



**PROVISION FOR POST PROJECT EVALUATIONS FOR THE UNITED NATIONS
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EVALUATION REPORT



**UDF-MOZ-10-360 – JOINT Contribution to Strengthen CSOs and Expand Democracy in
Mozambique**

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All errors and omissions remain the responsibility of the authors.

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 “JOINT Contribution to Strengthen CSOs and Expand Democracy in Mozambique”, implemented from April 2012 to June 2014¹ by *JOINT – Liga de ONGs em Mozambique*, a nationwide umbrella organization of Mozambican civil society organizations. The project budget was US\$225,000. According to the project document, its overall aim was:

“To strengthen the voice of local civil society organizations (CSOs) as an engine that will enhance the participation of the marginalized communities in civic rights promotion and democratic processes across the Mozambican province of Manica, through civic education campaigns, civil society institutional empowerment, promotion of dialogue interfaces with private sector and government, and activation of local processes for public initiatives and monitoring.”

Specifically, the project sought to achieve three outcomes:

1. To increase the knowledge and capacities of local CSOs and community-based organizations (CBOs) and marginalized groups;
2. To enhance dialogue among civil society and marginalized groups, private sectors and the government;
3. To ensure participation of marginalized groups in the democratic processes and achievement of advocacy for civil rights protection and promotion.

The project was implemented in seven districts of Manica province, in central Mozambique, including the municipalities of Chimoio (Manica’s capital) and in the province’s main town Manica and Gondola.

(ii) Evaluation findings

The project was **relevant** in that it correctly identified issues of political participation and NGO capacity building that were of genuine concern in Manica province. The project set out results relevant to addressing the problems identified. The baseline study confirmed that the issues of participation in political decision-making and keeping local government to account were of concern to the local population. The need to develop the capacity of provincial and local NGOs was clearly determined on the basis of the experience of JOINT and of its local partners. There were weaknesses in project design:

- The project did not directly address the structural and operational weaknesses of NGOs to represent communities.
- The project design lacked rigor in the way it sought to address “marginalized groups”.
- The project lacked a media and advocacy strategy that would have helped raise awareness about governance issues.

Gender-based violence against women – including forced and early marriage – became a priority issue, beyond what was set out in the original proposal. Similarly, obstacles faced by community

¹ The project was originally scheduled to last 24 months; UNDEF granted a two-months no-cost extension to ensure the completion of the small grants component.

members in accessing justice or getting legal advice were not originally prioritized in the project design. The involvement of legal aid institution IPAJ and pent-up demand within communities led JOINT to prioritize the issue of access to justice as part of the human rights defense element of the project.

The project could have enhanced its relevance further, in particular through more focus on enhancing partner NGOs' institutional capacity; a clearer focus on the specific needs of the various categories of "marginalized groups"; and an explicit advocacy and media strategy, defining clear target audiences and messages.

The project was relatively **effective**, in that the planned activities were implemented, in some cases beyond what was envisioned in the project document. However – due in part to the design weaknesses identified in the previous section – the degree of achievement of the project's expected outcomes was weaker than could have been expected. It should be noted nevertheless that the implementation of the planned activities across this remote province, in locations sometimes made difficult to access by weather conditions and occasional political violence, was in itself a significant achievement.

In general terms, the evaluators believe that the project did not present a sufficient degree of effectiveness. This was attributable to design and management weaknesses. On the other hand, many of the activities were received positively by the beneficiaries. The development of expert skills among NGOs on government monitoring, and the presence in the project of expert legal advisors, were particularly welcome.

The project would have benefited significantly from a more rigorous design, including a more specific analysis of the conditions that need to be achieved to fulfill planned outcomes. Specific activities should have been built in, such as an advocacy and media strategy. Training sessions and workshops should have been repeated and followed up with the provision of support by JOINT to participating NGOs. In addition to the institutional capacity building activities mentioned previously, the project would have gained in effectiveness if JOINT had ensured more ownership of the project design by partner NGOs.

The project was reasonably **efficient**, in the sense that all planned activities were implemented, within the originally agreed budget envelope (only minor shifts occurred among budget lines). Project management presented some weaknesses, in that the precise allocation of responsibilities among managers was unclear, and processes that should have ensured a degree of collegial management were not appropriately used. In hindsight, it is clear that the project would have benefited, in terms of effectiveness as well as efficiency, if a formal management team had been established in Manica province, with close, hands-on supervision by the management of JOINT. This might have increased the cost of salaries for the project, but that budget line was relatively modest and additional funding would not have made it grow excessively.

The project had some **impact** in terms of attitude change among some people in communities, but overall it was difficult to identify clear elements of impact across all districts. The two clearest elements of impact, according to beneficiary interviews, were related to raised awareness about human rights violations against women and about the availability of legal assistance for citizens who seek to bring complaints of human rights violations. The activities related to dialogue with the district government appeared at the time of the evaluation to have left less of an impact,

partly because communities' expectation of government action is low. However, several local NGO activists felt that the attitudes of government officials had begun to change, and that some of them were developing a greater degree of trust towards civil society. A more diffuse but nevertheless real element of impact concerned people with disabilities. Several of the local NGO partners were organizations that had a record and expertise in supporting people with physical and mental disabilities and/or people living with HIV/AIDS. Their involvement in activities aimed at enhancing participation in democratic processes was positive in that it helped enhance the visibility of their beneficiaries within communities.

The project was clearly dependent on the availability of funding, hampering **sustainability**: local organizations were too unstable and institutionally weak to pursue on their own the actions that have been initiated with project support. In that sense, the project lacked sustainability. However, the project was one of the first to address issues of democratic participation in Manica province. This was an achievement in itself, which may lead to new projects of a similar nature being developed on the basis of this experience. Another element of sustainability is the acquisition by some local NGOs of a degree of recognition on the part of local authorities.

(iii) Conclusions

- ***The project was relevant in its identification of issues of concern in the province; it was innovative in its aim to address democratic participation issues.***
- ***The project design was generally valid, but included overambitious and unclear planned outcomes, as well as other design weaknesses.***
- ***Several project activities were of appropriate standards but some training sessions were inadequate to the needs of participants.***
- ***The project was innovative in the establishment of local dialogue forums and in the pro-active awareness raising about legal assistance to people with complaints of human rights violations.***
- ***Project management was weak, with insufficient management resources and unclear lines of responsibilities.***
- ***The project achieved a degree of impact, mainly in terms of attitudes towards gender violence.***

(iv) Recommendations

- ***Ensure a greater involvement of project partners in project at design stage.*** Although project partners were consulted in the design, and although one of the partners contributed substantially at that stage, most others did not.
- ***Ensure future projects include a greater emphasis on NGO capacity building.*** Although the project helped develop the technical capacity of NGO staff on specific

issues of policy on government monitoring and other themes, there was little training in relation to good practices in institutional capacity building.

