

**The Lutheran World Federation Mozambique
Country Programme
2004 – 2008**

**External Evaluation
Final Report**



November 2008

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Abbreviations

ACT	Action by Churches Together
AIDS	Acquired Immune Deficiency Syndrome
AMR	Annual Monitoring Report
CCM	Christian Council of Mozambique
CDA	Community Development Assistant (LWF staff)
CDC	Community Development Committee
CDO	Community Development Officer (LWF staff)
CEDES	Comité Ecumenico de Desenvolvimento Social – Ecumenical Committee for Social Development
CVM	Mozambique Red Cross
CWH	Community Health Worker
EED	Evangelical Development Service
ELCA	Evangelical Lutheran Church in America
FAO	United Nation’s Food and Agriculture Organization
FFW	Food for Work
FRELIMO	Frente de Libertação de Moçambique – National ruling Party
	GoM Government of Mozambique
HIV	Human Immune-deficiency Virus
ICA	Icelandic Church Aid
IGA	Income Generating Activity
INGC	Instituto Nacional de Gestão das Calamidades - National Institute for Disaster Management
IPM	Presbyterian Church of Mozambique
IRDP	Integrated Rural Development Project
KULIMA	Mozambican NGO
LWF	Lutheran World Federation
LWF/DWS	Lutheran World Federation / Department for World Service
LWF-Moz	Lutheran World Federation Mozambique
MSF	Medecins sans Frontiers - Medicos Sem Fronteiras
NFE	Non-Formal Education
NGO	Non-Governmental Organisation
PLWHA	People Living With HIV AIDS
PMD	Planning and Monitoring Document
PRA	Participatory Rural Appraisal
SACCO	Savings and Credit Cooperative Society
SON	Statement of Needs
STD	Sexually transmitted diseases
TBA	Traditional Birth Attendant
UNICEF	United Nations Children’s Fund
VCT	Voluntary Counselling and Testing Centres
WFP	World Food Programme

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Executive summary

Mozambique and the Lutheran World Federation (LWF) have a long history together stretching over the whole period of the country's independence, and starting even before that. Over the years the work of LWF Mozambique has changed from emergency assistance to activities aimed at sustainable development. The present LWF Mozambique Country Programme, elaborated in the Country Strategy for 2004 – 2009, includes three Integrated Rural Development Projects (IRDPs) in Gaza, Sofala and Tete Provinces. In Maputo the Programme encompasses two urban projects, Human Rights and Health for Women project in Chamanculo as well as Prevention and Mitigation of Impact of HIV and AIDS Project in Xikheleni which has a strong component of capacity development of a local partner, Comite Ecumenico de Desenvolvimento Social (CEDES). All projects address the key strategic priorities of the Programme as established by the Country Strategy. The total expenditure in the period under review 2004 – 2008 has been around USD 13, 6 million.

The LWF commissioned an external evaluation to be carried out on the Mozambique Country Programme. The purpose of the evaluation is to assess the performance of the Country Programme during the years 2004 – 2008 of implementing the Country Strategy 2004 – 2009. The evaluation was carried out by an independent external evaluation team consisting of Ms Satu Ojanperä (team leader) and Mr Santos Alfredo Nassivila (local consultant). Mr Duane Poppe, Programme Officer in LWF Geneva, was with the team in the first part of the evaluation in Maputo and Tete.

In addition to the interviews and focus group discussions with the various beneficiaries and stakeholders, the evaluation is based upon a review of key available documentation, questionnaire sent to the related agencies and national partners, and site visits to selected areas in Mozambique. All five projects forming part of the Country Programme were visited. The tight time schedule meant including a very limited sample of 3-4 villages per IRDP in the field work and discussing mainly with beneficiaries involved with implementation of the projects at community level, partners and the LWF Mozambique staff. The field work offers firm bases in bringing forward direct beneficiaries points of view but is limited in including indirect beneficiaries' experiences.

Assessment of efficiency and effectiveness in achieving planned results, as well as impacts of the Programme, is based on the team's impressions rather than facts for the lack of monitoring data based on measurable indicators. In addition, separating what has been achieved during 2004 – 2008 from what has been achieved earlier is problematic as activities have been implemented in some areas already for 10 -15 years.

Mozambique Country Strategy objectives and strategic approaches

The Country Strategy for 2004 – 2009 reflects the LWF Mozambique's shift in emphasis from relief to development at the time when it was prepared. There was to be more facilitation, participation, empowerment, advocacy, human rights, gender sensitiveness, more HIV/Aids work and better management of the environment. Emphasis was on development but because the country is prone to natural calamities, disaster preparedness and mitigation was included.

The Country Strategy for 2004 – 2008 outlined the following four strategic priorities:

Strategic Priority 1

Build viable households and communities, focusing on the most vulnerable to ensure food-security, promotion of human rights, healthy life-styles and enhanced ability to manage their environment

Strategic Priority 2

Support communities to reduce risk and vulnerability to HIV and AIDS and alleviate the impact of the epidemic on the communities

Strategic Priority 3

Amplify the voices of the marginalized and disadvantaged and facilitate their access to essential services

Strategic Priority 4

Strengthen organizational capacity to achieve high performance and quality service

The Country Strategy also highlighted the approaches and methodologies to be used in carrying out the strategic priorities of LWF Mozambique.

The Country Strategy served later on as basis for elaborating the Country Operational Programme Plan 2007 – 2009, as well as the Project Documents for 2007 – 2009 of the five projects included in the programme. The strategic priorities, their objectives and sub-objectives defined in the Country Strategy were fitted in the logical framework matrix of the Operational Programme Plan (COOP). According to the COOP the overall programme objective is to contribute to the reduction of absolute poverty among households in the selected target districts. The purpose is to contribute to the viable and sustainable households and communities in Mozambique.

The strategic priority 3 of the Country Strategy, that of amplifying the voices of the marginalised and disadvantaged and facilitating their access to essential services, was as an objective in the Project plans of the first cycle 2004 – 2006 but was not included into Programme plan, or to the Project plans of the second cycle 2007 – 2009. The Country Strategy for 2004 – 2009 emphasised strongly both in its strategic priorities, objectives and approaches that the focus is on the most vulnerable and the most needy. The emphasis seems to have faded to some extent in the Programme Operational Plan and the Project Documents based on it during the second cycle. The reason for de-emphasising the strategic objective 3 was, according to the Programme management, because most communities were foreseen to take up elements of advocacy on their own through the established Community Development Committees (CDCs).

Findings, analysis and emerging issues

Relevance of the Programme

The overall objective of the Programme, reduction of absolute poverty among households and communities, and its strategic priorities were highly relevant in the economic and social situation of Mozambique when the Country Strategy was prepared. They are just as relevant in the present situation. Poverty, HIV and AIDS and lack of essential services are still problems far from having been solved. There is still room for strengthening organisational capacity of the LWF Mozambique itself to achieve high performance and quality service.

The objectives and strategies of the Programme correspond to the pressing needs of the target groups and are relevant from the beneficiaries' point of view. Various activities carried out by the projects are appreciated by the beneficiaries and in line with their needs. Some questions, however, remain. Firstly, has the focus really been on the poorest and most vulnerable? Secondly, would it have been more relevant to concentrate on fewer core activities instead of spreading limited human and financial resources to an integrated approach encompassing a wide range of activities? Or should the Programme even have included more activities like family planning in the case of HIV and AIDS work to have less orphans to take care in the future? A part of the answer could lay in the future role of the LWF Mozambique being increasingly a facilitator instead of implementer. If the

emphasis is on capacity building and empowerment of communities to find their own solutions and seek help for their problems from other actors, there is less need for various implementing activities.

On a policy level, the Programme has been relevant and in accordance with the prevailing policies of the Government of Mozambique as well as with the values of the LWF, its donors and partners. Through the Action Plan for Reduction of Absolute Poverty (PARPA) I and II, administrative decentralisation and public sector reforms, signatory for various international conventions, Mozambique is committed to poverty reduction, combating HIV and AIDS, human rights, environmental protection etc. It is committed to the UN Millennium goals as are the donor countries supporting many of the related agencies. The Programme is well in line with the LWF/DWS vision of the people of the world living in just societies in peace and dignity, united in diversity and empowered to achieve their universal rights to basic needs and quality of life.

The LWF Mozambique Country Strategy has been highly relevant in the context of Mozambique and deserves credit for it, especially as its implementation has coincided with the efforts that the Government and society at large have directed toward the same goal at the same time. With more sensitive targeting criteria for reaching the poorest and most vulnerable the Programme could have been even more relevant in answering to the pressing needs of the targeted focus group. Absolute poverty and marginalisation continues to be a cruel reality in Mozambique.

Effectiveness and efficiency

Without measurable baseline data and progress indicators it is difficult to assess to what extent the expected results from various activities have been achieved, and how efficiently. It is also true that many results, especially those related to changes in attitudes are not easily quantifiable. Everything is not easily measurable. In addition many results are due to activities that have been carried out over the years, not only during the period under review. Consequently the assessment is based on what the Annual Monitoring Reports present as well as on the impressions of the evaluation team gained during its fieldwork.

In general the Programme seems to have been fairly effective in progressing towards the intended results. This is the case with reduction of social and economic impacts of HIV and AIDS, behavioural changes leading to healthier life styles and reduction of discrimination and stigmatisation of people living with HIV and AIDS (PLWHAs) among the households and in the community in general. Equally, the Programme has increased food security of the households and their access to safe drinking water. Good results have been achieved in forming and empowering CDCs to increasingly take over responsibility for the development of their communities.

Less evidence was found that there would have been significant progress toward the expected result of ensuring active participation of the poorest households, especially in income generating activities. The infrastructure improvements have facilitated their access to essential services but poverty through building viable households among the poorest and most vulnerable has not been significantly reduced, nor their voices amplified. Similarly, achieving the expected results in strengthening the organizational capacity of the LWF Mozambique to achieve high performance and quality service still needs further efforts. This is especially the case with the capacity for effective monitoring and reporting and systematic human resource development. Better results seem to have been achieved in enhancing staff capacity for advocacy as well as coordination of emergency response through the Action by Churches Together (ACT) partners.

Effectiveness is analysed more in detail in the main report by looking at each expected result.

The evaluation does not even try to pretend that it could assess the cost effectiveness of the activities or the efficiency of the Programme in general. However, some questions related to efficiency are reflected like the high administrative costs in which the total costs of the three expatriates represent around 44 percent of the total administrative costs. The organisational structure of the LWF Mozambique also seems rather heavy. In order to cut down the administrative costs the LWF Mozambique has two options. Another one is reducing the number of expatriates and reviewing its organisational structure. The LWF Mozambique has started to plan localising the finance and programme positions in the next few years as part of longer term plans for the LWF Mozambique to become a national organisation. Another option pursued by the LWF Mozambique is to have new donors in order to increase the yearly expenditure to USD 4 million which apparently is the benchmark for having three expatriates.

Another issue to reflect is whether some of the IRDPs are over- or understaffed. In the beginning of the present Country Programme implementation, in 2004, the expenditures of the three IRDPs, the number of staff as well as the number of target villages was more or less the same in the Tete and Sofala IRDPs. In the Gaza IRDP the number of target communities has been less than in the other two projects. Today the differences are rather considerable both in relation to number of target villages as well as in the expenditures. However, the number of staff presently in the three IRDPs is more or less equal.

Questions about the efficiency of the Programme were also included in the evaluation questionnaire. According to the main donors that answered, apart from the high administrative costs that some mentioned, the Programme has been fairly efficient: the LWF Mozambique seems to operate in a cost effective manner. In general the main donors did not consider that the Programme could have been implemented with fewer resources without reducing the quality and quality of results. Apart from the problems related to reporting, the Programme management in general is good according to the main donors. All the necessary procedures and processes are in place. The financial management on Maputo office is of excellent quality and financial reporting is timely.

Impacts

The Programme has resulted in positive changes in people's lives and attitudes, many of which are likely to turn to long term effects. A major positive change is the growing realization among the community members that development is in their own hands. It is a credit to the facilitating approaches used by the Programme but also the context in which the Programme is implemented has changed. The decentralisation process gives new emphasis on the community level participation and initiatives. These, together with close cooperation of the LWF Mozambique with the local government have resulted in various problems having been solved through advocating the community needs to the local government.

Communities have taken responsibility of various activities and have participated in prioritising the activities. The capacity of the CDCs to plan has increased. Communities have participated in the construction of schools and health posts, are maintaining the water wells, digging water reservoirs. Improved infrastructure has resulted in higher enrolment rates in schools, improved health conditions and increase in agricultural production. It is likely that the community involvement will continue in the future even with considerably reduced support. Once again, the decentralisation process offers new avenues to include community plans into the local government plans.

Mozambique has witnessed a rural recovery followed by an increase in agricultural production; consequently separating the results of the Programme activities from that of the general recovery of

the rural areas is not an easy task Nevertheless, positive results have been achieved due to the Programme activities in improving food security of the households. New farming techniques, small scale irrigation projects, use of quality seeds and various training activities on agricultural production, animal husbandry and food processing will in all likelihood continue to improve the food security at least of those villagers that are benefiting from them now. There are also examples of “spill-off effect” of the new techniques having been adopted by other members of the community, or even by other villages but how wide spread and long-term these will turn out to be remains a question.

Positive effects of awareness raising activities on health, hygiene and sanitation as well on human rights including rights of the PLWHAs, women in general and children are difficult to measure. Changes in attitudes and behaviour take long time but once changes take place, they are normally long-term. According to beneficiaries themselves there has been great changes in relation to attitudes towards HIV infected people, and to some extent also in relation to domestic violence faced by women. Discrimination and stigmatisation has been reduced among the family members of PLWHAs and communities in general. Changes in behaviour and attitudes have led to healthier life styles and better acceptance of socially marginalised members of the community.

These changes have been felt especially by women who form the majority of the HIV and AIDS beneficiaries. Overall, women have benefited from most of the Programme activities whether they are related to agricultural production, micro finance, income generating activities, health and hygiene or time saved in fetching water. Through income generating activities some women have been able to elevate their economic situation, in few cases even considerably. Their social status and decision making power has increased in the family and society at large. Women also participate in the meetings and are members of CDCs and various committees.

Unfortunately benefits of the Programme have not been equally shared by all women, and more generally, by the intended beneficiaries, the poorest and most vulnerable community members. The benefits from economic activities seem to have been captured by relatively small number community members. They were poor but not necessarily the poorest and most vulnerable. Not everyone in the poor communities is equally poor nor do all have the same opportunities to participate in the Programme activities. The poorest are not able to voice their needs to the same extent than better off can. Those who have nothing, have a small voice. To amplify their voices, it is necessary to identify who among the vulnerable is most vulnerable and develop strategies that specifically address their needs and possibilities.

Among the poor there are also those desolately poor beyond possibilities to participate in economic activities. The Programme has helped the elderly, orphans, HIV and AIDS patients through welfare measures. The number of orphans and sick people is increasing all the time in the communities. Everybody has not been, nor could have been supported. It is difficult to be optimistic about communities alone taking care of the welfare of its most vulnerable members in the future. Social structures based on solidarity and mutual help are breaking down in the face of ever increasing pressure on them. For long term effects lobbying for the Government to assume more responsibility in the welfare of its most vulnerable members is one of the key ways forward.

