basic training given to all members of the base groups. It was recognized that their involvement as leaders would be essential if the Assemblies and government institutions were to take them groups seriously, and if their presentations were to be viewed as credible.

From April to November 2011, the focus of project activities was on building a consultative relationship between the base groups and the Municipal Assemblies, and a series of meetings was held in each of the two provinces to advance this central aspect of the Project agenda. One such meeting was held at the IBIS offices in Molocue, Zambezia Province, and was reported on for UNDEF in a Milestone Verification Report.¹³ The event was organized by NAFEZA, the provincial implementing agency and facilitated by its staff. There were 14 participants (of 16 invitees), including: 2 from the Provincial Assembly and 3 from the Municipal Assembly, 3 officials from the Municipal Council, 4 from CSOs and 2 others, identified as community leaders. Half of the participants were women.

The elected representatives and officials present explained the difficulties of including citizen consultations within current planning and budgeting processes. However, it was agreed that those present, plus the two absentees, would form a group to travel to meet with the base groups and conduct an “assessment of the needs of the population” through consultations in six localities. It is not known whether this agenda was followed, or what the specific outcomes of this process were, since it is not covered in reporting to UNDEF.

Overall, the work of the Project in achieving its objectives with regard to the two outcomes pertaining to effective consultations between the members of the Assemblies and female community leaders and base groups was incomplete and no conclusive results were accomplished.

In addition to the set of workshops on gender awareness held in September 2011, there was one other major activity in support of the outcome to strengthen gender awareness among elected representatives and women community leaders and to enable them to include gender considerations in their work. This concerned the development of Gender Action Plans for the Municipal and Provincial Assemblies. This activity took place just before the completion of UNDF Project operations in November 2011.

As it was by this time understood that it was not elected representatives, but government officials, who were responsible for planning and budgeting, a decision was made to also involve officials in the process. To facilitate this, they received dedicated training on gender issues, to bring them to the level of the other Project beneficiaries. Work then began with the officials and elected representatives, with leading members of the base groups also involved in discussions on how the plans could be developed.

¹³ UNDEF Milestone #3 Verification Report, Molocue, Zambezia, April 8, 2011.

As yet, the plans are incomplete, since a consensus has yet to be established on some of the issues under consideration. Further, as FM has reflected, it may be that the concept is too elaborate, in its proposed form, for the local context. Through the current stage of Women in Politics, it is expected that technical support will be provided to establish the plans at municipal level, linking them to elements of the annual plans for the Assembly, as well as to the municipal budget. So far, gender issues have not been included in the working agenda for any of the Provincial or Municipal Assemblies involved in the Project. However, through the initiative of women elected representatives, a gender unit is being established at the Niassa Provincial Assembly.

In conclusion, while the Project has made some progress in its effort to build on strengthening gender awareness, it has yet to have made a visible difference in changing institutional practice, as anticipated in the outcome (medium-term impact) results. It is to be hoped that the initial work will pay off prior to the continuation of Women in Politics.

Overall, there remain some significant gaps in the connections which will be critical to achieving the Project Objective. Elected representatives of the Municipal Assembly in Lichinga indicated that there were no regular meetings with the base groups, and that those meetings which had occurred had taken place at FOFEN, and not in local communities. In Lago Municipality, elected representatives indicated that, beyond the training sessions, no significant initiatives had been taken by the members of the Assembly.

Representatives of the base groups in Lichinga and Lago confirmed that they had taken part in two training sessions on gender issues and political participation, and that this has strengthened their knowledge of women's rights and political participation, and enhanced their self-confidence (see the feature story on "Berta", below). The group members in Lago also confirmed that they have identified the most critical issues in their community and brought these to the attention of a women member of the Municipal Assembly, but with no result. They feel that the voice of women in the Assembly is very weak.

As FM and IBIS commented in their interviews for the Evaluation, the UNDEF Project was viewed as part of a bigger process and incomplete by itself. As a senior manager at FM reflected, *"we started with participants and institutions at a very low level, and we aim to continue to build towards greater achievements...it is kind of a pilot project in a new area. It is not common here to build a link between elected and electors...This is something new, bringing communities, through the base groups, into contact with the elected representatives."*

iii. Efficiency

In assessing the efficiency of the project, it is important to bear in mind the context of a very poor country, and a population with very low levels of educational attainment. Post-secondary education is of poor quality, as yet, and there is shortage of those with practical experience and managerial capabilities. The implementing agencies, including Forum Mulher itself, were directly affected by problems of this kind, and this appears to be the root cause of many of the difficulties experienced in Project operations.