- **Ensure a clearer definition of activities and outcomes.** In particular, outcomes should not merely reiterate the expected results of individual activities. Indicators should be realistic and overambitious numerical targets should be avoided.

- **Include explicit media and advocacy strategies and ensure training is improved.** Every project should include such strategies in an explicit and systematic way, with a view to enhancing the potential multiplier factor and visibility of planned activities, and to enhance the influence of project activities on its target audiences.

- **Ensure management is properly resourced and has clear lines of responsibilities.** Management processes (which may be made more complex in the case of projects in remote areas) should have sufficient time and financial (and where necessary travel) resources to be able to provide effective strategic direction and monitoring of activities.



Road show in Chimoio, July 2013. ©JOINT

II. INTRODUCTION AND DEVELOPMENT CONTEXT

(i) The project and evaluation objectives

This report is the evaluation of the project “JOINT Contribution to Strengthen CSOs and Expand Democracy in Mozambique”, implemented from April 2012 to June 2014² by *JOINT – Liga de ONGs em Mozambique*, a nationwide umbrella organization of Mozambican civil society organizations. The project budget was US\$250,000, of which US\$ 25,000 was retained by UNDEF for evaluation and monitoring purposes. According to the project document, its overall aim was:

“To strengthen the voice of local civil society organizations (CSOs) as an engine that will enhance the participation of the marginalized communities in civic rights promotion and democratic processes across the Mozambican province of Manica, through civic education campaigns, civil society institutional empowerment, promotion of dialogue interfaces with private sector and government, and activation of local processes for public initiatives and monitoring.”

Specifically, the project sought to achieve three outcomes:

1. To increase the knowledge and capacities of local CSOs and community-based organizations (CBOs) and marginalized groups;
2. To enhance dialogue among civil society and marginalized groups, private sectors and the government;
3. To ensure participation of marginalized groups in the democratic processes and achievement of advocacy for civil rights protection and promotion.

The project was implemented in seven districts of Manica province, in central Mozambique, including the municipalities of Chimoio (Manica’s capital) and in the province’s main town Manica and Gondola. JOINT presented the project to UNDEF and won the grant, but day-to-day implementation was devolved to four NGOs based in Manica province, and a partnership was established with the Public Legal Assistance Institute (IPAJ, Mozambique’s national legal aid institution).

The evaluation of this project is part of the larger set of evaluations of UNDEF-funded projects. The purpose of these evaluations is to “contribute to a better understanding of what constitutes a successful project, which will in turn help UNDEF to develop future project strategies. Evaluations are also to assist stakeholders to determine whether projects have been implemented in accordance with the project document and whether anticipated project outputs have been achieved”.³

(ii) Evaluation methodology

The evaluation took place in January and February 2015. UNDEF evaluations are more qualitative than quantitative in nature and follow a standard set of evaluation questions that focus on the project’s relevance, effectiveness, efficiency, impact, sustainability and any value

² The project was originally scheduled to last 24 months; UNDEF granted a two-months no-cost extension to ensure the completion of the small grants component.

³ See: Operational Manual for UNDEF-Funded Project Evaluations, page 6.

added from UNDEF-funding (Annex 1). This is to allow meta-analysis in cluster evaluations at a later stage. This report follows that structure.

The evaluators reviewed information on governance, human rights and democratic participation in Mozambique since 2011 (the project implementation period ran from 2012 to 2014, and the project was designed in 2011). These included documents submitted in 2011 to the UN Human Rights Council by the Mozambican Government and by NGOs in the context of the Universal Periodical Review of the country; reports by international human rights organizations (Amnesty International and Human Rights Watch); annual human rights reports by the US State Department; and Crisis Group's survey of political news in Mozambique.

The evaluators visited three of the seven districts where the project was implemented (Chimoio, Gondola and Manica District). The rationale for selecting these districts was that they accounted for a majority of the population covered by the project and involved a mix of rural and urban CSOs. In addition, the district project coordinators in Mussorize and Tambara were interviewed by phone (their counterparts in Macossa and Machaze, could not be reached; they appeared to have left the districts). The following interviews were held:

- **In Maputo:**
 - JOINT Executive Coordinator, District Coordinator and Finance Manager;
 - A retired former opposition politician with expertise on the situation in Manica;
 - The Coordinator of Women and Law in Southern Africa, a regional NGO which cooperated with JOINT on the implementation of the national CSO conference of December 2013;
 - A senior social development expert with the UK's Department for International Development (DFID) (one of the main donors in Mozambique).

- **In Manica province:**
 - Representatives of the partners NGOs which implemented the project;
 - Members of communities involved with the project;
 - Provincial representative of legal aid institution IPAJ;
 - Activists on HIV-AIDS conducting awareness-raising among communities targeted by the project;
 - Trainers involved in project activities.

During the preparatory work (UDF-MOZ-10-360 Launch Note Version 1, February 2015) the evaluators identified several issues, which they followed up on during interviews. These included:

- **Partnerships.** The project document named four implementing partners, all of which were NGOs based in Manica province: ACAMO (a national NGO based in Beira, but with a delegate based in Manica); ANDA; FOCAMA; KUBATSIRANA; MAGARIRO. However, the implementation reports included no reference to ACAMO and, while MAGARIRO was mentioned, it did not appear to have been represented in the project management committee. Instead, an NGO named ADPPDM was included. There is no particular concern about the relevance of ADPPDM, an NGO dedicated to supporting handicapped people, but reports did not explain the reason for the non-involvement of ACAMO, an association of blind and partially sighted people. The reports also referred to a partnership agreement with IPAJ (Public Legal Assistance Institute) but did not provide details on the activities covered or on any costs incurred by the project.

- **Relevance/baseline study.** The evaluation considered the methodology and results of the baseline data collection, and the way baseline data have been used to assess changes at the end of the project.
- **Security.** The reports indicated that the implementation of some activities was made difficult by bad road conditions and by security problems in relation to one of the most remote districts: the road to Machaze district being unsafe due to the legacy of anti-personnel mines that were laid in the area during the civil conflict in Mozambique. Some local authorities were also reluctant to cooperate with the project. The evaluation assessed the extent to which these risks were anticipated by JOINT and its partners, and whether they took appropriate mitigation measures during implementation.
- **Activities.** The reports referred to hundreds of “community talks” on civic education, leading to the provision of assistance to almost 20,000 people. However the reports do not say how the talks led to this level of assistance; nor is it clear whether the same individuals have been counted under different forms of assistance.
- **Outcomes.** The reports suggest that the project has achieved its expected outcomes to a satisfactory degree. The evaluation tested this by assessing the degree of improvement in CSO capacity and discussing the outcomes of the community/government dialogue.
- **Project management.** The project monitoring and management systems were closely considered in the evaluation. JOINT was not based in Manica province (though it worked closely with the implementing organizations) and therefore monitored project progress from a distance. The project also involved a small grants process, in favor of the local CBOs.
- **Sustainability and impact.** Project reports described a “success story” from one of the districts covered by the project. The evaluation sought to determine whether similar successes occurred in other districts, and to identify the factors behind those successes.