Negative, unintended impacts are part of any development effort. Not being able to reach the focus group of the Programme, the poorest and most vulnerable, in the economic activities to an extent intended, and in practice even widening the gap between them and those benefiting from the LWF supported activities, is the major unintended impact of the Programme. Reaching the poorest is difficult, takes much effort and results materialise slowly. Yet the Programme has proved its

creativity and innovativeness in developing its facilitating approaches on other issues. There is no reason to doubt that the Programme would not succeed in finding new ways to reach a larger portion of the poorest and most vulnerable if it really sets its heart into it.

Sustainability

“Graduation” e.g. phasing out policy on how long the LWF Mozambique should stay in each community at the same time ensuring sustainability of the interventions has been on the agenda almost for the whole period under review. All three IRDPs have now experience on phasing out in one form or another from the communities they have been involved with for a long time. All of them have also included new communities for the projects’ activities. Both the graduation process, its pace and experiences gained from it as well as the way the projects have entered the new communities are different.

The LWF Mozambique has worked with the question of sustainability with seriousness and has gathered experience of three different models of phasing out. It should now be in a good position to define clear guidelines for both entry and exit strategies. There are still many questions to resolve: when is a community mature for graduation? What does graduation mean? Is it followed by an accompanying phase, for how long and with what activities? Are the human and financial resources enough for working both in graduated and new communities?

The possibility of sustaining most of the results once the LWF support is withdrawn or considerably reduced is promising. The capacity of the community organisations has been built for them to find solutions for problems facing the community. They have learnt to plan and advocate their plans to local government. Coordination with local level new decentralised structures like Consultative Committees has been close and apparently without major bottlenecks. Overall, the local government is also in a better position to respond positively to local initiatives. Coordination of the Programme activities with the local government has been exceptionally close which gives grounds for optimism that the local government will be a key partner in the future.

Coordination with other organisations at the local level has not been as close as with the local government. Cooperation has been without major problems but there is still room for closer cooperation, of mutual learning and sharing of experiences. Co-operation with national partners has functioned relatively well. This is especially the case with ACT- forum on emergency issues at the national level.

New skills have been learnt and will not disappear. Associations have been formed are either registered on in the process of being registered which makes it more likely that they continue also in the future. The infrastructure constructed and rehabilitated is generally of good quality and has lasted well the years. There is a sense of ownership about the physical assets provided by the Programme which increases the likelihood that they will be maintained properly.

The Programme has worked with advocacy on human rights of the socially and culturally marginalised groups. Awareness rising and sensitisation activities on human rights of the socially and culturally marginalised groups have been implemented in a context of a diverse mosaic of different sub-cultures, values, religions, customs and beliefs. The positive change in attitudes and behaviour could not have taken place if the Programme was not sensitive to different social and cultural aspects. Inclusion of traditional and religious leaders in the Programme activities is an important step forward in securing the sustainability of the results. The same applies to the efforts to ensure women’s involvement in the all project activities. It enhances the likelihood of sustainability.

Recommendations

The recommendations are divided in two, those on the Country Programme in general and on those more specifically related to the strengthened capacity of the LWF Mozambique.

Country Programme and the role of LWF Mozambique

- the LWF should continue its support to Mozambique maintaining the poverty reduction and human rights perspective through contributing to the development of viable and sustainable households and communities with a focus on the most vulnerable
- the role of the LWF Mozambique should increasingly be that of the facilitator and decreasingly that of the implementer. Capacity building and empowerment of communities and their organisations should be key activities in the Programme implementation. Advocacy work should encompass increasingly the rights of the most vulnerable
- a clear entry strategy needs to be defined for the Programme. It should be discussed in depth with the communities when the Programme starts in a new area. Community Development Plan should cover the whole lifespan of the LWF involvement in the community defining the core activities to be carried out with subsequent reduction of (implementation) activities towards the end of the agreed involvement. Graduation is a part of the entry strategy
- a clear exit strategy needs to be defined and discussed with the communities as one of the first priorities during the preparations for the new Country Strategy. There is ample experience of various graduation processes to provide bases for deciding on clear policies
- the strategic objective of amplifying the voice of the marginalised and disadvantaged should be maintained in the new Programme Strategy and the Country Programme. The strategies on how to ensure the active participation of not only the poor but also the poorest households in all, including economic, activities need to be strengthened
- co-operation and coordination with the decentralised structures of the local government as well as with other organisations should be enhanced both at local and national level. Sharing the experiences with other LWF Country Programmes could be increased

Strengthened capacity of the LWF for Programme implementation

- monitoring and reporting should be based on results verified by progress indicators. Serious attention needs to be paid to development of progress indicators, collection of base line data for individual indicators and training the project level staff to fully understand what a result is and how to catch evidence of achieved results
- agreed timeframes for reporting should be observed
- internal evaluations/reviews should be accompanied by external reviews/evaluations of the individual projects and not only by external Programme evaluations. Multi-year project documents need to include a budget for external project evaluations

- human resource and training plan based on training needs assessment for the staff of LWF should be prepared
- special attention should be given to capacity building of the staff in poverty sensitive targeting and design of approaches which will empower poorest and most vulnerable
- capacity building of the CDOs and CDAs needs to have central place in the human resource development. Training in targeting, facilitation, entry and exit policies as well as in use of monitoring and reporting systems should be systematic and structured. Developing a CDA's handbook should be considered
- living conditions of the CDAs and CDOs in the target communities should be improved
- review of the existing organisational structure should be carried out including clear definition and updating of the tasks and responsibilities of the personnel. Options to cut down the present administrative costs need to be studied and a strategy on how to achieve this developed
- plan and milestones for nationalisation of the management staff should be prepared as part of longer term strategy for the LWF Mozambique to become a national organisation
- a clear policy on the means of transport needs to be elaborated defining what is the expected useful life-expectancy of the cars and motor cycles including a plan for renewing the existing fleet

Conclusions

The LWF is one of the few organisations with a long commitment to Mozambique since from the difficult years of reconstruction and natural calamities to the present day development. It has earned respect and trust among the communities as well as the government and has itself as an organisation been able to respond to the changes relatively well. The general conclusion of the Country Programme over the period 2004 -2008 is a positive one. The Programme has been highly relevant and would be relevant also in future. Positive results have been achieved and many of them are likely to turn to long-term effects. The Programme is rooted in the communities and working closely with the community structures. Perspectives for sustaining the results are promising.

The Programme has achieved its best results in the two first strategic priorities of the Country Strategy, namely those of building viable households to ensure food security, promotion of human rights, healthy life-styles and supporting communities to reduce risk and vulnerability to HIV and AIDS and alleviating the impact of the epidemic. It has not been as successful in progressing toward the Programme's two other strategic priorities. The voices of the marginalised and disadvantaged have not been significantly amplified although their access to essential services has been improved through various Programme activities. The organisational capacity of the LWF Mozambique to achieve high performance and quality service has been strengthened but result based monitoring and reporting as well as systematic human resource development are still weak.

The successes and weaknesses in achieving the objectives set for the four strategic priorities reflect the strengths and weaknesses of the Programme's strategies and approaches. Its strategy to empower the communities to sustain their development efforts through facilitating the development

of strong CDCs has been well adopted and an effective one. The integrated approach in building viable households and supporting communities to reduce the impacts of, and the risk to HIV and AIDS with the increased emphasis on facilitation has produced good results. The pace and models of the community graduation have varied considerably in the three IRDPs and the finalisation of the graduation guidelines could be at more advanced stage by now. Nevertheless, the Programme has seriously worked with its approach on phasing out.

The strategies and approaches on how to reach the focus group of the Programme, the marginalised and most vulnerable, are either weakly developed or lacking especially with economic activities. So far meagre advance has been made in developing effective strategies and more sensitive targeting criteria on how to reach the poorest members of the communities also in economic activities.

The same applies to the approaches on how to strengthen the capacity of the LWF Mozambique to achieve high performance and quality service especially in relation of the staff's capacity for programme implementation, monitoring and reporting. The strategic approaches of the Country Programme do not elaborate how to develop the capacity of the staff in project implementation. Overall, human resources development approaches are not systematic. Approaches to emergency response and risk management, one component of the strategic priority of strengthening the organisational capacity of the LWF Mozambique, are more specific and have in practice also produced better results.

The strengths and weaknesses of the Programme's strategies and approaches would seem to have a direct linkage to the successes and weaknesses of the Programme implementation. If this is really as straightforward then the lessons learnt for the way to the new Country Strategy are obviously that strategies on how to reach the poorest and most vulnerable especially in economic activities need to be strengthened if they are to be the focus group of all activities also in the new Country Programme. Right based approaches should be given more emphasis in the future. Similarly, ways and means to improve the capacity of the staff in the monitoring and reporting as well as developing a more systematic approach to overall human resource development need increased emphasis.

On the other hand, the shift in the approach from implementation to facilitation combined with the integrated approach has produced good results. There is no reason to doubt that the approach would not be appropriate also in the next Country Programme with clearly defined entry and exit strategies. What is the best mix of the various integrated activities and what is the timetable for the emphasis to shift from implementation of some concrete priorities like school or water post to capacity building and facilitation needs to be planned together with the community members as a part of the entry strategy. The next Country Programme needs to give more attention to both the entry and exit strategies. The exit strategy is a part of the entry strategy, and should be that from the very beginning of the Programme implementation in any new area.

1. Introduction

1.1. Background

Mozambique and the Lutheran World Federation (LWF) have a long history together stretching over the whole period of the country's independence, and starting even before that. From 1977 onwards the LWF was supporting internally displaced persons and returning refugees but already before the independence of Mozambique it was helping the Mozambican refugees in the neighbouring countries Tanzania, Zambia and Swaziland. In May 1986 the LWF was registered in Mozambique as an international Non Governmental Organisation (NGO). Last year the LWF Mozambique celebrated its 30 years of commitment to the Mozambican people.

Over the years the work of LWF Mozambique has changed from emergency assistance to activities aimed at sustainable development. The goal today is to contribute to the improvement of health and quality of life by building strong household economies through improved food security, promotion of human rights and healthy lifestyles, and through enhanced capacity to manage the environment. Strategies include capacity development; emergency response and preparedness; empowerment of local community organizations; strengthening of civil society; facilitation and mediation; partnership and networking.

LWF Mozambique Country Programme, elaborated in the Country Strategy for 2004 – 2008, includes three Integrated Rural Development Projects (IRDPS) in Gaza, Sofala and Tete Provinces. In Maputo the Programme encompasses two urban projects, Human Rights and Health for Women project in Chamanculo as well as Prevention and Mitigation of Impact of HIV and AIDS Project in Xikheleni which has a strong component of capacity development of a local partner, Comite Ecumenico de Desenvolvimento Social (CEDES). All projects address the key strategic priorities of the Programme as established by the Country Strategy. The expenditure has varied from around 2.1 – 2.7 million USD in 2004 – 2007 to around estimate 3.6 million USD in 2008. The total expenditure in the period under review 2004 – 2008 has been around USD 13.6 million. The main donors have been Finn Church Aid, Canadian Lutheran World Relief/CIDA, Evangelical Lutheran Church of America, Australian Lutheran World Service, Church of Sweden, Evangelischer Entwicklungsdienst, Norwegian Church Aid and Icelandic Church Aid.

1.2. Objectives and scope of the evaluation

The LWF commissioned an external evaluation to be carried out on the Mozambique Country Programme during September – November 2008. The purpose of the evaluation is to assess the performance of the Mozambique Country Programme during the years 2004 – 2008 of implementing the Country Strategy 2004 – 2009. According to the Terms of Reference (TORs Annex 1) the evaluation is both retrospective and prospective. Consequently the first major aim is to determine what has been achieved during the process of implementing the Country Strategy as well as to highlight the emerging issues, problems and constraints faced and major lessons learnt. A related question is the quality of the process of planning and implementation as well as appropriateness of overall management, administrative and financial structures.

The second aim, which is prospective, is to provide recommendations for the way forward and the new Country Strategy.

The scope of the evaluation includes assessment of the relevance, efficiency and effectiveness of the Programme. Furthermore the results and impacts of the Programme and sustainability of the

activities and results are to be analysed. The scope includes examining the extent to which the humanitarian aid provided by LWF Mozambique has been able to complement people's coping and livelihood practices.

1.3 Approach and methods of data collection

The evaluation commenced with a planning consultation between the evaluation team and LWF Geneva and Mozambique through e-mail and telephone in order to reach a common understanding of the evaluation focus, methodology of the evaluation and field visit schedule. As a result the Inception Report was prepared defining the focus of the evaluation, approaches and methods of data collection including the criteria for selecting the sample villages in the field visits. The final schedule was drawn up at the beginning of the field mission in Mozambique.

The TORs for the evaluation outlined some general approaches and methods. These comprise of the evaluation being guided by the principles of LWF/DWS work, being participatory, committed to building capacity, critical yet affirming, cultural sensitive and valuing knowledge and approaches from within the local context.

Based on this, the approach was to incorporate and bring forward as wide range of different viewpoints as possible involving various stakeholders in the evaluation process to the extent feasible within the given time framework. The direct beneficiaries, villagers and urban neighbourhood residents, make up the majority of the interviews. Separate discussions were held with

- members of Community Development Committees (CDCs)
- agricultural, health, education, water, income generating committees etc
- Saving and Credit Cooperative Society (SACCO) and other association members
- activists, villagers, patients
- traditional and religious leaders
- local government authorities
- other donors and partners at local and national level
- staff of LWF Mozambique

The present evaluation differs from the previous LWF Mozambique Country evaluations of 1999 and 2002 in a sense that it is an external evaluation carried out by independent consultants without participation of the representatives from LWF related agencies in the evaluation team. To partly compensate for their absence, a questionnaire was prepared and sent to the related agencies focusing on some of the key questions of the evaluation (Annex 5). Australian Lutheran World Service, Canadian Lutheran World Relief, Church of Sweden, Finn Church Aid and Norwegian Church Aid answered the questionnaire offering valuable input to the Programme evaluation from the donor's perspective. The questionnaire was also translated into Portuguese and sent to the national and local partners in Mozambique. Only one representative from Administrative post of Estaquinha in Buzi district, Sofala province replied.

In addition to the interviews and focus group discussions with the various beneficiaries and stakeholders, the evaluation is based upon a review of key available documentation and site visits to selected areas in Mozambique. The criteria for selecting the sample areas was a) both old and new areas of programme intervention are included (areas where the Programme has been working a long time and the villages have experience of the graduation process, areas where the Programme activities have only started); b) better-off and less well-off households/communities in terms of

economic well-being, access to services, social capital etc and c) areas where the programme implementation has been relatively smooth and successful and areas where the Programme has faced difficulties in achieving planned results.

All five projects forming part of the Country Programme were included in the field visits. In practice this meant visiting nine districts in three provinces (Tete, Sofala, Gaza) and two urban neighbourhoods in Maputo in two weeks.

The debriefing workshop on the findings, conclusions and recommendations of the evaluation was arranged at the end of the field mission. Staff from all five projects and Maputo programme office as well as representatives from some national partners participated in the full day workshop. Discussion and commenting on the team's presentation was active indeed offering immediate feedback on the conclusions and recommendations. Debriefing meetings were also held for the project staff in Tete, Sofala and Gaza IRDPs.

The evaluation was carried out by an independent external evaluation team consisting of Ms Satu Ojanperä (team leader) and Mr Santos Alfredo Nassivila (local consultant). Mr Duane Poppe, Programme Officer in LWF Geneva, was with the team in the first part of the evaluation until October 5, 2008 in Maputo and Tete. This gave the evaluation team a fine opportunity to discuss with him about the Programme, as well as LWF strategies and practices in general. After Tete field visit the evaluation team split into two for the remaining IRDPs. Ms Satu Ojanperä went to Gaza and Mr Santos Alfredo Nassivila to Sofala. The field work in Mozambique was carried out between September 28 and October 17, 2008.