While IBIS was the grantee, the primary responsibility for managing the substance of the Project and supervising implementation rested with Forum Mulher (FM). For much of the period of the Project, the senior manager at FM, responsible for Women in Politics was unavailable as a result of a serious illness, which kept her away from the office for months at a time. In the interim, efforts to replace her with younger officers proved to be ineffective. This led to numerous delays, particularly in 2009-2010. In addition, the two provincial organizations, FOFEN and NAFEZA, lacked the necessary capabilities to do the job expected of them, and it took several months before they were able to operate effectively.

Beyond this, there were issues concerning the lack of integration of the organizational partners which made up the Project team. From the beginning, there seem to have problems in communication and establishing a shared understanding on roles and responsibilities between IBIS and FM. This was particularly apparent in relations with the provincial implementing agencies. As members of the FM network, the two provincial organizations looked to their parent organization for assistance, and, while IBIS took part in the organizational assessment with FM, it was not able to play the expected role in ongoing organizational support, as set out in the Project plan. The IBIS officer in Niassa tasked with supporting FOFEN (the newer of the two provincial organizations) was rebuffed in her efforts to provide technical support and advice.

Project activities were well-organized and appropriately-budgeted, and overall costs were reasonable. However, in terms of the utilization of the budget to achieve Project objectives, the major deficiency derived from an activity-oriented approach, which made little allowance for the need to allocate resources to provide for maintaining a continuing relationship with beneficiaries and other partners. This was a complicated project, and, for capacities to be built and maintained, and openings to be followed up, there was a need for a regular Project presence with the Assemblies, government institutions, women community leaders and the base groups. From interviews with beneficiaries in Niassa, It is quite apparent that the Project was not experienced as a continuing presence, working towards known objectives linking activities, but mainly as a source of training.

What also was missing was sufficient investment of human and financial resources by IBIS at the design stage and the beginning of the Project in addressing organizational capacity issues. Proper attention to core issues at this stage might have enabled the Project to move to implementation more rapidly. IBIS was careful to respect the domain of its principal partner. However, given the seriousness of the organizational difficulties encountered by FM, some alternative resolution was called for, rather than allowing matters to drift.

The Story of Berta, a Base Group member in Lago, Niassa Province

My name is Berta; I am 56 years old, a widow and mother of 3 daughters, 24, 17 and 14 years old. I have lived in this village since the peace agreement in 1992, and ever since, I have seen significant changes in the ways of living around here[...] I am a member of a political party and have been very active. I pay my fees, and I participate in almost all the events and activities. My role has usually been as an activist: community mobilization, cleaning the village, participating in campaigns, but never playing a leading role. I always saw the leadership role as a job reserved to men, and those women who are traditional leaders in our community.

Since 2006 I have participated in training programs on gender issues provided by IBIS, FOFEN and other NGOs. Slowly, I started to grow my awareness about gender inequalities and I learn how men's and women's roles can and should be complementary, and not based on exploitation of women. In 2011, I participated in a training course provided by FOFEN (I remember that young lady named Yasmin, who works for FOFEN) and we agreed to establish a Base Group composed of 14 people, mostly women. In the same year there was an election in our village at party level, to elect the chief of 10 houses, which represents the committee of the cell.

My colleagues from the base group and other people in my neighbourhood asked me to compete in the election. In the beginning I thought they were crazy. Look at me; I am a short a small person. How could I lead tall and big men? I was not sure if the men would accept a woman's leadership. After sleeping on the matter for few days, I decided to go for the election to represent women and our community. As I learned in the training, there are issues that can be better advocated for by woman. The concerns about availability of water sources, health facilities, and the need to promote education for girls, can be better understood by a woman who lives the daily challenge of walking long distances in search for water.