Local dialogue forum meeting, Chimoio Municipality, December 2013. ©JOINT

(iii) Development context

Elections and Politics

The state-building process in Mozambique started in 1975 upon independence from Portugal, largely inspired by socialist principles. However, excessive centralization quickly undermined the legitimacy of post-colonial state institutions. This was a key cause of the civil war that started in late 1976 and lasted almost 16 years, pitting the government forces of the Mozambican Liberation Front (FRELIMO) against the opposition Mozambique National Resistance (RENAMO). The settlement negotiated during the late 1980s and early 90s resulted in a new political and economic situation. The new Constitution, adopted in 1990, called for greater inclusion of different social strata. Since then, Mozambique underwent five general elections (1994, 1999, 2004, 2009 and 2014) and four local ones (1998, 2003, 2008 and 2013). All these elections were won by FRELIMO and most gave rise to fraud accusations, leveled in particular by opposition party RENAMO. The opposition parties have regularly accused the election management bodies (whose composition is controlled by FRELIMO) of pro-government bias.

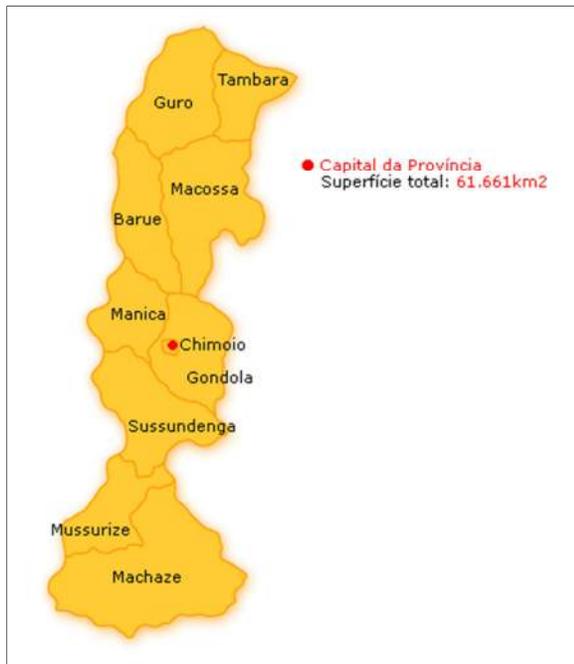
The key background issue relevant to the project was the fragility of the political settlement in Mozambique, with threats of political violence at local level, motivated in part by concerns over the future distribution of revenue from the exploitation of significant oil and gas reserves, and by opposition parties' frustration at continuing FRELIMO rule. A process to revise the Constitution of Mozambique in ways that would enhance local democracy was begun in 2011, but had not concluded at the time of writing. However, in a possible sign of an improving political participation climate, the 2014 general and presidential elections took place in a significantly more appeased context than those of 2009, and there were fewer allegations of fraud, despite a number of local-level disputes.

Against this background, the Mozambican economy is continuing to be dynamic, with annual economic growth averaging 8% in recent years. Although most economic development takes place in coastal provinces, spurred in significant part by offshore oil exploration and production, government spending on roads and other infrastructures also begins to benefit inland provinces such as Manica. Studies suggest, however, that development remains unequal: economic liberalization and the income from the oil and gas industries are increasing social and regional disparities in wealth distribution.⁴

Women in political decision-making

There have been institutional efforts and civil society initiatives to enhance women's civic awareness and participation in political processes. However, data from national and international agencies indicate that of progress is slow but not marginal. According to the Global Gender Gap Report 2010 published by the World Economic Forum, Mozambique is 22nd of 134 countries in the index measuring gender parity. Mozambique, like most SADC countries, signed and ratified the Protocol on Gender and Development in 2008, pledging to reach over time the proportion of 50% of women in political decision-making processes. In most SADC countries the proportion of women members of national parliaments ranges is between two and 19%. Mozambique stands at 39.2% by this measure, roughly on a par with Angola (38.6%), and up from 27.6% prior to 2001 and 31.6% in 2001. The Statistical Yearbook of State Employees and Agents shows that in 2009 women made up 25.6% of Ministers, 31.5% of Vice-Ministers and Permanent Secretaries,

⁴ See for example "Rural Income Inequality in Mozambique: National Dynamics and Local Experiences", by Julie A. Silva, University of Maryland, USA, 2013.



and 18.4% of district administrators. These figures have not changed much since 2001. Although these figures compare relatively well with those of other countries in the SADC region, the process of empowering women in political decision-making continues to face institutional and community challenges. The process remains dependent on political will and pressure from civil society organizations.

Manica province

A review of World Bank data confirmed the information, given in the project document, to the effect that Manica province, focus of the project activities, is disadvantaged in economic development terms, particularly in comparison with Mozambique's coastal provinces. Manica's Human Development Index (0.32) is somewhat higher than the national average (0.317), though provision of social services remains weak (traditional medicine continues to be the main

health care resource). The province's disadvantage is compounded by rapid population growth (the Manica Province Economic and Social Plan 2013, and the Province Strategic Development Plan 2011-2015 estimate a population growth of 3.7% between 2011 and 2013) as well as a degree of food insecurity in remote valleys. The proportion of urban dwellers (currently about 25% of Manica's estimated 1.8m inhabitants) is also predicted to increase. Manica depends mostly on agriculture and forestry, and also has some mining. The 2007 census showed high illiteracy rates in the province, with women being strongly disadvantaged in this regard: 59.7% among women and 23.8% among men.

The only news media reaching a sizable proportion of the Manica population are radio and TV stations: there is one local newspaper, though national newspapers and magazines are available in Chimoio. The main radio broadcaster is state-run Radio Mocambique, which broadcasts in Portuguese and a number of local languages in use in the province. In addition, community radio stations broadcast news and public service programs in districts including Gondola, Mussurize and the Chimoio urban area.