1.4 Problems and limitations

The main problem of the evaluation was simply that there was too much to cover in too short time for a two-person evaluation team. The tight time schedule is reflected in the weaknesses of the evaluation. Including all five projects in four provinces only allowed working few days with each project – and only one day in case of the urban projects. Travelling from one province to another, from one district to another and from one village to another took its time which meant including a very limited sample of 3-4 villages per IRDP in the field work. This is only around 10 percent of all new and graduated villages of the IRDPs. Although the field visit program was prepared according to the criteria set by the evaluation team, the question remains to what extent the villages selected by the staff reflect the situation in other villages.

Another limitation of the evaluation is related to the fact that discussions at project level were mainly held with beneficiaries involved with implementation of the projects at community level, local stakeholders and project staff. The team met with beneficiaries and stakeholders that had been asked by the LWF staff to participate in the meetings with the evaluation team. That in practice was the only way to have all of them present at a given time but due to time constraints the team did not have much opportunity to discuss with household and community members not directly involved in the projects in one way or another. The field work offers firm bases in bringing forward direct beneficiaries points of view but is limited in including indirect beneficiaries' experiences. There was also not time enough to verify normal daily activities and the way the staff, or activists work with communities.

Assessment of efficiency and effectiveness in achieving planned results, as well as impacts of the Programme, is based on the team's impressions rather than facts for the lack of monitoring data based on measurable indicators. The Country Operational Programme Plan 2007 – 2009 does not

include measurable baseline data for individual indicators nor do the different Project Documents include that. Similarly, progress indicators are lacking. Without them it is difficult to assess to what extent the planned results have been achieved, and how efficiently. If, for example, the expected result is that household's access to safe drinking water at reasonable walking distance is increased one would need to have information of how many percent of the community members had access to safe drinking water before the construction of improved water sources, what level of increase was planned and how many percent have safe drinking water due to the project activities before concluding that the planned result has been mainly achieved. This kind of information is mostly lacking and does not mean that the results would not have been achieved but the conclusion is not based on hard evidence. In addition, separating what has been achieved during 2004 – 2008 from what has been achieved earlier is problematic as activities have been implemented in some areas already for 10 -15 years.

The evaluation is about the Country Programme, not about the projects. It cannot, and was not supposed to, go into detail with any one of the projects included in the Programme. The projects would benefit from their own evaluations. Similarly, the Programme evaluations would benefit from project evaluations. However, these, apart from donor reviews and internal Programme evaluations and self-assessments, have not been carried out. The last Programme evaluation was carried out in 2002. Six years is a long time in the rapidly changing context of Mozambique. Due to time constraints, abundance of project and programme related material and lack of project evaluations; the evaluation team have had possibilities to scratch only the surface of various Programme/project activities and their results. Consequently the emphasis is on the more general strategic questions and lessons learnt.

1.5. Structure of the report

The Report begins, in Section 2, with the description of the Country Strategy objectives and strategic approaches. This is followed by the core questions of the evaluation, relevance, effectiveness, efficiency, impacts and sustainability of the Programme. Relevance is assessed in relation to the overall context of Mozambican development policy, in the means-ends relationship of the results to achievement of the Country Strategy objectives and in relation to the needs of beneficiaries. Next, effectiveness and efficiency in achieving the intended results in cost-efficient way is reviewed. Special emphasis is placed on the way the poorest and most vulnerable have been reached as well as on the Programme monitoring and reporting practices. This is followed by an assessment of the impacts, both intended and unintended. Sustainability of the results is analysed with the three different models of graduation in use in Tete, Sofala and Gaza IRDPs. Section 3 provides recommendations on how to strengthen the Programme and capacity of the LWF Mozambique. Section 4 presents in a summarised form an overall assessment of the Programme and the conclusions of the evaluation.

2. Mozambique Country Strategy objectives and strategic approaches

“So it was the right time to do some proper strategic planning in LWF Mozambique. In the country Mozambique where LWF went with the ups and downs for more than twenty five years for better or for worse; through wars and peace; through floods and droughts; through very different political systems; before and after independence in Zimbabwe; before and after the end of apartheid in South Africa; before and after refugees were repatriated to Mozambique; before and after the cold war, before and after global ‘terrorism’ became a real problem.”

The above citation from the foreword of the LWF Mozambique Representative at the time, Philip Williams, to the Country Strategy concretises the changing context in which the LWF Mozambique found itself when it set to prepare the strategy for the years 2004 – 2008. Preparations were preceded by the evaluation of 2002 which acknowledged the ongoing shift of emphasis from relief to development. However, there was concern that although staff seemed to be aware of the objectives of the shift in emphasis, they had not received the necessary orientation and preparation to enable them to respond effectively. The preparatory process of the new country strategy served on its part to orientate the staff - and perhaps also communities - to the shift from relief to development. The long participatory process culminated in the Country Strategy Outline workshop with the participation of the LWF Mozambique and Geneva staff, related agencies and national partners.

The new strategy was based on more facilitation, more participation, more empowerment, more advocacy, more human rights, more gender sensitiveness, more HIV and AIDS work, better management of the environment, all more efficiently and effectively. Emphasis was on development but with disaster preparedness and mitigation.

More specifically the Country Strategy for 2004 – 2008(9) outlined the following strategic priorities, related objectives and sub-objectives:

Strategic Priority 1

Build viable households and communities, focusing on the most vulnerable to ensure food-security, promotion of human rights, healthy life-styles and enhanced ability to manage their environment

Strategic Objectives	Sub-objectives
1.1 Empower households and communities through food security, agricultural practice, income generation activities, water, health and education	<ul style="list-style-type: none"> a) Build and empower Community Development Committees (CDCs) to increasingly take over responsibility for the development of their communities b) Improve the environmental work of LWF Mozambique through the review and implementation of the LWF environmental guidelines c) Ensure the active participation of the poorest households in development
1.2 Build the capacity of communities to respond to emergencies effectively	<ul style="list-style-type: none"> a) Complete and implement the strategy for community response to emergencies b) Community Development Committees (CDCs) will increasingly develop responsibility for risk management
1.3 Promote Human Rights with a focus on women	<ul style="list-style-type: none"> a) Increase the involvement of women in decision-making both at household and community level b) Reduce domestic violence c) Promote gender equity

Strategic Priority 2

Support communities to reduce risk and vulnerability to HIV and AIDS and alleviate the impact of the epidemic on the communities

Strategic Objectives	Sub-objectives
2.1 Contribute to behavioural and attitude change for risk reduction	a) Promote education and information to change behaviour and attitudes in women, men and youth
2.2 Contribute to the reduction of social and economical impact of HIV and AIDS in the communities	a) Assist communities to create mechanisms to provide Home Based Care to HIV and AIDS infected and affected persons b) To support creation of income generating projects to affected, mainly for widows c) Facilitate and support vocational education to youth d) Assist communities to create mechanisms to support orphans and vulnerable children e) Facilitate and support access to Voluntary Counselling and Testing and to Anti-Retroviral drugs
2.3 Promote Human Rights and Gender awareness in order to fight against discrimination and stigmatization of HIV and AIDS infected persons	a) Encouraging awareness raising to acceptance of People living with AIDS in the community b) Influence government to create laws and policies to defend People living with AIDS c) Influence other institutions to promote the Human Rights of HIV infected and affected persons

Strategic Priority 3

Amplify the voices of the marginalized and disadvantaged and facilitate their access to essential services

Strategic Objectives	Sub-objectives
3.1 Increase LWF Mozambique's capacity in advocacy	a) Develop an advocacy policy for LWF Mozambique b) Have staff trained and competent in advocacy work
3.2 Amplify the voices of local partners through greater participation in advocacy networks, influencing public policy and advocating for their rights	a) LWF Mozambique will focus on land rights, women's rights and the rights of people living with AIDS b) Use LWF Mozambique's experience, lessons and best practice to influence government policy
3.3 Influence other actors including government and private enterprises to provide essential services to its targeted households and communities	a) Ensure better marketing of agricultural products b) Ensure access to spare tools at the local level for water pumps and agricultural equipment c) Regarding health, facilitate access to government resources d) Facilitate access to government support for education e) Facilitate access to banking services

Strategic Priority 4

Strengthen organizational capacity to achieve high performance and quality service

Strategic Objectives	Sub-objectives
4.1 Ensure LWF Mozambique retains and increases its capacity for rapid and effective emergency response and rehabilitation	<ul style="list-style-type: none"> a) Maintain emergency stock and equipment b) Keep trained staff capable to perform multiple tasks during emergencies c) Have an emergency fund d) Ensure adequate means to respond to rehabilitation needs after emergencies e) Build in concept of community based risk management in all development work
4.2 Strengthen the capacity of LWF Mozambique to rapidly and effectively respond to the needs of refugees and displaced populations	<ul style="list-style-type: none"> a) Develop a mid-term strategy for LWF Mozambique for the work with refugees and displaced population, especially in the fields of community services, water and sanitation, management, agriculture and income generation b) Provide essential services to refugees and displaced population
4.3 Enhance staff capacity for program implementation	<ul style="list-style-type: none"> a) Ensure an improved performance of staff b) Ensure regular staff training through specially tailored courses c) Consistently do performance appraisal d) Facilitate the documentation and sharing of experience within the program/projects and with partners e) Implement effective human resource development systems
4.4 Improve organizational structures and management systems	<ul style="list-style-type: none"> a) Enhance the program performance through improved planning, implementation, coordination, monitoring and evaluation b) Ensure effective coordination within LWF Mozambique and with relevant partners c) Develop a graduation/phasing out policy d) Develop mechanisms for ensuring measurement of impact e) Have systematic technical and supportive / supervisory visits to project zones
4.5 Increase funding through diversification of sources	<ul style="list-style-type: none"> a) Develop a fund-raising strategy b) Source more donors
4.6 Reinforce relationship with existing partners for continued support	<ul style="list-style-type: none"> a) Improve information sharing b) Increase exchange of services

The Country Strategy Outline also highlighted the methodologies to be used in carrying out the strategic priorities of LWF Mozambique. The **Strategic Approaches** are the following¹:

Working with Communities with an Emphasis on Households

Household is the unit of emphasis and it is on household level that the results should be seen. Much of the work with households will take place through working with the communities.

Implementation and Facilitation

LWF Mozambique gradually moves its approach from implementation to facilitation. Target groups are at the centre of development efforts. LWF's role is to facilitate in bringing about people's own

¹ For the sake of brevity, the strategic approaches are summarised here in the report. Hopefully the essential content of them is captured. For the strategic approach in full see LWF Mozambique Country Strategy Outline 2004 – 2008, p.27 – 29.

solutions rather than providing them with LWF's solutions. In many situations, especially in emergencies, there will remain a need for implementation.

Graduation and Phasing Out

LWF will from the beginning work for a situation in which communities are empowered to sustain their development efforts. It will strive to avoid dependency of communities on LWF support and will facilitate the development of strong and responsible CDCs that can become central in sustaining development efforts. Phasing out of direct support will happen gradually.

Gender Mainstreaming

LWF Mozambique firmly believes that sustainable development can only take place when there is active involvement of all members of the community, and a process towards gender equity. Gender will be a crosscutting issue. Gender analysis will be carried out in all planned interventions in an effort to influence gender roles.

Focus on Participatory and Lasting Development

LWF Mozambique will continue striving towards involving all interest groups and households, particularly the households that are most in need (i.e. "poorest of the poor"), in all relevant aspects of development: including identifying, planning, implementing, monitoring and evaluating development endeavours.

Empowerment of Community-Based Organizations

Sustainability is primarily the work and responsibility of local communities and their organisations, including churches. LWF Mozambique brings to this task a commitment to the empowerment of local communities through facilitation, capacity building, participatory processes and access to the resources, and through sharing best practices from its international network and experience. The key to the sustainability of LWF's work within communities will be the building and strengthening of CDCs which will take overall responsibility for the development of their communities.

Strengthening of Civil Society

The task of supporting and accompanying local communities to achieve sustainable development includes supporting people as they identify and claim their rights. LWF Mozambique will ensure support for local advocacy initiatives. This work will continue to include community-based facilitation and institutional support regarding access to services.

Emergency Response and Risk management

LWF Mozambique, as part of the ACT network, is committed to supporting and facilitating capacities of local communities to respond to emergencies and create risk management systems. When disaster strikes, LWF Mozambique stands ready, and maintains its operational preparedness, to assist and support local communities as well as ACT members and other Mozambican partners to respond.

Facilitation and Mediation

LWF Mozambique is positioned to link with local communities, government, UN agencies, NGOs, private enterprises and ACT members. These relationships allow LWF Mozambique to work with, on behalf of or through these partners. These linkages, together with the value base of the LWF Mozambique, make it a credible actor within different sectors of the emergency and development community, as well as in local and regional social sectors. LWF Mozambique is therefore able to play a role as mediator and facilitator, including initiatives leading to peace and reconciliation.

Global Networking

LWF Mozambique through the LWF/DWS works within a global ecumenical network of partners with shared values and a wealth of diverse and specialized resources. This global partnership and resource base offers a multitude of possibilities for cooperation, and diversity of response. LWF Mozambique seeks to make in the optimal use of this network through contributing its own expertise and working cooperatively with others to seek the maximum stewardship of this shared resource of skill, experience and knowledge.

Focused Training

Training will remain a central tool during the implementation of the strategy. The overall process shall entail the identification of trainees, conducting of training needs assessments, actual training and more importantly, follow up of trainees. Training will be especially tailored for the respective target groups. This will ensure that the training modules developed and trainings conducted are responsive to the needs of the households in the project area, and particularly those most in need.

Promotion of Appropriate Technology Options

LWF Mozambique puts emphasis on affordable, appropriate and evidence based technology familiar with the target population. This is meant not only to increase the accessibility but also to increase acceptability of program interventions as well as their sustainability.

Information, Education and Communication

Information, Education and Communication (IEC) will be a crosscutting issue in all interventions. The whole IEC process will include development and dissemination of educational materials with messages that bring out the concepts and principles of participatory development. As much as possible, LWF Mozambique will encourage maximum use of available information.

Promoting Micro-Business Enterprise

LWF Mozambique will work towards reviving its assistance to communities to help them initiate income-generating activities through feasible projects supported by revitalized savings and credit. The program will acknowledge on-going activities in this regard. The support will include developing appropriate capacity for initiating and managing such enterprises, for example, leadership skills, business and financial management and marketing skills. Focus will be on the most needy.

The Country Strategy outline served later on as basis for elaborating the Country Operational Programme Plan 2007 – 2009, as well as the Project Documents for 2007 – 2009 of the five projects included in the programme. The strategic priorities, their objectives and sub-objectives defined in the Country Strategy were fitted in the logical framework matrix of the Operational Programme Plan. Sub-objectives of the strategic objectives of the strategy are either strategic objectives or expected results of the Programme Plan.

According to the Country Operational Programme Plan the overall programme objective is to contribute to the reduction of absolute poverty among households in the selected target districts. The purpose is to contribute to the viable and sustainable households and communities in Mozambique. Objectives and the expected results of the Programme which have been transferred to the Project documents of the three IRDPs are the following:

Objective 1: To contribute to the reduction in the risk and vulnerability to HIV infection by strengthening the capacity of the communities in their ability to alleviate the impact and address the challenges of the epidemic at both community and household level.