I have indeed been elected, and since then I have been working with my community to channel our problems and concerns to the Municipality. We have identified the need to open a borehole, we wrote a petition and delivered it at the municipality but we still had no response. It is just the beginning, we won't give up and there is more to come and to fight for. I hope FOFEN will continue to support us and allow us to exchange our experience with other base groups around the province. We want to learn how other groups are doing and take their positive experience back home. Things are changing here. Men are more prone to support woman on domestic activities, fetch wood, and sometimes cook for us. Women in Lago are not the same as in the past.



iv. Impact

Both the Project Objective and the medium-term impact results remain elusive. Some progress has been made during the time of UNDEF funding, but much remains to be done. Although, at first inspection, projected results seemed modest and manageable, in fact, a series of substantial barriers stood in the way of their realization. These included:

- Low levels of educational attainment among women, and, associated with this, a subordinate position in the household and low levels of self-esteem and self-confidence, even among those elected as members of the Provincial and Municipal Assemblies;
- Very limited exposure to ideas of gender equality;
- A relatively closed political system, dominated by hierarchical political party structures, controlled by men;
- Provincial and municipal governance systems, where elected assemblies have little influence over the Executive;
- The absence of public participation as a dimension of political life, outside national elections; and,
- Generally low levels of organizational and managerial skills.

For all these reasons, even taking into account the gaps in Project organization, strategy and planning, discussed above, it is not surprising that only limited results were achieved within a two-year project.

All beneficiary groups obtained benefits from the training provided, and it is hoped that Women in Politics will build on the work completed so far, learning lessons from experience to date. For the future, while there may be limits to the absorptive capacities of beneficiary organizations, and time will be required to build up knowledge, experience and self-confidence, a more engaged and pro-active approach will be called for if Women in Politics is to achieve its projected results.

The establishment of the base groups is an important innovation. The training provided has enabled them to understand their role in assessing community needs and presenting the concerns of the local community to the Municipal and/or Provincial Assembly and government officials. However, while the concept of the group is of a representative organization, a bridge between the community and government (to quote Forum Mulher), it was found that members of the groups seem to have a different view of their role.

The intention of the Project is that they should not replace or compete with existing CSOs or CBOs, but, in Niassa, they see themselves as autonomous organizations, and request motorcycles or other vehicles to travel to other villages to meet with others and collect information. Some members have also requested FOFEN to provide them with payment and other benefits to encourage them to continue their work. These developments are troubling, and reveal significant gaps in the Project team's continuing cooperation with the groups, and in the understanding by group members of core tasks. It is apparent that FOFEN, FM and IBIS will have to rethink their approach to the base groups.

v. Sustainability

The Project continues with funding from other donors. FM also indicates that it will involve the base groups in its Women's Public Participation Program, supported by Norway, Sweden, NOVIB (OXFAM Netherlands) and CAPA (Finland). In addition to the

continuation of Women in Politics, IBIS is also continuing its Citizenship Program in the two provinces, and is establishing a capacity development centre in Lichinga. It also now has a full-time Gender Advisor who has been providing support to the Project, and will continue to do so. Further, the capacities of the two provincial organizations, FOFEN and NAFEZA, have now been strengthened, providing a better base for future operations. However, without ongoing donor funding, the benefits which have been obtained from the UNDEF Project, and results which may be accomplished through the continuation of Women in Politics, are likely to be lost.



Marrupa Base Group Meeting 2011, Niassa

vi. UNDEF Added Value

UNDEF funding was much appreciated. Given the sensitivities of the concept of political participation in a highly-controlled and centralized political system, the UN label may have an asset to the Project, the grantee and its partners. Beyond this, there was no distinctive value added by the UNDEF funding.

V. Conclusions

i. In seeking to address the problem of the limited opportunities for women's political participation in Mozambique, **the Project was directly relevant to UNDEF's mandate.** *Based on findings on Relevance.*

ii. The Project's strategy was deficient in that it reflected the **absence of a careful assessment of the local context**, particularly with regard to women's position in the political system and the lack of influence on major decisions of elected assemblies, as well as the limited capacities of the local implementing agencies. For all this, it is doubtful that any 2-year project could have achieved the planned results. *Based on findings of Relevance and Impact.*

iii. The decision to adjust the strategy and expand the list of direct beneficiaries to **include men among the elected representatives, and as base group members, was justified by the weak position of women** within both target groups, as well as the generally low level of education and experience among women beneficiaries. The decision to involve members of the Executive, both members of the Provincial and Municipal Councils (leadership) and officials, along with political party leaders, was essential, given that the elected members had little influence in planning and budgeting. *Based on findings on Relevance and Effectiveness.*

iv. Drawing on the findings on Impact, it may be observed that, Women in Politics experienced **difficulties in bringing together the two primary beneficiary groups, women elected representatives and women community leaders**, as expected. Given the limited influence of the Assemblies and the low profile of women representatives, it may be concluded that the effort to encourage women community leaders to focus their advocacy efforts on elected women representatives was unhelpful, in the short term, at least.