JOINT

The project implementer, JOINT, is the largest NGO umbrella organization in Mozambique. It currently lists 34 member NGOs on its website (though not all are equally active) as well as eight specialist network focusing on such issues as women, HIV-AIDS, children, etc. JOINT was established in 2008 with the aim of reinforcing Mozambican civil society and promote dialogue with the government and private sector. One of its ambitions is to establish NGO coordinating structures in all provinces. Its mandate also includes support for the organizational development and improved governance of NGOs, and the monitoring of public policies, together with advocacy on behalf of civil society. FOCAMA, an NGO focusing on governance and transparency, is JOINT's regional coordination partner.

III. PROJECT STRATEGY

i. Project approach

The project document highlighted the contrast between Mozambique's "impressive economic performance" and its low ranking on the UN's Human Development Index. It defined three specific concerns to be addressed by the project:

- "Community exclusion from access to civic rights", meaning that legal safeguards for rights are not fully implemented and social services rudimentary; "polarized" politics weaken citizens' representation.
- "Insignificant number of people participating in democratic processes", because decentralization and involvement of civil society organizations at local level in decision making are among arrangements that are "still in their infancy", with no obligation for government authorities to implement recommendations stemming from such consultations.
- "Structural and operational weaknesses of CSOs to represent and encourage marginalized communities": CSOs' operating environment is difficult and organizations often lack appropriate leadership and human or financial resources.

The project document suggested that these patterns, though present across Mozambique, were also affecting Manica province due to its relative poverty and remoteness. The strategy of the project was to strengthen the voice of CSOs "as an engine that will enhance the participation" of marginalized people in democratic decision-making processes. This objective led to the definition of three outcomes:

- Increased capacity of local NGOs and marginalized groups;
- Enhanced dialogue among civil society and marginalized groups, private sector and government;
- Enhanced participation of marginalized group in democratic processes, and advocacy for civil rights safeguards.

According to the project document, activities were expected to include training sessions and workshops for NGOs and representatives of marginalized groups, and for lawyers (on access to justice, in collaboration with legal aid institute IPAJ). Other activities were to include a baseline study on the situation of the marginalized groups targeted by the project; an "advocacy road show" to sensitize target groups to democratic principles; and the establishment of a legal assistance and counseling service in the provincial capital Chimoio. In addition, the project aimed at supporting dialogue with authorities by establishing local dialogue forums in each of the seven target districts, and implementing a national conference on collaborative planning. The project was also expected to result in the establishment of governance monitoring processes in each target district.

The project document noted that the project required a degree of willingness on the part of the district and provincial authorities to engage with civil society organizations. It also noted that factors such as weather conditions could hamper the progress of the project in this remote province. In mitigation, the document proposed to ensure a high level of decentralization of project management, and advocacy by JOINT of authorities at national level to ensure their support.

ii. Logical framework

The framework aims to capture the project logic (link between overall objectives, project results and activities). It is based on the project proposal and therefore does not fully reflect the actual project's activities – discrepancies between planned and actual activities are discussed in the next chapter.

Project Activities & Interventions	Intended outcomes	Project specific objectives	Development objective
<ul style="list-style-type: none"> • Baseline study on the situation of marginalized groups in the target districts • Implementing partners workshop with managers and project officers of partner NGOs • NGO training on democratic rights and public governance monitoring • Training of lawyers on litigation assistance and human rights defense • Advocacy road show campaigns aimed at marginalized groups, focusing on awareness raising about democratic principles • Local dialogue forums in each district, bringing together NGOs, marginalized groups, local government representatives and private sector delegates • Civil Society National Conference on collaborative planning • Establishment of a counseling and legal assistance service in Chimoio to assist human rights defenders and raise awareness of human rights defense among journalists, community activists and artists. • Establishment of a governance monitoring process in each target district, using small grants to one NGO per district to finance local governance monitoring projects, under the supervision of the local dialogue forums 	<p>The knowledge and capacities of local NGOs and marginalized groups are enhanced.</p> <p>Interactive dialogues among civil society, marginalized groups, private sector and the government, are enhanced.</p> <p>Members of marginalized groups participate in democratic processes and in activities for civil rights protection.</p>	<p>To strengthen the voices of Mozambican civil society as an engine that will enhance the participation of marginalized people in democratic process in Manica province.</p>	<p>Contribute to the strengthening of civil society and the expansion of democracy in Mozambique</p>

IV. EVALUATION FINDINGS

This evaluation is based on questions formulated to meet the criteria of the Development Assistance Committee of the Organization for Economic Cooperation and Development. The questions and sub-questions are found in Annex 1 of this document.

(i) Relevance

The project was relevant in that it correctly identified issues of political participation and NGO capacity building that were of genuine concern in Manica province. The project set out results relevant to addressing the problems identified. The baseline study confirmed that the issues of participation in political decision-making and keeping local government to account were of concern to the local population. The need to develop the capacity of provincial and local NGOs was clearly determined on the basis of the experience of JOINT and of its local partners.

Selection of partners

The project document listed a number of local NGOs (or local branches of national NGOs) in Manica province as project partners. ACAMO, a support group for blind and partially-sighted people which had been proposed as a partner in the project document, was eventually de-selected because it was found not to be sufficiently effective. The key partner in project management and implementation was originally FOCAMA, JOINT's counterpart umbrella organization at provincial level, but ANDA took over the day-to-day management of the project because FOCAMA lacked appropriate human resources. Other provincial organizations were involved as partners, while community NGOs implemented activities at district level. The access to justice and legal awareness raising element of the project (referred to in the original project document under Outcome 3 –

Lessons from the project's baseline study

The baseline study for the project was carried out by a Maputo-based consultancy company in the second quarter of 2012. The study was based on documentary analysis and interviews with 420 respondents. This panel was large but not fully representative in that it was predominantly male (only 35% of respondents were women) and significantly better educated than the province's population.

The study noted that there was a high level of awareness of civil rights among respondents, and particular concern about abuses such as domestic violence and limitations to freedom of expression. While two third of respondents said they had taken part in consultative meetings held by local authorities to discuss development matters, only a quarter said they were satisfied with existing consultation mechanisms. Most respondents (73%) said the authorities were not accountable to the population for the use of public funds. The key issue on which respondents felt more awareness raising was necessary in their community was the prohibition of violence against women. Fewer respondents also cited land-use laws, labor and social protection regulations.

The study concluded that local NGOs were seen by respondents as having a key role to play in keeping government to account. Respondents wanted local assemblies to consult NGOs, though they expressed concern about the existence of unrepresentative or politicized organizations.