Expected results:

- Change in behaviour and attitude likely to increase the risk of infection with HIV
- Reduction of social and economical impact of HIV and AIDS in the communities
- Reduced level of discrimination and stigmatization as a of increased awareness on the rights of PLWHA and on gender
- Reduction in mother-to child transmission of HIV

Objective 2: Empower households and communities through food security, agricultural practice, income generation activities, water, health and education.

Expected results:

- Household Food Security Enhanced and Household Economies Strengthened
- Household's Access to Safe Drinking Water at reasonable walking distances increased
- Community Development Committees built and empowered to increasingly take over Responsibility for the Development of their Communities
- Active participation of the poorest households ensured
- Communities actively participating in natural resource conservation and environmental protection

Objective 3: Strengthen organizational capacity to achieve high performance and quality service

Expected results:

- Ensure LWF Mozambique retains and increases its capacity for rapid and effective emergency response and rehabilitation
- Staff capacity in engaging advocacy enhanced
- Staff capacity for program implementation Enhanced
- Implement Effective Human Resource Development Systems
- Funding increased through diversification of sources with a special focus on raising funds locally
- Improved Logistic and Procurement Systems

The objective 3 of the Country Strategy, that of amplifying the voices of the marginalised and disadvantaged and facilitating their access to essential services, was as an objective in the Project plans of the first cycle 2004 – 2006 but was not included into Programme plan, or to the Project plans of the second cycle 2007 – 2009. The emphasis is reported to have changed because most communities were considered taking up elements of advocacy on their own through the CDCs. In the plans of second cycle, Sub-objective 1 (increase LWF Mozambique's capacity in advocacy) is among the expected results of the objective to strengthen LWF's organisational capacity but objectives 3.2 (amplify the voices of local partners through greater participation in advocacy networks, influencing public policy and advocating for their rights) and 3.3 (influence other actors including government and private enterprises to provide essential services to its targeted households and communities) and their sub-objectives have disappeared from the Program Operational Plan.

The only expected result directly linked to the poorer households is the result 4, active participation of poorer households ensured. Indicators for achievement of this result were defined in the Programme Operational Plan to include

- Targeting criteria sensitive to the marginalized and the disadvantaged including the poorest members of the community, the youth, women, the elderly and the disabled developed;
- The marginalised and the disadvantaged including the poorest members of the community, the youth, women, the elderly and the disabled actively participating in community development initiatives

All of the projects within the Programme have included this result and the two indicators to their project logical framework matrix. However, in annual monitoring reports the last indicator has become an activity among new activities under this result like for example construction of schools and health posts. Only in the case of Xixheleni there remain traces of developing the targeting criteria sensitive to disadvantaged and marginalised including the poorest members of the community.

The Country Strategy for 2004 – 2008 emphasised strongly both in its strategic priorities, objectives and approaches that the focus is on the most vulnerable and the most needy in building viable households and communities, in amplifying the voices of the marginalised and disadvantaged as well as in facilitating their access to essential services. This emphasis seems to have faded to some extent in the Programme Operational Plan and the Project Documents based on it during the second cycle. Does this signify that the poorest have faded out also in the Programme implementation or have the poorest been effectively mainstreamed in all activities through the advocacy work of the CDCs themselves? That is the question the following section of the report tries to seek answers to.

3. Findings, analysis and emerging issues

3.1. Relevance

The overall objective of the Programme, reduction of absolute poverty among households and communities as well as the strategic priorities and objectives aiming at contributing to viable and sustainable households and communities, reduction of the risk and vulnerability to HIV infection, amplifying the voice and access to essential services of the marginalised and disadvantaged were highly relevant in the economic and social situation of Mozambique four years ago when the Country Strategy was prepared. They are just as relevant in the present situation. Poverty, HIV and AIDS and lack of essential services are still, in spite of various programmes undertaken by the Government, various donors and NGOs, pressing problems far from having been solved. Strengthening organisational capacity of the LWF Mozambique itself to achieve high performance and quality service was relevant then and continues to be relevant today. There is still room to improve performance and quality of service of the LWF Mozambique as an organisation.

According to the latest World Bank statistics Mozambique has been rather successful in its poverty reduction efforts. Poverty has been reduced in most parts of the country though geographical asymmetries are still large. Poverty has fallen mostly in the rural areas and particularly in the central part of the country. For example in Sofala, which was the country's poorest province in 1997, poverty has fallen to the extent that by 2003 it was the last income-poor province of Mozambique. Mozambique's rural poverty reduction has been so significant that for example the World Bank considers it one of the most successful in the world. In spite of the poverty reduction witnessed during the last ten years well over half, or, depending on the criteria and source, two thirds of the population still live under the poverty line. It has also been argued that poverty reduction has been accompanied by increased inequality: the poorest have become poorer and better-off still better-off. If this is the case, the aim of focusing on the poorest and most vulnerable members of the community is relevant indeed.

The three IRDPs of the Programme have been implemented in the provinces that are not, and were not in 2004, among the poorest. However, in many cases it has worked in remote poor and marginalised areas of these provinces where very few or no other donors have been present. The Programme has been relevant in aiming at poverty reduction through bringing basic services, increasing food security and building up the capacity especially of these communities.

At the same time as Mozambique has witnessed reduction in poverty, urban poverty has risen quickly particularly in Maputo city. Not only has the urban poverty risen but its depth and severity have also increased. The objectives of the two urban projects of the Programme, the Human Rights and Health for Women Project in Chamanculo and Prevention and Mitigation of Impact of HIV and AIDS Project in Xikheleni have been very relevant from the point of view of poverty reduction. Both projects are implemented in the neighbourhoods where poverty is deep and desolate. Social and economic impacts of HIV and AIDS on the poorest beneficiaries are very cruel in the project areas.

Along with reduction of absolute poverty, prevention and mitigation of the impacts of HIV and AIDS continues to be a highly relevant objective. The estimated number of people living with HIV is nearly 1.8 million. The epidemic has reduced life expectancy from 41 years in 1999 to 38 years in 2004. Among the adults AIDS accounts for almost every fourth of all deaths. This has left behind an increasing number of orphans. It is projected that due to the epidemic, the number of maternal orphans will increase from around 350 000 in 2004 to more than 900,000 orphans by 2010. Already

in 2004 Mozambique had altogether over 1.6 million orphans and the number is increasing each day with around 500 daily deaths due to AIDS. The epidemic has created an enormous economic and social crisis in the country. With ever increasing number of orphans the already overburdened extended family safety networks at community and family level are breaking rapidly down.

In July 2004 the Government declared HIV and AIDS as a national emergency. According to the statistics published in 2007 HIV prevalence is rising in all parts of the country.

Estimated infection rates are the highest in the provinces where the Programme is implemented, varying from around 27 per cent in Sofala to around 20 per cent in Maputo and Gaza. Tete has the lowest infection rates among the Programme provinces but even there the rate is above the national average 16.2 per cent in 2005. Prevention and mitigation of the impacts of HIV and AIDS would be a relevant objective anywhere in Mozambique but is exceedingly so in the Programme areas.

The objectives and strategies of the Programme correspond to the pressing needs of the target groups and are relevant from the beneficiaries' point of view. Various activities carried out by the projects be they infrastructure constructions like schools, health posts or water posts, training and sensitising activities, care of HIV and AIDS patients and orphans or income generating activities are appreciated by the beneficiaries and in line with their needs.

Some questions, however, remain. Firstly, has the focus really been on the poorest and most vulnerable? Assessing the degree to which the Programme has been justified in relation to the needs of the intended beneficiaries depends on who the actual beneficiaries are, and what their possibilities and most pressing needs are. Have, for example, the poorest been able to benefit from SACCO activities? Would vocational training have corresponded better to their possibilities and needs? Developing more sensitive targeting criteria for reaching the poorest and most vulnerable would in all likelihood have increased the overall relevance of the Programme. Not everybody even in generally poverty stricken communities is equally poor. Some are better off, some poorer. The marginalised groups included in the strategy, youth, women, elderly and disabled are not a homogeneously marginalised group. Not all youth, all women, all elderly and all disabled are equally poor in a given community. Others are poorer than others, others can still participate in economic activities, and others are welfare cases. If the focus is on the poorest and most vulnerable, the question to ask is who in the community is the poorest and most vulnerable, why they are poor and what is needed for them to take part in the activities of the Programme.

The question to ask is also whether it would have been more relevant to concentrate on fewer core activities instead of spreading limited human and financial resources to an integrated approach encompassing a wide range of activities? Could closer co-operation with other actors working with similar activities have resulted in a more relevant Programme? Or should the Programme even have included more activities like family planning in the case of HIV and AIDS work to have less orphans to take care in the future? These are difficult questions made even more difficult by the fact that in many Programme areas the LWF Mozambique is one of the very few actors. The questions have been asked by the LWF Mozambique itself. A part of the answer could lay in the future role of the LWF Mozambique being increasingly a facilitator instead of implementer. If the emphasis is on capacity building and empowerment of communities to find their own solutions and seek help for their problems from other actors, there is less need for various implementing activities.

On a policy level, the Programme has been relevant and in accordance with the prevailing policies of the Government of Mozambique as well as with the values of the LWF, its donors and partners. Through Action Plan for Reduction of Absolute Poverty (PARPA) I and II, administrative

decentralisation and public sector reforms, signatory for various international conventions, Mozambique is committed to poverty reduction, combating HIV and AIDS, human rights, environmental protection etc. It is committed to the UN Millennium goals as are the donor countries supporting many of the related agencies. The administrative decentralisation process is of particular interest to the Programme's approach to build up the capacity of the community organisations to advocate their needs to local government. Administrative decentralisation reform has proceeded to the creations of participative Consultative Committees at various levels from the locality level up to district level. The decentralisation process has also since 2006 included a grant of 300 000 USD per district for local community investments. Both fit very well with, and offer new opportunities to the Programme strategies to empower the communities to take initiative of their development to their own hands.

The Programme is well in line with the LWF/DWS vision of the people of the world living in just societies in peace and dignity, united in diversity and empowered to achieve their universal rights to basic needs and quality of life. Sustainable development, defined by LWF/DWS as right based, gender aware, environmentally responsible which incorporates participation, capacity building, advocacy and the strengthening of civil society are also the approaches of the Mozambique Country Strategy.

The LWF Mozambique Country Strategy has corresponded to the pressing problems of reducing poverty and impacts of HIV and AIDS. It has been highly relevant in the context of Mozambique and deserves credit for it, especially as its implementation has coincided with the efforts that the Government and society at large have directed toward the same goal at the same time. The objectives of the strategy were relevant at the outset of the Programme, during its implementation and continue to be relevant also in the future. With more sensitive targeting criteria for reaching the poorest and most vulnerable the Programme could have been even more relevant in answering to the pressing needs of the targeted focus group. Absolute poverty and marginalisation continues to be a cruel reality in Mozambique.

3.2. Effectiveness and efficiency

As already noted in the chapter on problems and limitations of the evaluation, assessing the effectiveness and efficiency of the Programme is difficult for the lack of monitoring data based on measurable indicators. It is also true that many results, especially those related to changes in attitudes it is difficult to set concrete goals to be verified by measurable indicators. Everything is not easily measurable. Consequently the following assessment is based on what the Annual Monitoring Reports present as well as on the impressions of the evaluation team.

The Programme included the following intended results:

Objective 1: To contribute to the reduction in the risk and vulnerability to HIV infection by strengthening the capacity of the communities in their ability to alleviate the impact and address the challenges of the epidemic at both community and household level

Expected result 1: Change in behaviour and attitude likely to increase the risk of infection with HIV

Many positive changes in behaviour and attitudes are reported by the LWF staff. For example, some of the traditional habits like cleansing of widows through sex are being given up, the practice of

wife inheritance has been rejected in some places and number of early marriages has decreased. Number of people breaking the silence has risen, more people are visiting Voluntary Counselling and Testing Centres (VCT) and HIV positive relatives are taken better care by their families. Increase in the involvement of community and religious leaders in sensitisation campaigns is also reported. For example, in Tete CDCs were lobbying with the local government to open more VCT centres. Traditional healers are said to have realised that there is no cure for AIDS, many have reduced using traditional purification practices and are advising patients to seek medical attention.

These are positive results but it is impossible to conclude how widespread they are. Nevertheless in the discussions with the activists, community members and patients it was clear that many positive changes have taken place. The activists in almost all projects told that now people seek them for help instead of the activists seeking the patients. In the beginning activists or nurses were often not allowed to enter into the houses living PLWHA member for fear and shame from neighbours as they would know that in a particular house there was someone with AIDS. It was reported that today this is not the case as community activists are welcomed and sought after. Similarly, for example In Munginge village in Gaza the activists told that there has been a real influx of young people coming to ask for condoms. When asked about the various sensitising and training activities, HIV and AIDS, along advocacy and training related to income-generating was the one community members told they had appreciated most. Most of the people also agreed that there had been some changes in the behaviour and attitudes.

Unfortunately information of HIV and AIDS does not always lead to changes in behaviour. Changing ones behaviour is not easy but it can also be a question that in spite of the information, some do not believe on the existence of the HIV and AIDS pandemic, or in the efficacy of the condom use. This poses the question of how the strategies being used to disseminate the information on the HIV and AIDS could be more effective. Overall, the Programme has brought HIV and AIDS higher on the agenda as an issue to be openly dealt with instead of keeping it behind closed doors.

Increased openness of community members on HIV and AIDS has improved the participation of PLWHA in different committees ensuring that the needs of PLWHAs are better reflected in the Programme interventions. Cooperation with the traditional healers and traditional birth attendants seems also to have brought good results. The same can be said of the theatre groups that many projects used in sensitising activities. The performances witnessed were very good, funny and attracted immediate attention and enthusiasm among the spectators.

Expected result 2: Reduction of social and economical impact of HIV and AIDS in the communities

Variety of microfinance and income generating activities has been carried out in order to mitigate the impacts of HIV and AIDS among the households with PLWHA and orphans. These have included SACCO groups, vocational training for carpentry, handicraft production, support to cultivation of crops and assistance to orphans. Undoubtedly positive results have been gained but especially in the microfinance and income generating activities they seem to have included only a rather limited number of beneficiaries. One of the wishes of the PLWHA patients with improved health brought up during the discussions was to be able to have some possibility to earn money but for that they would need some capital and also training. The poorest do not seem to have possibilities to join SACCO groups as the inscription fee and required monthly savings are too much for them, and members of SACCO groups do not necessarily want the very poor to be

members. Overall, there seems to be more demand for vocational training than what the Programme has been able to offer.

The Programme has been supporting the chronically ill through home based care (HBC) activists. The activists, most of who are PLWHA themselves, live in the villages and urban neighbourhoods where they work. They have been trained on HIV and AIDS prevention and improved care including nutrition and food preparation. Due to the activists, chronically ill people are able to assess food baskets, medicine and VCT. Many beneficiaries acknowledged that the food aid, although is insufficient, has helped them from starvation.

With the help of the Programme communities together with activists have helped orphans with school material and in some cases scholarships, clothes, blanket, seeds, and food from the community gardens etc. In some cases the support has been relatively substantial. For example in Punguine village in Gaza the CDC and community members were building a permanent house with the help of LWF for a grandmother who was taking care of five orphans. In another village, Javanhane 36 widows with orphans had formed an association and started cultivating tomatoes and onions in a plot of land they received from the community. The LWF had provided a motor pump, wheelbarrows and two donkeys. Selling the products the association had made a good profit this year and invested it in expanding their production. When and how the association would help orphans not living in the members' own families however remained unclear.