v. The Project operated as a series of activities, with little engagement between beneficiaries and the Project team outside the series of training workshops offered. Hence, a major weakness of the Project strategy was its limited success in providing for integration across activities. **The Project lacked an ongoing presence and relationship with both beneficiary groups and collaborating institutions.** For beneficiaries, it was viewed almost exclusively as a source of training. *Based on findings for Effectiveness and Efficiency.*

vi. Overall, taken together, the set of activities completed brought some immediate benefits to those the project sought to support, and **made a modest contribution in building a foundation for medium-term impact results.** Beyond this, **no measurable change is evident in terms of the position or effectiveness of women elected representatives**, nor is there yet evidence of the establishment of

regular consultations between the Assemblies, government institutions and the base groups. *Based on findings for Effectiveness and Impact.*

vii. While results have been disappointing, the basis for subsequent progress has been laid. Women in Politics continues on the basis of funding from other donors, and, with a more pro-active approach, and a stronger presence with beneficiaries and local governance institutions, it is possible that the results set out in the UNDEF Project may be accomplished by 2013, when the current funding cycle ends. *Based on findings on Sustainability.*

viii. Project efficiency was undermined by weak integration of the project partner organizations, and the limited organizational and managerial capacities of the provincial implementing agencies. There were also major human resource challenges within Forum Mulher, which were not addressed satisfactorily. For these reasons and others, the deployment of Project human and financial resources was not always optimal in supporting the achievement of results. Difficulties in inter-organizational relations with Forum Mulher prevented IBIS from playing its anticipated role in monitoring progress and in providing technical support to the provincial implementing agencies, which looked to Forum Mulher instead for assistance. *Based on findings for Efficiency and Effectiveness.*

ix. In understanding the limited results achieved, it is important to acknowledge that it is not only problems internal to the Project which were responsible. **The grantee greatly underestimated the wider challenges to be met in reaching the projected results,** modest as they seemed to be. The low levels of education and limited experience of the women beneficiaries, along with the marginalization of the elected Assemblies, the absence of any tradition of public consultation, and the closed nature of hierarchical political party structures, presented a series of social and institutional barriers to Project results. *Based on findings for Impact.*

x. The establishment of the base group, as a bridge between local community organizations and government institutions, stands out as a potentially valuable innovation. However, much more work is required in building a better understanding at community level of the role of such organizations as a complement to existing structures. Similarly, greater efforts are required in building an understanding on the part of government institutions, particularly at municipal level, of the benefits of regular consultations with the groups, linked to the planning process. *Based on findings on Impact and Effectiveness.*

VI. Recommendations

It is recommended that:

i. In any future cooperation with the base groups, women community leaders and women representatives in the Assemblies, IBIS Mozambique and Forum Mulher **consider adopting a different approach, with greater emphasis on facilitation/ coaching or mentoring support to beneficiaries and collaborating institutions, while moving away from an exclusive reliance on formal training sessions.** This would enable the Project team to maintain a presence and visibility, while also providing for regular meetings and a demand-based approach to providing technical support. *Based on Conclusions vi and xi*

ii. In order to **avoid the kinds of organizational and human resource issues** which undermined the effectiveness and efficiency of the Project, IBIS Mozambique and Forum Mulher **adopt a clause for inclusion in future contracts between them which provides a remedy to any such occurrences.** *Based on Conclusion ix.*

iii. IBIS Mozambique reconsiders its approach to developing project proposals, to **ensure that a basic contextual analysis is undertaken prior to specifying results and determining an appropriate strategy for operations.** *Based on Conclusion ii.*