Unfortunately, the study did not make recommendations on the strategy of the project. JOINT did not use the findings to review its project's priorities. The study's practical relevance to the project is therefore in doubt

participation of marginalized groups in democratic processes) was mainly implemented in cooperation with IPAJ, the government legal aid institution. IPAJ had not been listed as a prospective partner in the project document, but was selected because the other partners, all NGOs, lacked the legal skills necessary to provide legal advice to communities. IPAJ is a national institution under the Ministry of Justice, and is therefore not an NGO. Despite its different institutional nature to other project partners, IPAJ also joined the project management committee.

Project design

According to JOINT, the main partner NGOs in Manica and the JOINT headquarter staff in Maputo designed the project collaboratively. An advisor seconded to FOCAMA by the German development cooperation agency GIZ also provided support on project design.⁵ For their part, the NGOs in Manica were concerned, during project design, that their capacity would be stretched by the ambitious expected project outcomes. Their concerns were not reflected in the design, and the final proposal to UNDEF maintained the three-pronged approach described in the previous chapter – NGO capacity building, government dialogue and legal aid. There were weaknesses in design in each of these fields:

- The NGO capacity building element of the project consisted mostly in training on substantial issues such as democratic rights and governance monitoring. However, the institutional capacity building and staffing needs of partner NGOs were not taken into account. As a result, training was given to a small pool of NGO personnel, who enjoyed little institutional support to put the newly acquired skills into practice. The JOINT project team in Maputo provided a degree of ad hoc support to the provincial partners (for example during monitoring visits to the districts) but there were no provisions for developing the partner NGOs' management capacity.
- The government dialogue element needed to rely on a degree of goodwill on the part of provincial executives. This was not always forthcoming (though the situation improved in 2013 when the Manica Provincial Administrator was changed). The project design had made little contingency provision to address a lack of political will to cooperate with the project.
- With regards to access to justice and legal aid, the project design focused on capacity building for lawyers and IPAJ staff. However these target groups were mostly based in the provincial capital, Chimoio, and were not



Road show in Gondola district, July 2013. ©JOINT

⁵ GIZ (*Gesellschaft für Internationale Zusammenarbeit*) seconded advisors to selected NGOs in developing countries as part of a worldwide capacity building program. These advisors, generally professionals in fields such as project management, monitoring and evaluation, do not take part in project implementation.

able systematically to travel to remote districts to meet with complainants or lobby authorities.

These design weaknesses made the project less effective (see next section). Overambitious outcomes and indicators further hampered the relevance of the project. Activities and outcomes were not always tailored to address the problems and concerns identified in the situation analysis. Key concerns in these respects included the following:

- The project did not directly address the structural and operational weaknesses of NGOs to represent communities, although this was one of the key concerns highlighted in the situation analysis. As mentioned above, the capacity building provided to NGOs was essentially on specific rights awareness and governance skills, but was not designed to address NGOs' structural/operational weaknesses.
- The project design lacked rigor in the way it sought to address "marginalized groups". This term was used inappropriately to include women in general, as well as children, the handicapped and the poor. While these people doubtless suffer various forms of marginalization, lumping them together in a single designation tends to prevent a detailed analysis of their specific needs.
- Activities such as the road shows and local dialogue forums targeted entire communities, without particularly prioritizing "marginalized groups". The road shows, in particular, were organized in public places such as marketplaces and communal centers: this helped disseminate the project's messages about governance to the population at large, but not, as the project document suggested, specifically to marginalized groups.
- The project set itself the target of reaching 100,000 members of "marginalized groups" in seven districts – an indicator that was overambitious in view of the number of meetings, road shows and other activities that were planned.
- The project lacked a media strategy that would have helped raise awareness about governance issues. Although references were made to the need to address journalists at local level, there were no specific plans to develop an advocacy or media strategy. This could have involved, for example, the systematic use of local community radios to spread the project's messages about governance.

Violence against women and access to justice

Gender-based violence against women – including forced and early marriage – became a priority issue, beyond what was set out in the original proposal. The baseline study stated that violence against women was perceived as being widespread and a key issue in the province. While none of the project partners were women's rights specialists, they all identified this issue as a priority. The project document did not explicitly prioritize gender-based violence as an issue of concern but it emerged as an underlying obstacle to women's social inclusion.

Similarly, obstacles faced by community members in accessing justice or getting legal advice were not originally prioritized in the project design – the project document merely listed the need for affordable legal advice and support for human rights defenders under the broader heading of participation by marginalized groups in democratic processes. However the involvement of legal aid institution IPAJ and pent-up demand within communities led JOINT to prioritize the issue of access to justice as part of the human rights defense element of the project.

Enhancing project design relevance

The design of the project could have enhanced its relevance further, in particular through the following steps:

- More focus on enhancing partner NGOs' and other civil society participants' institutional capacity. It would have been useful to address the identified challenge of NGO lack of capacity by providing training on project management, organizational governance and accountability processes and strategic planning, in addition to the planned training on issues such as democratic participation and government monitoring.
- A more rigorous definition of "marginalized groups" and a clearer focus on the specific needs of the various categories of people concerned, in terms of social inclusion, access to work, discrimination, gender-based violence, etc.
- An explicit advocacy and media strategy, defining clear target audiences and messages in communities and among government institutions at all levels, and making the best possible use of the opportunities offered by community media (radio), electronic media (TV and internet), as well as the printed press at the national level.



Women participating in a civil society meeting, Tambara District, October 2013. ©JOINT

(ii) Effectiveness

The project was relatively effective, in that the planned activities were implemented, in some cases beyond what was envisioned in the project document. However – due in part to the design weaknesses identified in the previous section – the degree of achievement of the project's expected outcomes was weaker than could have been expected. It should be noted nevertheless that the implementation of the planned activities across this remote province, in locations sometimes made difficult to access by weather conditions and occasional political violence, was in itself a significant achievement.

Activities

The effectiveness of the main project activities may be assessed as follows:

- Baseline study (see box above). The baseline study brought some additional details with regards to provincial residents' understanding and attitudes on human rights. Its

conclusions confirmed the soundness of the project approach. However the baseline study was not used to review project priorities. The general nature of the findings makes it doubtful that the project brought about significant changes with regards to the issues probed in the study.