Undoubtedly these families were very poor and deserved all the help they got. Yet each community has an increasingly elevated number of orphans, vulnerable widows and elderly people taking care of the orphan children living in precarious conditions. One of the challenges in successful community based targeting is the fact that the needs are always more than what the programme can provide in a country such as Mozambique where poverty levels are extremely high. The exclusion of deserving households has created social conflicts with some people blaming community leaders of bias and corruption. In some communities, the community leaders decided to ration the supplies so that different people received different supports instead of a full package. One way forward would be to give increased emphasis on the Programme's part on facilitating the CDCs to advocate the needs of the most vulnerable to the local government. There is already some good experience of this. For example, in Javanhane village another association, Sao Marcos, was formed to help the elderly and the local government has provided them the same support, a motor pump and two donkeys, as the project did with the association of widows.

Expected result 3: Reduced level of discrimination and stigmatisation as a of increased awareness on the rights of PLWHA and on gender

The Programme has scored one of its successes with the result in reduction of discrimination and stigmatisation among the households and in the community in general. Most of the people interviewed considered that there had been great changes in relation to attitudes towards HIV infected people, and to some extent also in relation to domestic violence faced by women. The activists were particularly adamant about this and told many stories how they had been despised and pointed out with fingers before but now the community treat them well. There has also been a notable difference in the way family members treat their sick. Before activists had to clean the house of the patients, wash them and feed them because family members were afraid of the sick. Now the families carry out these tasks themselves, and also try to take care of hospital appointments. They, as well as the sick people themselves, have understood that PLWHA can stay alive still a long time, and even become productive members of the community again as some have already done.

Some advances have also been made in relation to rights of children and women in general. It is reported that for example in Tete reduction of sexual abuse of children has been noted due to awareness raising campaigns. There seems to be more awareness to report serious cases of domestic violence to activists and in the worst cases to the local authorities but apparently this is still not widespread. Some women, having along with the death of a husband lost the house with all belongings to the husband's family had with help of the LWF taken the case to court. Although many positive changes have taken place in attitudes towards the rights of women, many continue to persist. Worst off are old, very poor women. In addition to their vulnerable economic situation they are easily marginalised also socially for instance with accusations of witchcraft.

In the midst of the positive changes in attitudes problems still remain in having communities to assume responsibilities of their vulnerable members. For example, the food basket once in three months is not enough and patients are dying of hunger. Starving patients were one of the great worries of the activists particularly in the urban projects. In countryside the worries were related more to the hospitals being far away. *"We have to arrange the transport and normally pay for it from our meagre resources. Often the patients do not have money for the hospital fees; we pay them. Normally they need to eat before returning; we pay it. We pay all from our own pockets. The community does not contribute"*.

HIV and AIDS activists have been supported with bicycles in the IRDPs and with a monthly incentive of USD 50 in the urban projects. As there is no explicit government policy on incentives for community volunteers, different organisations have undertaken different steps to address the issue of incentives for the community volunteers. This obviously creates problems especially if several organisations work in the same community/districts with different incentives. The Programme has faced the volunteer turnover as some of its volunteers have left for other organisations that provide better incentives. In some instances the turnover has been considerable. The problem will not be solved in the absence of the Government guidelines on incentives to volunteers which will be applied by all NGOs and other partners. The Programme on its part could advocate for the clear policies on incentives.

Expected result 4: Reduction in mother-to child transmission of HIV

Sensitising efforts on the importance of women knowing their sero-positive status have according to the Annual Monitoring Reports (AMRs) already resulted in an increased number of mothers using Maternal and Child Health services in Chamanculo. However, the Project also reports that at the same time there has been an increase of HIV positive women becoming pregnant. The Gaza IRDP recorded an increase of sero-positive mothers giving birth to healthy babies, and even a reduction of infant mortality. Tete IRDP reported a noticeable prolongation of the life of sero-positive women. To what extent the result has been achieved, and how significant the reduction in mother-to-child transmission of HIV has been, is impossible to ascertain. It is to be hoped that reported births of healthy babies, reduction of infant mortality and prolongation of the life of sero-positive women reflect growing trends.

Objective 2: Empower households and communities through food security, agricultural practice, income generation activities, water, health and education.

Expected result 1: Household Food Security Enhanced and Household Economies Strengthened

Positive results have been achieved due to the Programme activities in increasing food security of the households. Yields have been increased through new farming techniques, small scale irrigation

projects and agricultural inputs such as fertilizers, irrigation pumps, hoes, seeds etc. Random interviews with some households showed an increase in potato, maize, cassava and pineapple harvest increase from an average 3 bags to 7 bags with the programme support. It is however difficult to clearly quantify these achievements in the absence of proper measurements of land sizes; actual inputs applied and actual quantities harvested and taking into consideration all other inputs.

As a result of increased food production, the households in areas of recurrent floods in Sofala indicated that they experienced an increase in number of months of food availability from on average 3 to 6 months. For most of these households, although there was an improvement in food availability, food insecurity was still felt in some months of the year. This means that people have to rely on other support mechanism such as food aid, food transfers from relatives or otherwise they have to engage in destructive coping mechanisms.

The increase in maize and cassava production was observed mainly in families who had access to the right information, irrigation and sufficient labour to prepare the land, plant and harvest. Households with less labour available at the right time faced challenges to make the right use of the inputs and their yields did not necessarily increase at the same level. Therefore considering additional support such as help with hired drought power would increase food security also for these households.

Training activities have resulted into new skills which on their part have improved food security. Many examples of this were reported in the discussions with the community members. In some villages in Gaza people told how they have learnt to cultivate vegetables like salads and spring greens which they never did before but only used what they could collect from nature. Villagers have also learnt to conserve local products which have helped to have processed food available throughout the year. One example of this was a jam produced from amarula fruits. *“It is a very good jam! We never though the fruit can be used for that!”* New knowledge on healthy nutrition was told to have improved the health of family members. Others reported how they had learnt to use organic manure in their fields which has helped to increase the yields. In Tete fish ponds had become popular and had been adopted also by the neighbouring villages.

Agricultural inputs have been supplied mainly to small groups of farmers who have joined to cultivate together in the “demonstration fields”. The idea is that other villagers would learn from them and adapt the same techniques using new quality seeds. These agricultural groups have apparently fared very well and have been able to increase their production even considerably. Results of the demonstration effect however seem mixed. In some cases few other villagers had adopted the new techniques, perhaps because their lands were not close to rivers to allow for irrigation. In some cases, when asked to estimate whether the new skills had been transferred to 1, 10, 100 or 1000 others, the answer was 100. Should this be close to the reality, the Programme inputs to small group of beneficiaries are indeed shared by other community members.

As a medium term food and income security intervention, the Programme has provided goats and chicken as well as training in animal husbandry to vulnerable households. The goats and chickens were given as a pass-on credit scheme. As the beneficiaries are being encouraged by the livestock committee and CDC not to sell the livestock until they multiply beyond three, the benefits from the goats are only to be realized after 2 to 3 years. For a number of these vulnerable households, the need to sell some of the goats is great as they lack basic necessities of life such as food, medicines and school fees for their children. However, it has been a good way of providing an asset injection to the most vulnerable groups. There is hope for economic empowerment once the goats multiply.

The challenge, once again, is that the number of beneficiaries is limited and there are many people on the waiting list for livestock support.

The Programme has been facilitating IGA activities also through microfinance operations. Previously these included a credit scheme using revolving funds. Many of the revolving funds faced problems with repayments that are still years after the scheme ended to be settled. The Pilot Savings and Credit Cooperative Society (SACCO) scheme started in 2004, partly taking over a number of formal and informal groups from the Revolving Loan Funds. The SACCO scheme is tried on pilot bases in five communities: Chamanculo (Maputo), in Mudala (Sofala), Mutendele and Kapangula (Tete) and Punguine (Gaza). The Programme has provided training for the SACCO group members and in some cases the groups have been helped with construction of a SACCO building. Loans have been given out to the members based on their IGA plans and savings in some SACCOs. Many beneficiaries and local leaders however complained that the loans were small for meaningful business. In others loans had not yet been given and the Management Committee members complained that several members have left the group because there has not been credit yet. Overall there seems to be some confusion among the Programme staff about the SACCOs.

So far the growth of the membership has been very slow totalling only 246 members and total savings around 50 000 Mts at the end of 2007. This means on average less than 50 members per a SACCO group and in terms of savings around USD 8 per members. Saving levels and membership should be far higher for a SACCO to be sustainable. According to the microfinance adviser who reviewed the pilot scheme in the beginning of this year, a prerequisite would be around 350 members in a group. Conclusion of his visit was that it is not possible to continue the SACCO pilot scheme as it has been managed up to now.

Expected result 2: Household's Access to Safe Drinking Water at reasonable walking distances increased

It is safe to conclude that access to safe drinking water has increased through construction and rehabilitation of water sources, including cisterns to collect rain water and providing pumps. How significant that increase has been is more difficult to assess. In any case, many wells with functioning water pumps were in use in the visited villages. In some villages the quality of water was not good; in others there were so few water posts that women spent as much time in queuing as they had previously in fetching water from far away but in general people seemed to be satisfied with them. In many places women told that now due to the construction of water posts, instead of using half a day to fetch water, they can spend more time in the fields and in household chores. They were also satisfied with the sensitising activities on hygiene and considered that it had effects on family members' health situation.

The Water committees also seem to work quite well. User fees are collected either on regular bases on when the pump is broken down and there is a need to buy spare parts. In Gaza some Water Committees had even opened a bank account to deposit the money. Overall there seemed to be a reasonable knowledge and skills for the maintenance of the pumps.

Construction of water sources, along with the construction of schools and health posts was one of the most positive results of the Programme according to the majority of the interviewed administrators and other local authorities. *"The LWF is a very reliable and positive partner for the local government. It has supported the population greatly with construction of water posts, schools and health posts thus responding to the needs of the population"* as the administrator of the District of Guija in Gaza summarised the main results.

Expected result 3: Community Development Committees built and empowered to increasingly take over Responsibility for the Development of their Communities

One of the main strategic approaches of the Programme is to facilitate the development of strong and responsible CDCs through which communities are empowered to sustain their development efforts. The approach has been applied with success. All the projects have created CDCs in the communities where the projects are implemented. CDC members have been trained on various issues. Efforts during the last years have been on leadership and advocacy training. These were greatly appreciated by the CDC members and together with previous training and facilitation by the project staff has also produced tangible results. Almost every CDC in the graduated – or on the process of being graduated - villages met during the field visits had approached the local government with their proposals in Tete, Sofala and Gaza.

The Government had been approached with a variety of requests ranging from having a nurse in the health post, construction of the water reservoir, getting support to take care of the elderly people, having solar panels etc. In many cases the response of the government had been positive which had boosted the confidence of the CDC even though the actual results left much to desire as was the case in Munginge village in Gaza. *“We approached the Government to have help with the water reservoir. They came with a big machine but the reservoir is not very good. With the help of the LWF we built with our own hand a better one!* The response of the government has in several instances also been negative and CDC turned again to the LWF for help.

Decentralisation process with the creation of the Consultative Committees at various levels have opened both new opportunities for the CDCs to bring forward their worries and to try to integrate their plans to district plans as well as get direct funding for individual projects. Many CDC members are also members of the Consultative Committees at the locality, administrative post or even some at district level. For example in Tete some CDC members have made a proposal to get funds from the District Development funds and succeeded to have their proposal accepted. Cooperation between the CDCs and Consultative Committees seemed to be good.

The composition of the CDCs as well as how the members had been chosen varied depending on the area and the projects. Some CDCs had 40 members, some 20, others 12 and in some cases the total number of the members was uncertain. It can be questioned how effectively a CDC with 40 members for example can make decisions but in general the CDCs seem to have 12 – 15 members. Some CDC had one member who was female; in some cases half of the members and the president were female. In other cases the members were elected by the community, in others nominated by the local government. There were CDCs with absentee members working in South Africa. Some CDCs worked closely with the Consultative Committees; some had few contacts with them. Some met regularly once a month, some had not met in a half a year. In spite of this heterogeneity, the result on building CDCs and empowering them to take over the responsibility for development of their communities is promising and positive.

Due to the different components of the programme, there are a number of other committees established to facilitate implementation of the programme at the community level. The committees are to work under the CDC as a coordinating body. A great number of people were in more than one committee. For example, almost all CDC members were also in the other committees. This could affect the efficiency of these committees as they demand active involvement of the same community volunteer leaders. Time used in taking care of community responsibilities can also at worst have negative implications on their livelihoods as there is less time for members' own economic activities. As volunteer leaders take on more responsibilities, the opportunity cost of their

participation increases thereby necessitating some level of incentives or compensations. Besides training the Program has provided some CDCs with livestock as a group to manage and share outcomes. Some committees have been provided inputs for communal gardens and support to start an IGA. The message was very similar in many communities: volunteers need to have more support for income generating activities either for the individual members or as a group for them to carry out community responsibilities to serve others.

Another question is whether all these committees are required, or could some of them be combined. A question is also how to improve coordination among the various committees. Even though the various committees contain same people, coordination among committees was weak. The committees hardly held joint meetings for planning and review. Coordination takes place in the CDCs which in principle should look more at the overall picture of the community development process.

Expected result 4: Active participation of the poorest households ensured

Little evidence was found that this result would have been achieved especially in income generating activities. The projects include different activities under this component in their reports, or do not include it at all as an expected result. The Gaza and Tete IRDPs as well as Xixheleni project have promotion of active involvement of the disadvantaged including the poorest members of the community, the youth, women, the elderly and the disabled in all development activities as an activity under this result. A number of sensitisation sessions are reported to have been arranged but what are the results of these is not indicated. Both Gaza and Tete projects also include school or health post construction as an activity aimed at reaching this result. Schools and health posts benefit the poorest but they are only part of all development initiatives. Through them the Programme has been able to respond the strategic objective of facilitating the access of the marginalised and disadvantaged to essential services but not reducing absolute poverty through building viable households among the poorest and most vulnerable, nor amplifying their voice.

The AMRs bear witness that the Programme has recognised this as one area where it has not been very successful. An internal evaluation was carried out in 2006:

“As much as LWF’s policy and commitment is to the marginalized and the most vulnerable, the Evaluation noted that this was at times taken for granted and that there was evidence to show that at times those most in need were inadvertently being left out. The disabled, the old and in some cases even the youth were victims of this neglect. It is therefore recommended that targeting criteria be made clear and that as much as possible LWF should take advantage of its direct contact with the community to ensure that targeting is based on need and not geographical area” (ARM 2006)

According to the 2007 AMR Gaza project adopted a system of sharing tasks according to the capacity of the poorer households. They are also reported to be encouraged to join various task specific committees as well as to participate in income generating activities. *“However, in the remaining four projects there was no indication that special attention was paid to this group” (AMR 2007)*

Expected result 5: Communities actively participating in natural resource conservation and environmental protection

Various training and sensitising activities have been carried out in the three IRDPs on conservation of natural resources and protection of the environment. Training has been arranged for the project

staff as well as CDC and other community members. Some concrete activities have been carried out like establishing tree nurseries, planting trees and controlling land use for grazing. In Sofala sensitising farmers against bush burning in preparing their fields was arranged but so far with little results. Uncontrolled bush burning continues. Tete IRDP has carried out EIA surveys.

In Macanga district in Tete tobacco industry is blooming and bringing good revenues for the farmers. Another side of the coin is that vast areas of forests are cut down and turned into tobacco fields. The administrator of the district was confident that the company and the farmers take care of their responsibility of planting new trees in agreed numbers. Whether this will happen, and what role the Programme will play in the process, remains to be seen.