iv. In future programming, Forum Mulher strengthens and **clarifies the role of the base group as a community-based entity, with a focus on channelling community concerns to the elected Assemblies and government institutions.** It is also recommended that it is made clear that the role of the base group is not to supplant, or compete with, existing community-based and civil society organizations. *Based on Conclusion xi.*

v. Given the dominance of the governing party at all levels and the significance of party membership for elected representatives, IBIS Mozambique and Forum Mulher **devote greater attention to overcoming the political constraints which act as barriers to efforts to empower women on a broad basis,** regardless of political affiliation. *Based on Conclusions x, iii, iv and viii.*

vi. **While not successfully achieved during this Project, the goal of building a female constituency for women elected representatives remains an interesting and relevant one.** However, given local conditions, more work will be required separately with each beneficiary group, as well as with other gatekeepers and stakeholders, before it becomes feasible to establish a bond between the two designated beneficiary groups. It is recommended that IBIS Mozambique and Forum Mulher **reconsider the approach adopted in order to more effectively build a working partnership between the two groups.** *Based on Conclusions iv and viii.*

VII. Overall assessment and closing thoughts

The relevance of the Project is not in question. However, the grantee seriously underestimated the difficulties to be encountered and risks to be addressed in working towards proposed results. Further, its partner, Forum Mulher (FM), while an established and well-regarded organization, lacked the necessary on-the-ground capacities in the two Northern provinces where the Project was implemented. Beyond this, IBIS and FM failed to build a shared understanding of how best to approach Project implementation. In addition, IBIS was unable to provide the necessary technical support to the Project, and continuing organizational challenges at Forum Mulher and with the provincial implementing agencies held back progress. Finally, Project strategy did not provide for the continuing engagement with beneficiary groups and collaborating institutions, which was so much needed. It is to be hoped that, during the continuation of Women in Politics, these difficulties and gaps in organization may be overcome.

For IBIS Mozambique and Forum Mulher, as well as the provincial implementing agencies, the UNDEF Project was simply one part of the larger *Women in Politics* program, supported by other donors, and continuing after UNDEF funds were exhausted. Understandably, this diminished the sense of urgency on the part of the Project team in seeking to achieve results within the period of UNDEF financial support.

VIII. ANNEXES

Annex 1: Evaluation questions

| DAC criterion | Evaluation Question | Related sub-questions |
|-------------------|---|--|
| Relevance | To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels? | <ul style="list-style-type: none"> ▪ Were the objectives of the project in line with the needs and priorities for democratic development, given the context? ▪ Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why? ▪ Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse? |
| Effectiveness | To what extent was the project, as implemented, able to achieve objectives and goals? | <ul style="list-style-type: none"> ▪ To what extent have the project's objectives been reached? ▪ To what extent was the project implemented as envisaged by the project document? If not, why not? ▪ Were the project activities adequate to make progress towards the project objectives? ▪ What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this? |
| Efficiency | To what extent was there a reasonable relationship between resources expended and project impacts? | <ul style="list-style-type: none"> ▪ Was there a reasonable relationship between project inputs and project outputs? ▪ Did institutional arrangements promote cost-effectiveness and accountability? ▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives? |
| Impact | To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy? | <ul style="list-style-type: none"> ▪ To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address? ▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative? ▪ To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization? ▪ Is the project likely to have a catalytic effect? How? Why? Examples? |
| Sustainability | To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development? | <ul style="list-style-type: none"> ▪ To what extent has the project established processes and systems that are likely to support continued impact? ▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)? |
| UNDEF value added | To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors? | <ul style="list-style-type: none"> ▪ What was UNDEF able to accomplish through the project that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc.). ▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues? |

Annex 2: Documents Reviewed

BBC: Mozambique, Country Profile 2012
<http://www.bbc.co.uk/news/world-africa-13890416>

BTI Transformations Index 2012: Mozambique Country Report:
<http://www.bti-project.org/countryreports/esa/moz/>

IBIS Mozambique, Annual Progress Report to NORAD 2011.