- Three training sessions and workshops were held at the outset to enhance the skills of project implementers:
 - Training for partner NGOs. These focused on issues of human rights and democratic accountability. Interviews showed that participants appreciated the sessions and gained new, relevant knowledge. However the training did not cover issues of NGO organizational development and management.
 - Training for local NGOs on democratic principles and governance. The sessions set the groundwork for the implementation of the road shows on local political participation and for the local dialogue forums. They covered a wide range of laws and practices on issues ranging from land disputes to labor regulations. Interviews with participants suggested that the training sessions were effective, though some of it was very theoretical (review of constitutional safeguards for human rights) and little practical advice was offered on issues such as budget implementation monitoring and advocacy. Although most training participants had a direct stake in the project, others were law students at a local university: there was no evidence that these students subsequently contributed to project activities.
 - Training for lawyers, IPAJ representatives and advocacy officers of local NGOs on legal assistance and on human rights awareness raising. The evaluators were not able to interview lawyers who had participated in the training, but IPAJ and JOINT representatives both acknowledged that the training, implemented by an outside consultant, lacked detail and did not have a practical focus. The handbook produced as part of this activity reviewed well-known aspects of Mozambique's administrative and criminal procedure regulations but did not offer significant added value such as strategic litigation advice or a review of legal precedents.
- "Advocacy road shows", theater plays and community debates. The "road shows" (events held in town and village centers, marketplaces, etc.) included the dissemination of brochures encouraging citizens to join the policy dialogue forums and raising awareness about human rights violations, including violence against women. Some of the road shows included short theater plays on human rights-related themes, but these took place in only two of the seven districts (Chimoio and Gondola) because the project lacked the funds to transport the actors to distant locations. The activity also included monthly community debates held in the districts under the leadership of local NGOs and in some case with the participation of lawyers and IPAJ representatives, to raise awareness about human rights, political participation and access to legal assistance.
- Local dialogue forums. These were established in each district in November and December 2013. The forums consisted of ten members (local NGOs, local assembly members, government officials and community representatives). They were officially planned to meet each month, though many did not stick to this schedule. They developed their own work plan, which JOINT require should include the monitoring of the legal assistance clinics set up by IPAJ and the supervision of the small grants provided by JOINT to local NGOs as part of the project. In some districts (Machaze, Manica and Gondola) the members of the forums were invited to observe local assembly meeting or to join consultative meetings with the local executives. The forums met for about six months, but there is no evidence that meetings continued after the end of the project in mid-2014. In some districts, local authorities were initially reluctant to engage with the forums

because they suspected that the NGOs were mandated to carry out political and partisan activities. Once convinced of NGOs' non-political stance, district administrators took a more favorable attitude.

- Civil society national conference. This was planned in the project document to focus on collaborative planning and cooperation between government and local NGOs. In the event the conference addressed the broader theme of NGO involvement in community development. The conference was organized jointly with Oxfam Novib and WLSA, a regional women's rights advocacy NGO. This conference was held in Maputo in December 2013, and brought together all project partners and many local stakeholders, as well as representatives of NGOs from other provinces, donor representatives and government officials. The conference heard reports about the newly-established local dialogue forums, which it encouraged to continue. JOINT also highlighted the Code of Ethics it developed for its member NGOs, aimed at improving democratic accountability and transparency in the management of NGOs (this code was produced outside the scope of the UNDEF-supported project).
- Legal assistance. This activity included initial training for lawyers and subsequent "legal clinics" – in practice opportunities for public meetings where IPAJ staff and lawyers held speeches describing legal assistance processes and heard complaints from citizens. The "clinics" were originally designed to be held in conjunction with the local dialogue forums, though these two activities were quickly implemented independently from each other. Interviews with community members suggested that the clinics were appreciated, particularly in remote districts rarely visited by legal and governance experts. This awareness-raising aspect of the activity was clearly prioritized over the provision of legal assistance services.
- Governance monitoring. This activity was implemented through small grant projects designed by local NGOs in each district. Most of the projects consisted in support to each local NGO to follow up on the local dialogue forums. In Tambara district, the focus was on women's participation in democratic processes. According to the district coordinator for the project, women members of the dialogue forum became more conscious about their rights, and sought to fight a climate of stigmatization of women.

Outcomes

The project's outcomes were achieved as follows:

- There was a degree of enhancement of the skills and capacities of the local NGOs, particularly the project partners and organizations acting within communities, for example on behalf of people living with HIV, handicapped people, etc. Some important results were reached, such as ensuring that some local NGOs adopted a formal legal statute. Other project activities – such as dialogue with local government authorities – contributed to NGO capacity building relevant to this outcome. However, the main activity related to the delivery of this outcome (training for NGO staff) addressed only a relatively small number of personnel. Above all, the training was a one-off, with no planned follow-up in terms of capacity building for NGOs. As a result, the achievement of the institutional capacity building outcome was only partial.



Community radio reporting on a road show in Mossurize district, January 2014. ©JOINT

- A number of activities relevant to Outcome 2 (interactive dialogues between civil society, marginalized groups, private sector and local government) were implemented – road shows, local forums, etc. These made an important contribution towards the expected outcome. This contribution was reinforced in some districts by the involvement of community radios – however the involvement of community radios was not systematic throughout the project period, and there was no explicit media or public advocacy strategy. The dialogue forums involved more members of local councils than local executives, meaning that the powers of the officials involved to effect change were limited. The NGOs did not acquire skills in such matters as government budgetary processes and the project did not advocate for the involvement of local civil society organizations in participatory development planning, thus reducing the practical effectiveness of the dialogue. Several interviewees also noted that local authorities considered NGOs to be political adversaries, and consequently refrained from full engagement with the dialogue process – though this attitude changed over time, at least in the target districts visited by the evaluators. Overall, therefore, the project can be said to have partially achieved this outcome.
- Although Outcome 3 was originally worded in terms of participation in local democratic processes and civil rights advocacy, the activities were in fact related to rights and legal assistance awareness raising, and legal assistance to community members with a complaint. The project probably helped enhance local communities' understanding of legal safeguards – bearing in mind particularly that interviewees were near unanimous in saying that legal expertise is sorely lacking in Manica's remote districts. It is important to note that IPAJ lawyers and staff also visited the province's three prisons to conduct legal awareness sessions and explain processes for detainees to access legal assistance. Overall, it may be said that the outcome – if formulated as raising awareness of legal safeguards for citizens – was partially achieved.

In general terms, therefore, the evaluators believe that the project did not present a sufficient degree of effectiveness. This was attributable to design weaknesses highlighted in the previous

section, and also to weaknesses in project management. On the other hand, many of the activities that were implemented were received positively by the beneficiaries. The development of expert skills among NGOs on government monitoring, and the presence in the project of expert legal advisors, were particularly welcome.

How to improve effectiveness?

The project would have benefited significantly from a more rigorous design, including a more specific analysis of the conditions that need to be achieved to fulfill planned outcomes. Specific activities should have been built in, such as an advocacy and media strategy. Training sessions and workshops should have been repeated and followed up with the provision of support by JOINT to participating NGOs. In addition to the institutional capacity building activities mentioned previously, the project would have gained in effectiveness if JOINT had ensured more ownership of the project design by partner NGOs.