Objective 3: Strengthen organizational capacity to achieve high performance and quality service

Expected result 1: Ensure LWF Mozambique retains and increases its capacity for rapid and effective emergency response and rehabilitation

Activities have included maintenance and verification of stocks in the emergency warehouses in Tete, Sofala and Gaza as well as training both for the staff and CDC members on prevention, mitigation and response to emergencies. The strategy is based on strengthening the local structures for disaster preparedness and management. In the new project areas this has meant facilitation of the selection and training of new Disaster Preparedness and Risk Management Committees, in the older ones refresher training for the existing committees.

Natural calamities appear to be almost yearly phenomena in Mozambique. Gaza province suffered from serious drought in 2005 resulting in relief food distribution. In 2007, the LWF assisted over 3000 people in Sofala and Tete provinces. In 2008 central and southern regions of Mozambique entered into an emergency flood situation. The intense rainfall coupled with the early and increased release of upstream water from dams outside and inside Mozambique caused severe flooding in Zumbo in Tete province. The Act Forum in Mozambique launched an appeal to ACT International for the floods victims. (AFMZ81) The total funds received were USD 390,844. Estimated 65 750 people were helped.

An emergency officer was recruited for six months in order to reinforce the emergency team of the LWF Mozambique. According to his report, despite the long experience in emergency activities, the LWF Mozambique had at the beginning of the emergency an almost non existing emergency structure and system but through his mission *“the LWF’MOZ has visibly improved its emergency response in speed, quality, purchase system and most important in the awareness of the Emergency philosophy. The LWF has huge potentialities and experience. However more remains to be done to improve the capacity of the personnel, the coordination among the Act members”*(Sintuka Ramadhani, *Emergency Mission, 2008*)

The present evaluation had too little time to concentrate sufficiently on the emergency response and rehabilitation issues to be able either to agree or disagree with the Emergency Mission Report findings, or its almost 50 recommendations on administrative emergency preparedness and rapid response. However, apart from having functioning systems for a major emergency, it would seem that widening the emergency preparedness to encompass increasingly activities like for example drought resistant plants, construction of water reservoirs and building houses in way that will minimise the effects of future cyclones would be an important way forward for sustainable solutions in dealing with almost yearly natural calamities. The increased role of local structures like CDCs

and Committees in emergency preparedness, mitigation and trying to solve the problems through the local government structures is equally important. The Programme seems to move to this direction in emergency preparedness which is positive.

Coordination among ACT members, according to the interviews with them, functions well at least at the central level and is considered useful for all partners.

Expected result 2: Staff capacity in engaging in advocacy enhanced

The AMRs from 2005 and 2006 report that advocacy represented an area of weakness in the Program and the staff was not clear about how to apply it in their day-to-day work situation. The situation has improved considerably during the last years. Specific courses have been designed and the personnel of the projects have been trained on advocacy. Apparently rather successfully as the CDC members trained on their turn by the staff of the projects were satisfied with advocacy training and in many cases considered it as one of the most useful training activities provided by the Programme. The CDCs have also been active in putting what they have learnt into practice and increasingly advocated their worries and problems to the local government.

The Projects have also been able to create new partnerships with national and international organisation such as National Nucleus for HIV and AIDS, Forum Mulher, Mcknight Climbing Bean Project, Ford Foundation, Medicines sans Fronteiras among others.

Expected result 3: Staff capacity for program implementation enhanced

The Programme management and the donors have rather opposite views of the staffs' capacity in reporting. The main weakness of the Programme, according to almost all main donors who answered to the evaluation questionnaire, is activity based reporting combined with general lateness of the reports. It was also noted that in some cases poor translations to English make the reports almost incomprehensible. According to the Programme management one of the major noticeable changes is in the quality of monitoring and reporting. Annual work plans, working budgets, Quarterly reports and Annual Reports are considered to have improved noticeably.

The quality of monitoring and reporting has undoubtedly improved over the years. Unfortunately it is still one of the major weaknesses of the Programme. It also remains one of the key areas of friction between the main donors and the Programme. The donors are increasingly faced with more complicated reporting demands from their ministries and other financiers to secure financing for the projects in the future. In the present day development cooperation monitoring and reporting needs to be result based, not activity based as still is the case with the Programme. Results need to be based on progress indicators and base-line data for individual progress indicators need to be collected.

The Programme has achieved many positive results that never find their way to the reports, or are mentioned only in passing. For the staff implementing the activities they might well know and even taken for granted but that is not the case for those who base their opinion of the Programme's results through its reports. If, for example the AMR reports that the goal for the year was to hold 264 sensitisation sessions on access of households to HIV testing, and the result achieved was 276 sensitisation sessions held using various approaches, what does this tell? It tells that altogether 276 sensitisation sessions were held, 12 more than planned. It does not tell what the result of these sessions were and if they led to an increase in utilisation of the testing Centres. If the summary of the AMR reports as a result that "More community members are demonstrating an interest in

visiting VCT Centres” what does this tell? It tells that more – 2 instead of 1, or 100 instead of 10? – demonstrated an interest in visiting testing centres. One does not know how many did actually go to the testing centres, or how big the change is in comparison to the previous year.

The staff of the different projects seems rather unhappy and even frustrated with the problems related to reporting. In the debriefing workshop they emphasised that the donors should understand better the reality in which the projects are implanted and the context of their work. It is not difficult to understand that producing good reports is considered easier said than done by the staff. Not only reporting formats keep changing but a part of the difficulty lies with the indicators, planned goals and achieved results presently in use in the matrix. The indicators are on general level and the goals for the year are on outputs. With them it is difficult to do anything but activity-based reporting.

Sufficient in-service training in result based monitoring should be one of the main priorities in the capacity building of the personnel for Programme implementation, and one of the key responsibilities of the Programme leadership. They should also pay more attention to development of progress indicators and supervise the collection of base-line data for those indicators. Monitoring and reporting is unnecessarily a rather crucial problem now. The staff at all levels is motivated to learn and want to produce better reports. What they need is advice and training.

Expected result 4: Implement Effective Human Resource Development Systems

Various training activities have been arranged for the staff. They have included courses in English, computers, social advocacy and lobbying, logistics, gender, HIV and AIDS issues etc. Exchange visits to other projects have been carried out as well to neighbouring counties. These have increased the capacity of the staff but capacity building has not been very systematic or based on the training needs assessment although the projects and different departments of the Programme office yearly list their training proposals. Human resource development and training plan is still lacking. Job descriptions with clear definitions of tasks and responsibilities are also lacking. Overall, developing the human resources of the LWF Mozambique has not been systematic or very effective.

The total number of staff is 157 out of which 113 are men and 44 women. Many have been working for a long time up to twenty years with the LWF Mozambique. Some have been with the organisation for all their working life getting promoted from one position to another over the years. The staff seems very loyal to the LWF Mozambique, its values and work objectives. The staff is committed, and most are quite motivated to increase their professional capacities. Many are studying in the evening classes or through correspondence courses to further their education.

Available educational and training opportunities are fewer especially for the CDAs and CDOs living in the communities where they work. Yet they are the key actors and main implementers of the Programme in the communities. There seems to be great variation in understanding of various Programme’ strategies, guidelines and systems among the front-line staff. In addition to training in use of monitoring and reporting systems they need increased capacity building in identification of the targeted beneficiaries and in facilitating empowerment of poor people. They should have a clear understanding of the entry and exit policies including participatory evaluation of graduation criteria. Developing a “CDA’s handbook” on these issues and training on its use could be very useful.

LWF Mozambique is one of the few organisations that have been able to recruit and maintain staff that actually lives in the target communities. Living and housing conditions of the CDAs and CDOs are quite rough. If the water is far away, hours need to be used to fetch the water. Normally there is no electricity and more often than not the traditional houses are not in good conditions. In spite of

these hardships the CDAs and CDOs are working with compassion and doing a fine job. They would deserve better living conditions and better possibilities to improve their capacities.

Expected result 5: Funding increased through diversification of sources with a special focus on raising funds locally

The Tete IRDP has been rather successful in exploring new sources for funding both locally and externally. Of all the Projects, the Tete IRDP has the biggest number of donors and partners. It is working with the National AIDS Council (Tete), Australian Lutheran World Service, Canadian Lutheran World Relief, Evangelical Lutheran Church in America, United Methodist Committee on Relief, Church of Sweden, Icelandic Church Aid, Mcknight Climbing Bean Project, WFP Food Distribution, and Water for a Million with UNICEF.

The Gaza IRDP has been able to secure financial support from the National AIDS Council with Orphans and Vulnerable Children Project.

Diversification of the funding sources, positive as it is, can mean a considerable increase in demands for reporting for the staff if the various donors cannot agree on the harmonisations of the reporting systems and each donor needs a different report. This apparently is not a problem in the Programme as a whole but with the commitment of the LWF Mozambique to raise the funding levels and diversify the funding sources it could be one in the future worth seeking solution already in advance.

Expected result 6: Improved Logistic and Procurement Systems

The internal evaluation of 2006 identified various bottlenecks in the procurement systems. These included lack of clarity in policy resulting in mixed messages; poor communication between Logistic Unit and the Projects, unnecessarily long waiting times, cases of sending wrong spare parts, inadequate feedback, lack of a forum for logistics staff to meet regularly to share experiences and lack of refresher courses for old staff and orientation for new staff.

Exchange visits and specifically tailored training for the Assistant Logistic Officers have since been arranged. According to the AMR 2007 condition and status of the goods in the LWF warehouses as well as the tracking system with apparent bottlenecks in Maputo were still an issue to resolve. A new tracking system has now been outlined. One of the big challenges is the ancient fleet of transport. Of the 30 cars considered still running only four are new. The rest are over six years old and there are some with more than 11 years of use. Generally in the conditions of Mozambique' roads, five years life-span for vehicles is considered to be the maximum expected useful lifetime of cars but the LWF has not yet defined its policy on how to dispose and when to replace the aging fleet. This is also applicable for motorbikes being used by the CDOs and CDAs which are old and constantly breaking down.

Efficiency

The evaluation does not even try to pretend that it could assess the cost effectiveness of the activities or the efficiency of the Programme in general. However, some questions related to efficiency are reflected.

One of the major issues related to the cost-effectiveness of the Programme is the high administrative costs in which the number of expatriates is the crux of the matter. Even if the

organisation seems rather heavy and could benefit from organisational restructuring, that will not result in significant savings. The major costs are with the expatriates. The LWF Mozambique has three expatriates, the Representative and the Programme coordinator and Financial manager, their total costs represent around 44 percent of the total administrative costs. The total budget of the Programme has been 2.1 – 3.6 million USD yearly and apparently 4 million is the level that would allow for the present number of expatriates.

The LWF Mozambique has prepared itself for two options. The first one is reducing the number of expatriates. Discussions have been started to localise the finance and programme position within the next few years time. Another option pursued by the LWF Mozambique is to have new donors in order to reach the 4 million USD benchmark.

The option of reducing the number of expatriates is not only a question of cutting the administrative costs. It is also related to a question of the LWF Mozambique becoming a national organisation in the future. One milestone on this process has already been passed with the localisation of the project coordinator positions. Discussions on the localisation of the finance and programme positions is a part of the process which is underway but apparently not yet concretised in a plan defining what are the other milestones needed before the transition to an associate status can take place.

Another issue to reflect is whether some of the IRDPs are over- or understaffed. In the beginning of the present Country Programme implementation, in 2004, the expenditures of the three IRDPs were around USD 600 000 for each IRDP. The number of staff as well as the number of target villages was more or less the same in the Tete and Sofala IRDPs. In the Gaza IRDP the number of target communities has been less than in the other two projects. Today the differences between the IRDPs are rather considerable both in relation to number of target villages as well as in the expenditures. The yearly expenditure of the Sofala IRDP decreased to around USD 580 000 and of the Gaza IRDP increased to around USD 850 000 by 2008 whereas in Tete the expenditure more than doubled to around USD 1.2 million. The number of staff presently in the three IRDPs is more or less equal, between 35 and 40. The different models and pace of graduation has increased the differences in numbers of the target villages between the projects. The Tete project has faced the major increase and has in addition various donors to coordinate the Project with. Recently the project has also borrowed its Assistant Project Coordinator and one CDO to the Sofala IRDP after the deaths of the Project Coordinator and his successor there. In comparison with the other IRDPs, Tete seems to have less human resources in relation to the scope of the project.

Questions about the efficiency of the Programme were also included in the evaluation questionnaire. According to the main donors that answered, apart from the high administrative costs that some mentioned, the Programme has been fairly efficient: the LWF Mozambique seems to operate in a cost effective manner. In general the main donors did not consider that the Programme could have been implemented with fewer resources without reducing the quality and quantity of the results. Some mentioned that retreats, as important as they are, given the enormous spread of the projects across the country, are costly particularly when a considerable number of staff participates and the retreats are arranged in expensive facilities. It was also pointed out that in the future, with more emphasis on facilitation, inputs for various village development initiatives could be obtained from other sources like District Development Funds. On emergency aid it was noted that if there had been more emphasis on drought resistant crops and storage, perhaps there would have been less need to invest in emergency aid like distributing seeds and food.

Apart from the problems related to reporting, the Programme management in general is good according to the main donors. All the necessary procedures and processes are in place. The financial

management on Maputo office is of excellent quality and financial reporting is timely. The Programme management staff was considered very competent and committed “*so it is difficult to know why reports have been late and incomplete, and responses to follow-up queries lacking*” as one of the respondents remarked. Another one added that the working spirit in the Programme is good and the management has been able to encourage staff to maintain their motivation. “*The challenge is on programmatic side. Procedures and guidelines are not always conscientiously followed*”.

In the debriefing workshop the Programme staff had a proposal on ways of saving expenses for the donors to consider: the LWF Mozambique should build the office and other premises it is using instead of renting them. In a long run that was considered to create more sustainable and cost-effective solutions for the organisation’s infrastructure. Presently international organisations are not allowed to own houses but in a partnership with a local organisation it is possible “*The LWF Mozambique does not have to own the premises, our partners can own them, it is enough that the LWF Mozambique has control over the premises*”.

3.3. Impacts

The Programme has resulted in many positive changes in people’s lives and attitudes. Are these likely to be long-term effects and what other intended and unintended, positive and negative impacts the Programme has had? To what extent can the changes be attributed to the Programme, and what would have happened without it?

The Programme has been implemented in most of the target communities for a long time, often from 10 to 15 years. It can, and needs to be questioned whether LWF Mozambique has overstayed: how long does it take for development and what is the role of an outside organisation in it? The long commitment of LWF Mozambique to target communities has however resulted in some positive impacts that are not very common in development cooperation. For example, the capacity of the communities has been noticeably increased and the relationship with the local government is exceptionally good. This has opened new possibilities for turning the results into long term effects.

A major positive change is the growing realization among the community members that development is in their own hands. It is not only the LWF Mozambique that has been able to shift the emphasis from emergency assistance to development. The communities themselves have made a mental leap from being passive receivers of assistance to being active actors in their own development. It is a credit to the facilitating approaches used by the Programme but also the context in which the Programme is implemented has changed. The decentralisation process gives new emphasis on the community level participation and initiatives. These, together with close cooperation of the LWF Mozambique with the local government have resulted in various problems having been solved through advocating the community needs to the local government. Positive experiences with advocacy have reinforced the belief of the CDCs and other community members on their own role in finding solutions to the pressing needs of their communities. How long-term effect this will be depends partly on the continued positive response from the local government, and new, yet unexplored partners. The perspective is good.