Mo Ibrahim Foundation Index of African Governance (IIAG):
<http://www.moibrahimfoundation.org/downloads/2012-IIAG-data-report.pdf>

UNDP Africa Human Development Report 2012 New York: UNDP, 2012

UNDP Human Development Report 2011, Sustainability and Equity: A Better Future for All. New York: UNDP, 2011

World Bank, Mozambique, Country Brief 2012:
<http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/MOZAMBIQUEEXTN/0,,menuPK:382142~pagePK:141132~piPK:141107~theSitePK:382131,00.html>

Annex 3A: Persons Interviewed in Maputo

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|---|--|
| September 29, Saturday | |
| Arrival in Maputo of International Consultant from Johannesburg | |
| October 1, Monday | |
| Initial Meeting of Evaluation Team | Southern Sun Hotel, Maputo |
| Ms. Delma Comissario | Program Officer, IBIS Mozambique , Maputo |
| Ms. Ana Christina Moneiro | Gender Advisor, IBIS Mozambique |
| Meeting of Evaluation Team | Planning of Niassa Mission for National Consultant and Other meetings in Maputo for International Consultant |
| October 2, Tuesday | |
| Series of Meetings with Management and staff of Forum Mulher: Ms. Maria Da Graca Samo, Executive Director; Ms. Nzira Dedeous, Program Director; Ms. Emanuela Mondlane, Program Coordinator for Political Participation; Ms. Sheila Mandlate, Coordinator, Political Participation; and, Ms. Karina Dulobo Tamale, Assistant, Political Participation. | |
| October 3, Wednesday | |
| Further Meetings with IBIS Mozambique: Ms. Ann Hoff, National Director; Mr. Silvestre Baessa, Director of the Citizenship Program; Mr. Michael Kristensen, Administrative Financial Manager; Ms. Delma Comissario, Program Officer | |
| October 4, Thursday | |
| Review of documents provided and interview transcripts; prepare notes for final meetings with IBIS Mozambique | |
| October 5, Friday | |
| Debriefing Meeting of International and National Consultant to review information collected, compare notes and prepare for meeting with IBIS, Mozambique | |
| Final Meeting with Management Team at IBIS Mozambique: Ms. Ann Hoff, National Director; Mr. Silvestre Baessa, Director of the Citizenship Program; Ms. Delma Comissario, Program Officer | |
| Review meeting of Evaluation Team to plan details of the report to be prepared by the National Consultant and to set out preliminary findings | |
| October 6, Saturday | |
| Departure of International Consultant | |

Annex 3B: Persons Interviewed in Niassa

| October 2, Sunday |
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| AM Arrival by air in Lichinga, Niassa of National Consultant |
| PM Meeting with FOFEN and IBIS staff: Ms. Manuela Texeira, Coordinator; Ms. Yasmin Olimpio, Program Officer Ms. Fatima Ibrahim |
| Meeting with Women Members of the Municipal (6) and Provincial (1)Assemblies: Ms Nabia Bula, Ms Veronica Comelia, Ms Aulay Amade, Ms. Zula Cassimo, Ms Tensa Valter and Ms. Manuela Leonor, all of the Municipal Assembly, and Ms Maria Medala of the Provincial Assembly. |
| Travel by road to Lago Municipality |
| October 3, Wednesday |
| Meeting with members of Base Group in Lago (5 representatives, all women, of the 13.member group) |
| Meeting with Women Members of the Municipal (2) and Provincial (2)Assemblies: Ms Zingerino Kamanya; Ms Margaraida Malunga, Ms Bonacamano Boomare, and Ms Alcato Dulcene. |
| Return by road to Lichinga |
| Meeting with members of the base groups in Lichinga: 10 representatives |
| October 4, Thursday |
| Return by air to Maputo |
| October 5, Friday |
| See Appendix 3A, above. |

Annex 4: Acronyms

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| APRM | Africa Peer Review Mechanism |
| BTI | Bertelsmann Transformations Index |
| CBO | Community-Based Organization |
| COCIM | Building Citizenship in Mozambique |
| CSO | Civil Society Organization |
| DAC | Development Assistance Committee |
| DANIDA | Danish International Development Agency |
| EQ | Evaluation Question |
| FM | Forum Mulher |
| FRELIMO | Liberation Front of Mozambique |
| GE | Gender Equality |
| HDI | Human Development Index |
| IIAG | Ibrahim Index of African Governance |
| NGO | Non-governmental organization |
| NORAD | Norwegian Agency for Development Cooperation |
| UN | United Nations |
| UNDEF | United Nations Democracy Fund |
| UNDP | United Nations Development Program |