(iii) Efficiency

The project was reasonably efficient, in the sense that all planned activities were implemented, within the originally agreed budget envelope (only minor shifts occurred among budget lines). The key areas of spending were the following:

- Salaries, including professional and administrative staff (but not including consultants hired to conduct training sessions, the baseline study, etc.) represented about 16% of the total budget, which is a relatively low figure. Only 15% of the time of the JOINT Program Coordinator was supported by the project, which was probably too little: the Coordinator would probably have needed to spend more of his time managing the project (he actually did, see below) and this additional time should have been covered by the project budget. In contrast to the relatively low amount spent on salaries, the amount spent on consultancies was relatively high (21% of total project budget). This amount included grants to the implementing partners (including IPAJ for the services of legal advisors) and also included consulting fees for the baseline study, the training seminar, and a survey in preparation of the national conference. These consulting fees amounted to about 6% of total project budget. In hindsight, the funds would have been better employed hiring a part-time professional to assist the Program Coordinator in management tasks, while conducting the necessary research.
- Meeting and training costs (27% of total project budget) were high. They included JOINT's contribution to the national dialogue conference (7% of the budget), which was co-funded by Oxfam Novib. JOINT's contribution mostly covered the cost of bringing project stakeholders from Manica to Maputo. While high, it is difficult to see how these costs could have been substantially reduced.
- The advocacy/outreach/publications budget made up 7% of the total, and was almost exclusively dedicated to the production of one single publication: an educative brochure distributed during the road shows and at other public meetings (a survey was also produced for distribution at the December 2013 national conference). It is debatable whether the cost of the educative brochure on human rights and democratic accountability was justified.
- The small grants to local partners were originally budgeted for 11% of total project costs, but in the event only 8% were disbursed for this purpose. The grants mainly went to cover local partners' operating costs to implement the local dialogue forums.

Project management

Project management presented some weaknesses, in that the precise allocation of responsibilities among managers was unclear, and processes that should have ensured a degree of collegial management were not appropriately used. The main full-time professional leading the project was the coordinator of ANDA in Manica province. He was supposedly working in conjunction with a committee made up of representatives of the main project partners, ANDA, FOCAMA, KUBATSIRANA, ADPPDM and IPAJ. However there is no evidence that the representatives actually acted as a management committee: though they were clearly in regular contact and discussed the project on an on-going basis, the group of representatives did not engage in formal management processes (which would have involved regular meetings of all representatives, joint decision-making, etc.). Interviews indicated that monthly meetings were held, but focused on planning issues, participants did not see themselves as co-responsible for project management.

As a result, the ANDA coordinator was the sole full-time manager. He liaised regularly with the JOINT Executive Coordinator, who was in practice the senior manager of the project. However the JOINT manager was not able to devote all the time necessary to managing the project, though he doubtless did spend much more than the 15% of his time that was provided for under the project budget. The ANDA coordinator was clearly committed and engaged with the work, but lacked the seniority and strategic vision that JOINT had, and was not in a position to act as a pro-active manager for the project. The distance between Maputo and Chimoio, compounded by the fact that many activities took place in remote districts under the supervision of local NGO partners, made project management a challenge.

In hindsight, it is clear that the project would have benefited, in terms of effectiveness as well as efficiency, if a formal management team had been established in Manica province, with close, hands-on supervision by the management of JOINT. This might have increased the cost of salaries for the project, but that budget line was relatively modest and additional funding would not have made it grow excessively.

(iv) Impact

The project had some impact in terms of attitude change among some people in communities, but overall it was difficult to identify clear elements of impact across all districts. The two clearest elements of impact, according to beneficiary interviews, were related to raised awareness about human rights violations against women and about the availability of legal assistance for citizens who seek to bring complaints of human rights violations:

- Interviews with members of local communities and local NGO activists indicated that the project helped convey a strong message that some widespread practices in the province, such as early and/or forced marriage, and the tradition of a widow being made to marry her deceased husband's brother, were human rights violations.
- The presence of IPAJ staff and lawyers in remote districts, and their pro-active willingness to engage with vulnerable groups (including by visiting places of detention) appear to have made a mark, with local community members expressing a clear interest for legal assistance. Their awareness of the legal framework – even in the absence of actual lawsuits may be considered a form of impact. Similarly, the involvement of IPAJ staff and lawyers in local dialogue forums has contributed, according to some participants, to local officials' enhanced awareness of the legal framework concerning accountability of government to the public on such issues as disclosure of budgets and expenses.

The activities related to dialogue with the district government appeared at the time of the evaluation to have left less of an impact, partly because communities' expectation of government action is low. However, several local NGO activists felt that the attitudes of government officials had begun to change, and that some of them were developing a greater degree of trust towards civil society. The interviewees noted, however that this attitude change would take a long time and that the two-year duration of the project was insufficient in this regard.

A more diffuse but nevertheless real element of impact concerned people with disabilities. Several of the local NGO partners were organizations that had a record and expertise in supporting people with physical and mental disabilities and/or people living with HIV/AIDS. Their involvement in activities aimed at enhancing participation in democratic processes was positive in that it helped enhance the visibility of their beneficiaries within communities. Again, it is too early to say that attitudes towards people with disabilities or those living with HIV/AIDS have changed, but the project constituted a step in the right direction in this regard.

(v) Sustainability

The project was clearly dependent on the availability of funding: local organizations are too unstable and institutionally weak to pursue on their own the actions that have been initiated with project support. In that sense, the project lacked sustainability. There are, however, important elements to take into account, which suggest that some of the project's outcomes may be lasting:

- The project was one of the first to address issues of democratic participation in Manica province. While the province has many humanitarian and other development projects, implemented by NGOs including the project partners, there is little record of work in the field of human rights or democracy. This was an achievement in itself, which may lead to new projects of a similar nature being developed on the basis of this experience.
- NGO activists have acquired skills in such fields as democratic processes and government monitoring. Some of them have developed experience in applying these skills in the context of the local dialogue forums. These skills and experience should remain available among NGOs beyond the end of the project.
- Another element of sustainability is the acquisition by some local NGOs of a degree of recognition on the part of local authorities. Most local NGOs operate without official registration, or with registration at provincial level. They experience difficulties with gaining registration or recognition at district level. Some interviewees suggested that the project helped them achieve a degree of credibility and legitimacy with local authorities, which might be conducive to them developing a better working relationship with them.

V. CONCLUSIONS

(i) The project was relevant in its identification of issues of concern in the province; it was innovative in its aim to address democratic participation issues. The project correctly identified the need for civil society capacity building, government monitoring and legal assistance. The focus on violence against women was appropriate. The partners were appropriate and committed to the aims of the project.