Communities have taken responsibility of various activities and have participated in prioritising the activities. They have participated in the construction of schools, health posts, are maintaining the water wells, digging water reservoirs. Improved infrastructure has resulted in higher enrolment rates in schools, improved health conditions and increase in agricultural production. Schools, health posts and water wells have benefited also the poorest community members by improving their access to

essential services. It is likely that the community involvement will continue in the future even with considerably reduced support. The capacity of the communities to plan has increased. Once again, the decentralisation process offers new avenues to include community plans into the local government plans.

Overall, the infrastructure constructed or rehabilitation seems to be good work and has lasted well partly due to functioning maintenance, partly because it is good work. The representatives of local administration credited the LWF Mozambique for being a reliable partner: what it does, it does well. According to them that is not the case with many other donors. The administrators of Guija district was quite blunt: *“Almost as soon as the photographs are taken for the reports, the donor leaves and the school collapses. Not so with the Lutherans”*. One exception to generally good results in infrastructure construction provides the answer of the chief of the administrative post Estaquinha to the questionnaire sent to related agencies and local partners. He wrote: *“the negative impacts of the Programme are: water wells without water were unexpected results”*.

Mozambique has witnessed a rural recovery followed by an increase in agricultural production; consequently separating the results of the Programme activities from that of the general recovery of the rural areas is not an easy task. Nevertheless, positive results have been achieved due to the Programme activities in improving food security of the households. New farming techniques, small scale irrigation projects, use of quality seeds and various training activities on agricultural production, animal husbandry and food processing will in all likelihood continue to improve the food security at least of those villagers that are benefiting from them now. There are also examples of “spill-off effect” of the new techniques having been adopted by other members of the community, or even by other villages but how wide spread and long-term these will turn out to be remains a question.

Positive effects of awareness raising activities on health, hygiene and sanitation as well on human rights including rights of the PLWHAs, women in general and children are difficult to measure. Changes in attitudes and behaviour take long time but once changes take place, they are normally long-term. According to beneficiaries themselves there has been great changes in relation to attitudes towards HIV infected people, and to some extent also in relation to domestic violence faced by women. Discrimination and stigmatisation has been reduced among the family members of PLWHAs and community in general. Behavioural and attitude changes in relation to HIV, nutrition and hygiene have taken place leading healthier life styles and better acceptance of socially marginalised members of the community.

These changes have been felt especially by women who form the majority of the HIV and AIDS beneficiaries. Overall, women have benefited from most of the Programme activities whether they related to agricultural production, micro finance, income generating activities, health and hygiene or time saved in fetching water. Through income generating activities some women have been able to elevate their economic situation, in few cases even considerably. Their social status and decision making power has increased in the family and society at large. Women also participate in the meetings and are members of CDCs and various committees.

Unfortunately economic benefits of the Programme have not been equally shared by all women, and more generally, by the intended beneficiaries, the poorest and most vulnerable community members. The benefits from economic activities seem to have been captured mainly by relatively small number community members. In many cases the same people were members of CDC, Consultative Committee of the local government, some project committee and some income generating group. They were poor but not necessarily the poorest and most vulnerable. Not

everyone in the poor communities is equally poor nor do all have the same opportunities to participate in the Programme activities. In most cases life of the very poor is so precarious that they are afraid to take the same risks involving use of the resources – money, time - as the people in better situation. The poorest may lack the initiative or capacity to see that their life could ever improve. They may not even be aware of the available opportunities to the extent that more active and better off are. The poorest are not able to voice their needs to the same extent than better off can. Those who have nothing, have a small voice. To amplify that voice, it is necessary to identify who among the vulnerable is most vulnerable and develop strategies that specifically address their needs and possibilities.

Among the poor there are also those desolately poor beyond possibilities to participate in economic activities. The Programme has helped the elderly, orphans, HIV and AIDS patients through welfare measures. The number of orphans and sick people is increasing all the time in the communities. Everybody has not been, nor could have been supported. This poses the question of transparency and general acceptance of the criteria for choosing those to be supported. Even if the criteria are based on the vulnerability of the households, it does not mean that all community members agree. Neither does it exclude attempts to include for example relatives of the CDCs, community leaders or other influential people to the list of people to be supported. The Programme has apparently been able to avoid gross misuses of its welfare support even though many people complained that they do not understand why others are helped and others who are in same situation are not helped.

It is difficult to be optimistic about communities alone taking care of the welfare of its most vulnerable members. Social structures based on solidarity and mutual help are breaking down in the face of ever increasing pressure on them. Lobbying with the local government to assume more responsibilities has produced some good results and is one way forward for long term effects in welfare activities. It might also be worth learning from other organisations' experiences. For example some organisations working with the elderly and orphans in Gaza are facilitating the communities to have old people and orphans officially registered in order to receive benefits from the government they are entitled to.

Negative, unintended impacts are part of any development effort. Not being able to reach the focus group of the Programme, the poorest and most vulnerable, in the economic activities to an extent intended, and in practice even widening the gap between them and those benefiting from the LWF supported activities, is the major unintended impact of the Programme. Reaching the poorest is difficult, takes much effort and results materialise slowly. Yet the Programme has proved its creativity and innovativeness in developing its facilitating approaches on other issues. There is no reason to doubt that the Programme would not succeed in finding new ways to reach a larger portion of the poorest and most vulnerable if it really sets its heart into it.

3.4 Sustainability

“Graduation” e.g. phasing out policy on how long the LWF Mozambique should stay in each community at the same time ensuring sustainability of the interventions has been on the agenda almost for the whole period under review. The question of phasing out was highlighted by the Programme evaluation of 2002 and has since been one of the key areas of strategy development. A guide on Community graduation process was produced in 2006 concentrating on various aspects of sustainability of the community- based development projects, policy on community graduation including a list of the critical success factors and main points of the exist strategy. It also provides guidelines for graduation with key steps to follow. The Guidelines formed a broad framework for developing the graduation strategy further and testing it in different contexts of the projects.

How well the staff of the projects at various levels has been familiar with the guidelines is an open question but all three IRDPs have now experience on phasing out in one form or another from the communities they have been involved with for a long time. All of them have also included new communities for projects' activities. Both the graduation process, its pace and experiences gained from it as well as the way the projects have entered the new communities are different. In practice the Programme has now three models of graduation.

In Tete the project has been working in 29 "old" villages for more than ten years in the districts of Maravia and Macanga and moved to new districts of Chifunde and Tsangano in 2006. The graduation process has been followed by an accompanying phase with gradual withdrawing of the project support and staff. Advocacy and some refresher training have been arranged for the CDCs and other community based organisations. A message in every discussion with community members and local administration was the same: phasing out needs to be gradual. *"One cannot wrench the baby from the mothers' breast when the baby is still feeding!"* When asked if the baby is not already quite grown up after so many years, it was remarked that *"OK, maybe he is not a baby anymore, but neither is he yet an adult. Mothers visit and take care of their children"*.

The Sofala IRDP resorted to a more radical approach. All the old 25 villages were graduated and the project started in two new districts of Chibabava and Buzi in another 25 new villages in 2006. Graduation was not preceded by any maturity assessment of the villages ready to be graduated nor did it include an accompanying phase. It was good bye once and for all. The approach has the advantage of the project not needing to spread its human and financial resources between new and old areas of operation. However, it seems obvious that some villages were not ready to be graduated. For example in one graduated village, a long list including almost every possible things from mobile phones to motor bikes, pens and staples for the CDC members was presented to the LWF for support. Normally these shopping lists are on the agenda when a project enters a new area and people have no idea what the project is all about and not after spending several years of capacity building and facilitation. In another graduated village the picture was quite different. The CDC and other community members did not consider that they would need the project anymore; things went on well.

The Gaza IRDP has progressed more slowly in graduation than the other two IRDPs. It has been working in 15 villages in the districts of Guija, Munginge and Northern Chokwe already for over ten years and is now in the process of graduating three villages. The project has entered in three new villages, Lhangulene, Swiswi and Nongote in 2008. The graduation process was preceded by a maturity evaluation of the community graduation. It included the use of a rather sophisticated maturity index with list of criteria on different results of the project activities. Officials, CDAs, technical groups and communities themselves presented their conclusions on the various criteria. The communities to be graduated were chosen according to the points they scored from the evaluation.

The process is interesting and one that can be also used for future planning of the activities. If the conclusions of the different groups of respondents vary considerably on for example on how well the CDCs are able to prepare realistic plans and use them as a base for their work, it is a good base for planning future training activities. Nevertheless, the maturity index seems rather complicated with nearly 150 criteria questions. It was assured by the project staff that its use was simple and took only about one week per community. The number of the criteria however seems excessive for a practical tool to be used on a regular basis.

The message among the villages on the process of graduation in Gaza IRDP was very similar to that in Tete. It was pointed out that there is still much that the villages need help with. When asked what graduation means, the answer was normally that the meaning is “*one has done good work*”. The administrator of Chokwe, reflecting that “*We will cry when they leave*” summarised the attitudes not only of the local administration but communities too. There does not seem to be resistance for the LWF gradually facing out its activities, but there is lament. The administrator of the district of Guija on the other hand praised graduation as a very positive step. According to him the project has built the capacity of the communities for them to resolve themselves the problems. Consequently, as the LWF Mozambique is not replacing the government in the areas where it operates, it is time to move forward to new areas where the needs are bigger. Graduation, according to him, is in line with the government policy.

An important part of the exit strategy is an entry strategy. Of the new districts of the Tete project Chifunde in a poor and remote area where little developments seems to have taken place since the war. During the war all people were refugees in Malawi. The area is forested and presently heavy logging is going on. Tsangano district on the border of Malawi is mountainous and suffered deforestation during the war. Cattle keeping are common. The soils are excellent but at high altitudes. The districts were chosen after discussions with the Government representatives. The district authorities chose several villages where the project carried out PRAs based on which the final choice was made. The Community Master Plan was prepared at the outset including, at least in principle, an exit plan. In the discussions with the CDCs, community leaders and other members the exits plan did not seem to be very clear to them. Few acknowledged knowing about the eventual graduation. Most did not know how long the project was going to be implemented in their community.

In Gaza the new district of Chigubo was originally chosen because the Christian Aid was looking for a partner there. For various reasons, the Christian Aid did not start its activities in Chigubo but the Gaza IRDP went ahead with its plans. One of CDAs has been designated to the new area. The activities have started with a conducting a PRA, the creation of various committees, identification of the priorities and preparation of an annual plan. The eventual graduation is reported to be discussed. The new area has also been selected to be a target area for an Impact study carried out by the Helsinki School of Economics. A baseline study for that was carried out in September 2009 in Chigubo.

Phasing out of the communities to which the LWF Mozambique has been committed for so long is not easy but it is not justified to prolong the graduation process for years to come. All the needs will never be fulfilled. If the Programme continues supporting the same communities year after year, decade after decade, it takes place at the expense of poorer and more vulnerable communities deserving, and needing more support. However, a question in the Programme is more of the graduation pace in some IRDPs, not of the necessity of phasing out and entering new areas.

The LWF Mozambique has worked with the question of sustainability with seriousness for almost the whole period under review. It has gathered experience of three different models of phasing out and should be in a position to define clear guidelines for both entry and exit strategies. There are still many questions to resolve: when is a community mature for graduation? What does graduation mean? Is it followed by an accompanying phase, for how long and with what activities? Are the human and financial resources enough for working both in graduated and new communities?

The possibility of sustaining most of the results once the LWF support is withdrawn or considerably reduced is promising. The capacity of the community organisations has been built for them to find

solutions for problems facing the community. They have learnt to plan and advocate their plans to local government. Coordination with local level new decentralised structures like Consultative Committees has been close and apparently without major bottlenecks. Overall, the local government is also in a better position to respond positively to local initiatives. Coordination of the Programme activities with the local government has been exceptionally close which gives grounds for optimism that the local government will be a key partner in the future.

Coordination with other organisations at the local level has not been as close as with the local government. Cooperation has been without major problems at the local level but there is still room for closer cooperation, of mutual learning and sharing of experiences. There seems to be a few problems in co-operation with some national partners but overall co-operation has functioned relatively well. This is especially the case with ACT- forum on emergency issues at the national level.

New skills have been learnt and will not disappear. Associations that have been formed are either registered or in the process of being registered which makes it more likely that they continue also in the future. The infrastructure constructed and rehabilitated is generally of good quality and has lasted well the years. There is a sense of ownership about the physical assets provided by the Programme which increases the likelihood that they will be maintained properly.

The Programme has worked with advocacy on human rights of the socially and culturally marginalised groups. Awareness rising and sensitisation activities on human rights of the socially and culturally marginalised groups have been implemented in a context of a diverse mosaic of different sub-cultures, values, religions, customs and beliefs. The positive change in attitudes and behaviour could not have taken place if the Programme was not sensitive to different social and cultural aspects. Inclusion of traditional and religious leaders in the Programme activities is an important step forward in securing the sustainability of the results. The same applies to the efforts to ensure women's involvement in the all project activities. It enhances the likelihood of sustainability.

4. Recommendations

The recommendations are divided in those on the Country Programme in general and on those more specifically related to the strengthened capacity of the LWF Mozambique.

Country Programme and the role of The LWF Mozambique

The evaluation team fully concurs with the strategic objectives of the Country Programme 2004 – 2009. The Programme has been, and continues to be relevant in the context of Mozambique. The implementation of the Programme has been fairly effective and efficient. Positive results have been achieved, many of which are likely to turn to long term effects. Consequently it is recommended that

- *the LWF should continue its support to Mozambique maintaining the poverty reduction and human rights perspective through contributing to the development of viable and sustainable households and communities with a focus on the most vulnerable*

The role of the LWF Mozambique in the implementation of the Country Programme has shifted during the period under review increasingly from that of an implementer to that of a facilitator. This has resulted into positive empowerment of the communities in advocating their problems to the local government. Other local actors have been approached to a much lesser degree. In spite of the gradual shift in emphasis, the approach has still relied on service delivery especially in the case of welfare aid to orphans, elderly and PLWHA. The Government has its responsibilities towards the most vulnerable members of the society, and it has its mechanisms to support them limited as they may be. Advocacy work at local and even national level for the rights of the most vulnerable could be substantially increased in the Programme implementation. The LWF has close and good cooperation with the Government at all level. It is trustworthy and reliable partner and could, on its own small part, add a particular value to the development of the policies of the Government in relation to the human rights of the most vulnerable. It is recommended that

- *the role of the LWF Mozambique should increasingly be that of the facilitator and decreasingly that of the implementer. Capacity building and empowerment of communities and their organisations need to be key activities in the Programme implementation. Advocacy work should encompass increasingly the rights of the most vulnerable*

The LWF Mozambique has been asking itself if its Programme should concentrate on some core issues in which it is best at, or should it continue with present the integrated approach. It is not easy to combine the approaches of empowering the communities to prioritise, plan and take responsibility of their own development into their hands with only, for example, capacity building activities if that was deemed to be the core activity. Capacity building is a long process. People want to see concrete results in solving their priority needs before the organisation gains credibility and trust of the community, or the local government for that matter. If the priority is a school, or care for the PLWA, those are the priorities and not capacity building activities even if advocacy to the local government could bring the school to the community one day. The integrated approach has brought good results but implementing all priorities to the extent it has been done so far does not need to be the responsibility of the Programme. It is recommended that

- *a clear entry strategy is defined for the Programme. It needs to be discussed in depth with the communities when the Programme starts in a new area. Community Development Plan should cover the whole lifespan of the LWF involvement in the community defining the core*

activities to be carried out with subsequent reduction of (implementation) activities towards the end of the agreed involvement. Graduation is a part of the entry strategy

One of the major messages of the Country Programme evaluation of 2002 was that the LWF Mozambique needs to define its phasing out policies and start implementing them. As a consequence the LWF Mozambique has put considerable work to developing Graduation Guidelines followed by a graduation process in the three IRDPs. There is rich experience from three different models of graduation but many questions need still to be clarified. The open questions need to be resolved in the new Country Strategy. Consequently

- *a clear exit strategy needs to be defined and discussed with the communities as one of the first priorities during the preparations for the new Country Strategy. There is ample experience of various graduation processes to provide bases for deciding on clear policies*

Another priority is to seriously reflect whether focus will also in the future be on the poorest, disadvantages and most vulnerable members of the target communities. Strategies on how to reach the poorest with right based approaches either need to be considerably strengthened, or the poorest and most vulnerable should not be included to be the targeted beneficiary group. The Programme can learn from the experiences of other LWF programmes, and from other organisations working with the same question in Mozambique. Participatory poverty assessments are one way forward in developing more sensitive targeting criteria. Based on the experiences gained, approaches can be reformulated if need be. The evaluation recommends that

- *the strategic objective of amplifying the voice of the marginalised and disadvantaged is maintained in the new Programme Strategy and Country Programme*
- *the strategies on how to ensure the active participation of not only the poor but also the poorest of the poor households in all, including economic, activities should be strengthened*

Co-operation with the local, provincial and national partners has functioned relatively well. Nevertheless, working with a number of partners calls for enhanced coordination through joint planning, implementation and information sharing. Experiences and lessons learnt could be shared more. For example some NGOs have gained good experiences in facilitating communities to have their orphans and elderly officially registered which has allowed them the right to benefit from the Government social security systems. It is recommended that

- *co-operation and coordination with the decentralised structures of the local government as well as with other organisations is enhanced both at local and national level*

Experiences and lessons learnt could be also shared more with other LWF Country Programmes. Although the contexts of their implementation are different and lessons learnt elsewhere cannot directly be applied in Mozambique, it would be worth sharing the experiences gained on graduation or on strengthening the poverty reach of the Programmes, for example.