(ii) The project design was generally valid, but included overambitious and unclear planned outcomes, as well as other design weaknesses. The wording of some outcomes was sometimes repetitive of activities (NGO capacity building) and sometimes insufficiently rigorous (legal assistance included under democratic participation). There was insufficient clarity in the definition of “marginalized groups” and in their targeting. The lack of a media and advocacy strategy weakened effectiveness. The baseline study was not adequately used to refocus the project strategy.

(iii) Several project activities were of appropriate standards but some training sessions were inadequate to the needs of participants. Effective activities included awareness raising on violence against women and on legal assistance. However, training activities aimed at legal experts (and to a lesser extent those aimed at NGO representatives) were somewhat superficial and did not meet all needs, for example in terms of legal precedents and NGO institutional development.

(iv) The project was innovative in the establishment of local dialogue forums and in the pro-active awareness raising about legal assistance to people with complaints of human rights violations. The forums, though initially badly received by most district officials, were gaining in credibility towards the end of the project. The provision of information and support on legal assistance was widely welcomed by beneficiaries, and the professional and pro-active approach of project partner IPAJ was recognized.

(v) Project management was weak, with insufficient management resources and unclear lines of responsibilities. The Maputo-based JOINT manager was effectively running the project from a distance, because the Manica-based full-time official lacked management experience and was not effectively assisted by the representatives of partner NGOs. The management of the project was under-resourced in both financial and staff terms.

(vi) The project achieved a degree of impact, mainly in terms of attitudes towards gender violence. The project appears to have initiated some changes in communities’ views about violence against women and about traditions that hamper women’s freedom of choice, for example in relation to marriage. A degree of change was also notable in relation to communities’ understanding of the legal framework for government accountability.

VI. RECOMMENDATIONS

(i) Ensure a greater involvement of project partners in project at design stage. Although project partners were consulted in the design, and although one of the partners contributed substantially at that stage, most others did not. Also, the local-level partners had little or no information about the project design. Involving partners more substantially would help gain more buy-in and may also foster a greater sense of management responsibility.

(ii) Ensure future projects include a greater emphasis on NGO capacity building. Although the project helped develop the technical capacity of NGO staff on specific issues of policy on government monitoring and other themes, there was little training in relation to good practices in institutional capacity building. JOINT's new Code of Ethics for NGOs should be used in the context of future project to ensure that member NGOs enhance internal transparency and accountability. This should be an element of any training provided by JOINT.

(iii) Ensure a clearer definition of activities and outcomes. In particular, outcomes should not merely reiterate the expected results of individual activities. Indicators should be realistic and overambitious numerical targets should be avoided. Baseline studies, when proposed, should be used to review project design in the early stages of a project, and to help refocus priorities if necessary.

(iv) Include explicit media and advocacy strategies and ensure training is improved. Every project should include such strategies in an explicit and systematic way, with a view to enhancing the potential multiplier factor and visibility of planned activities, and to enhance the influence of project activities on its target audiences. Training activities, when implemented by consultants, should be prepared under close supervision. One-off training sessions should generally be avoided and replaced with iterative sessions whenever possible. JOINT should ensure it provides follow-up support to trainees, at a minimum through email.

(v) Ensure management is properly resourced and has clear lines of responsibilities. Management processes (which may be made more complex in the case of projects in remote areas) should have sufficient time and financial (and where necessary travel) resources to be able to provide effective strategic direction and monitoring of activities. Those involved in project management should be clearly aware of their tasks and responsibilities.

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? 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

Project documents UDF-MOZ-10-360:

- Project Document
- Mid-Term Report
- Milestone Verification Mission Report
- Final Narrative Report
- Financial Utilization Reports
- Baseline Study, 2012

External Sources

- Economic and Social Plan 2013, Government of the Province of Manica
- Manica Province Strategic Development Plan 2011-2015
- Amnesty International's Comments on the Draft Constitution of Mozambique, April 2013
- Amnesty International Reports 2012, 2013, 2014/15, entries on Mozambique
- Reports submitted by the Government of Mozambique and NGOs to the UN Human Rights Council in the context of the 2011 Universal Periodic Review of Mozambique (www.ohchr.org)
- Rural Income Inequality in Mozambique: National Dynamics and Local Experiences, by Julie A. Silva, University of Maryland, USA, 2013

ANNEX 3: LIST OF PEOPLE INTERVIEWED

NB: an asterisk (*) denotes interviews conducted by telephone with project stakeholders in areas not visited by the evaluators

2 February 2015	
Maputo	
Simão Tila Tila	JOINT Executive Coordinator
Elizabeth Wamba	JOINT Head of Finance and Administration
Pedro Muiambo	Project consultant and trainer
Rachel Waterhouse	Human Development Team Leader, DFID Maputo
3 February 2015	
Chimoio	
Ernesto Tuia	Manica Province Coordinator, ANDA
Ivan Monteiro	Manica Province Coordinator, FOCAMA
Pedro Felizberto	Manica Province Coordinator, KUBATSIRANA
René Osvaldo Mucamba	IPAJ Provincial Delegate
4 February 2015	
Gondola District	
Antonio Chimoio	District Coordinator, KUBATSIRANA**
Patricio Biro	Coordinator, Christian Network against HIV/AIDS
Lina António	Member, KUBATSIRANA**
Maure Mbofana	Association Salvation Card
5 February 2015	
Manica District	
Félix Vasco João	District Coordinator, KUBATSIRANA
Tomás Samuel Jacopo	Wiltom Zirema Association
Maria José Ganda	Wiltom Zirema Association
Eva Armando Mortal	Kurwisa Association**
Artur Waite Sinquenta	Kurwisa Association**
6 February 2015	
Maputo	
Nhararai Jamissone*	Mussorize District Project Coordinator
José Jambaia*	Tambara District Project Coordinator
Dr Raul Domingos	Chairman, Democratic People's Party
Dra Terezinha da Silva	National Coordinator, Women and Law in Southern Africa

** Other community members joined these meetings but did not give their name.

ANNEX 4: LIST OF ACRONYMS

CSO	Civil Society Organization
FRELIMO	Mozambique Liberation Front
GIZ	<i>Gesellschaft für Internationale Zusammenarbeit</i> , International Co-operation Society
IPAJ	<i>Instituto do Patrocinio e Assistencia Juridica</i> , Legal Assistance Institute
NGO	Non-Governmental Organization
RENAMO	Mozambique National Resistance
SADC	Southern African Development Community
WLSA	Women and Law in Southern Africa