Strengthened capacity of the LWF for Programme implementation

The main problem in the capacity of the LWF Mozambique for quality performance is the weakly developed mechanism for measuring results and impacts of the Programme. This is reflected in the lack of result based monitoring and reporting that. Related agencies are answerable to their partners as well as general public and if reporting is not timely and of good quality, the future donor support to LWF Mozambique can be in jeopardy. It is recommended that

- *monitoring and reporting need to be based on results verified by progress indicators. Serious attention needs to be paid to development of progress indicators, collection of base line data for individual indicators and training the project level staff to fully understand what a result is and how to catch evidence of achieved results*
- *agreed timeframes for reporting should be observed*

The Programme has carried out internal evaluations and reviews which have helped the staff of the different projects to understand better the strengths and weaknesses of the other projects. The internal evaluations and reviews have also highlighted the problems and challenges faced by the Programme. In addition to these, external project evaluations would benefit the projects as well as the Programme in general. They would also benefit the external Programme evaluations. It is recommended that

- *internal evaluations/reviews should be accompanied by external reviews/evaluations of the individual projects and not only by external Programme evaluations. Multi-year project documents need to include a budget for external evaluations.*

The Human Resource Development Plan has been on the agenda for several years but has not been prepared. The staff of the LWF Mozambique at all levels is motivated to increase its capacities. Key actors in the Programme implementation are the CDAs and CDOs who are working and living in the target communities. In addition to training in use of monitoring and reporting systems they need increased capacity building in identification of the targeted beneficiaries and in facilitating empowerment of poor people as well as clear understanding of the entry and exit policies including participatory evaluation of graduation criteria. The capacity building should be done systematically through a structured training. Developing a user friendly “CDA’s Handbook” on these issues and training on its use could be very useful.

Living conditions of the CDAs and CDOs are truly elementary and one can only admire the excellent work they are able to carry out in those circumstances. It is recommended that

- *human resource and training plan based on training needs assessment for the LWF staff is prepared*
- *special attention should be given to capacity building of the staff in poverty sensitive targeting and design of approaches which will empower poorest and most vulnerable people*
- *capacity building of the CDOs and CDAs needs to have central place in the human resource development. Training in targeting, facilitation, entry and exit policies as well as in use of monitoring and reporting systems should be systematic and structured. Developing a CDA’s handbook should be considered*
- *living conditions of the CDAs and CDOs need to be improved*

The organisational structure of the LWF Mozambique seems rather heavy for an organisation that has shifted its role from implementer to becoming increasingly a facilitator. Job descriptions with clear definitions of responsibilities are needed and administrative costs are relatively high. It is recommended that

- *a review of the existing organisational structure is carried out including clear definition and updating of the tasks and responsibilities of the personnel. Options to cut down the present administrative costs need to be studied and a strategy on how to achieve this developed.*

Reducing the number of expatriates is one way to cut down the administrative costs. It is also related to a question of the LWF Mozambique becoming a national organisation in the future. Present discussions to localise the finance and programme positions during the next two – three years are a part of this process but apparently not yet concretised in a plan defining what are the other milestones needed before the transition to an associate status can take place. It is recommended that

- *plan and milestones for nationalisation of management staff should be prepared as a part of longer term strategy for the LWF Mozambique to become a national organisation*

The Programme's means of transport, cars and motor cycles are getting to the end of their useful life spanner. Maintenance costs are increasing as well as are the number of cars and motor bikes that are already out of circulation. A functioning fleet of the means of transport is a prerequisite for the implementation of the Programme in its targeted areas geographically far away from each other. It is recommended that

- *a clear policy on the means of transport is elaborated defining what is the expected useful life-expectancy of the cars and motor cycles including a plan for renewing the existing fleet*

5. Conclusions

The LWF is one of the few organisations with a long commitment to Mozambique from the difficult years of reconstruction and natural calamities to the present day development. It has earned respect and trust among the communities as well as the government and has itself as an organisation been able to respond to the changes relatively well. The general conclusion of the Country Programme over the period 2004 -2008 is a positive one. The Programme has been highly relevant and is relevant also in its present phase. Positive results have been achieved and many of them are likely to turn to long-term effects. The Programme is rooted in the communities and working closely with the community structures. Perspectives for sustaining the results are promising.

The Programme has achieved its best results in the two first strategic priorities of the Country Strategy, namely those of building viable households to ensure food security, promotion of human rights, healthy life-styles and supporting communities to reduce risk and vulnerability to HIV and AIDS alleviating the impact of the epidemic. It has not been as successful in progressing toward the Programme's two other strategic priorities. The voices of the marginalised and disadvantaged have not been significantly amplified although their access to essential services has been improved through various Programme activities. The organisational capacity of the LWF Mozambique to achieve high performance and quality service has been strengthened but result based monitoring and reporting as well as systematic human resource development are still weak.

The successes and weaknesses in achieving the objectives set for the four strategic priorities reflect the strengths and weaknesses of the Programme's strategies and approaches. Its strategy to empower the communities to sustain their development efforts through facilitating the development of strong CDCs has been well adopted and an effective one. The LWF Mozambique has gradually shifted its approach from implementation to facilitation with good results. Working closely with the local government, involving traditional community and religious leaders as well as having the CDAs and CDOs living in the communities where they work have contributed to the positive results achieved in the Programme implementation. The integrated approach in building viable households and supporting communities to reduce the impacts of, and the risk to HIV and AIDS has with the increased emphasis on facilitation been successful. Securing the sustainability of the results has been given serious attention with the gradual phasing out process of the direct support. The pace and models of the community graduation have varied considerably in the three IRDPs and the finalisation of the graduation guidelines could be at more advanced stage by now. Nevertheless, the Programme has seriously worked with its approach on phasing out.

The strategies and approaches on how to reach the focus group of the Programme, the marginalised and most vulnerable, are either weakly developed or lacking especially with economic activities. The Programme has itself been worried about the way it could have better results in this strategic priority. For example the internal evaluation of 2006 recommended that targeting criteria be made clear and that as much as possible LWF should take advantage of its direct contact with the community to ensure that targeting is based on need and not geographical area. So far meagre advance has been made in developing effective strategies and more sensitive targeting criteria on how to reach the poorest members of the communities also in economic activities. Some positive steps have however been taken in implementation of the Programme like including vocational training activities in the projects, giving goats and chickens as a pass-on credit scheme etc. These are good beginnings but overall the strategies and approaches on how to reach the poorest need strengthening.

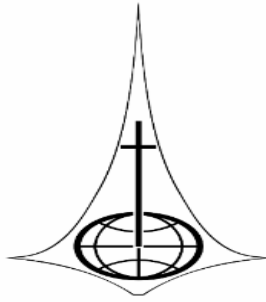
The same applies to the approaches on how to strengthen the capacity of the LWF Mozambique to achieve high performance and quality service especially in relation of the staff's capacity for programme implementation, monitoring and reporting. The strategic approaches of the Country Programme do not elaborate how to develop the capacity of the staff in project implementation. Overall, human resources development approaches are not systematic. Various training activities have taken place but the Programme is still lacking a plan for human resource development based on training needs assessment of its staff. Approaches to emergency response and risk management, one component of the strategic priority of strengthening the organisational capacity of the LWF Mozambique, are more specific and have in practice also produced better results.

The strengths and weaknesses of the Programme's strategies and approaches would seem to have a direct linkage to the successes and weaknesses of the Programme implementation. If this is really as straightforward then the lessons learnt for the way to the new Country Strategy are obviously that strategies on how to reach the poorest and most vulnerable especially in economic activities need to be strengthened if they are to be the focus group of all activities also in the new Country Programme. Right based approaches should be given more emphasis in the future. Similarly, ways and means to improve the capacity of the staff in the monitoring and reporting as well as developing a more systematic approach to overall human resource development need increased emphasis.

On the other hand, the shift in the approach from implementation to facilitation combined with the integrated approach has produced good results. There is no reason to doubt that the approach would not be appropriate also in the next Country Programme with clearly defined entry and exit strategies. What is the best mix of the various integrated activities and what is the timetable for the emphasis to shifts from implementation of some concrete priorities like school or water post to capacity building and facilitation needs to be planned together with the community members as a part of the entry strategy. One lesson learnt is that the next Country Programme needs to give more attention to both the entry and exit strategies. The exit strategy is a part of the entry strategy, and should be that from the very beginning of the Programme implementation in any new area.

ANNEXES

Annex 1: Terms of Reference



TERMS OF REFERENCE

LWF/DWS MOZAMBIQUE COUNTRY PROGRAM EXTERNAL EVALUATION

- I. Project Titles:** Gaza Integrated Rural Development Project
Human Rights and Health for Women Project
Sofala Integrated Rural Development Project
Tete Integrated Rural Development Project
Xikheleni HIV/AIDS Prevention and Mitigation of impact/Organizational Development Project
- Geographical Coverage:** Mozambique – Tete, Sofala, Gaza, Chamanculo and Xikheleni (Maputo)
- Donor agencies:** Finnchurchaid
Church of Sweden
ELCA
EED
ICA
Norwegian Church Aid
Canadian Lutheran World Relief/CIDA
Australian Lutheran World Relief
- Type of Evaluation:** External Evaluation
- Period Under Review:** 2004 to 2008
- Date of Evaluation:** 29 September - 17 October 2008

1. PROGRAM BACKGROUND

Long before the Lutheran World Federation (LWF) was registered in Mozambique as an international NGO (May 1986), it had been strongly engaged in supporting (since 1977) the Mozambican populations that suffered the conditions of Internally Displaced Persons (IDPs) and refugees.

Prior to that, The LWF programs were implemented in Tanzania, Zambia and Swaziland in close collaboration with the respective governments and the United Nations High Commissioner for Refugees.

LWF's goal in Mozambique is to contribute to the improvement of and quality of life by building strong household economies through improved food security, promotion of Human Rights and healthy lifestyles, and through enhanced capacity to manage the environment. Strategies include Capacity development; emergency response and preparedness; empowerment of local community organizations; strengthening of civil society; facilitation and mediation; partnership and networking.

LWF Mozambique operates three Integrated Rural Development Projects (IRDPS) in Gaza, Sofala and Tete Provinces. In Maputo it operates a Human Rights and Health for Women project in Chamanculo as well as Prevention and Mitigation of Impact of HIV/AIDS Project in Xikheleni. This project has a strong component of capacity development of a local partner (CEDES). All of these address four Strategic Priorities as established by the Country Strategy (2004-2009):

1. Build viable households, focussing on the most vulnerable and working through their communities, to ensure food-security, promotion of human rights, healthy life-styles and enhanced ability to manage their environment
2. Support communities to reduce risk and vulnerability to HIV/AIDS and alleviate the impact of the epidemic on the communities
3. Amplify the voices of the marginalized and disadvantaged and facilitate their access to essential services
4. Strengthen organizational capacity to achieve high performance and quality service

2. OBJECTIVE OF THE EVALUATION

2.1 Purpose

The purpose of the External Evaluation is both retrospective and prospective. To this extent the first major aim is to determine what has been achieved during the process of implementing the Country Strategy 2004-2009 as well as to highlight the emerging issues, problems and constraints faced and major lessons learnt. The second aim, which is prospective, is to provide recommendations for the way forward and the new Country Strategy.

2.2 Specific Objectives

- a.** To assess the implementation of Country Strategy (CSO 2004-2009). The questions will include but not be limited to the following:
- Were the strategic goals, objectives and plans relevant and appropriate to the given context?
 - Did the program activities target the right focus groups?
 - Were the approaches and methodologies used acceptable, appropriate and sustainable?
 - Were the strategies and approaches adopted well designed, implemented and effective?

- What have been the outcomes and impacts of the various interventions on the focus groups?
 - What opportunities and threats influenced the implementation of the Country Strategy?
 - What lessons have been learnt?
- b. Examine the appropriateness of the overall management, administrative and financial structures of the Program in terms of achieving the project objectives:
- Coordination and networking: Examine how the project works in coordination with local partners, churches, local NGOs, government, related agencies.
 - Assess the organizational sustainability and arrangements to phase out/transition and hand over responsibility to local governance.
- c. To recommend strategic direction and action for the future of the Program:
- What aspects of the program would benefit from change and what aspects of the program need strengthening?

3. Scope of the Evaluation

The External Evaluation will aim to address specific issues including but not limited to the following:

- **Relevance** (to objectives, to needs and priorities identified by focus groups, and also in terms of targeting and design, approaches and modalities of implementation and in the context of work by other key Actors).
- **Efficiency** (how efficiently, timely economically, are resources deployed, how cost-effective are operations?)
- **Effectiveness** (extent to which plans have been fulfilled, targets and objectives achieved)
- **Outcomes and impact** (results achieved, changes brought about in the conditions of the focus groups),
- **Sustainability** (likelihood of activities and benefits continuing after external assistance is withdrawn; also the extent to which those participating - over time, usually after the inputs have all been provided and external support stops) also reflect issues of ownership of process, linkages with other agencies, and processes.
- Critically examine the extent to which the humanitarian aid provided by LWF Mozambique, has been able to complement people's **coping and livelihood** practices.

In the rapidly changing circumstances of Mozambique, the External Evaluation Team will also need to assess the relevance of some of the community support structures which have been facilitated by LWF Mozambique such as the Community Development Committees, given the renewed efforts by government to create similar structures under the District Focus Program.

4. METHODOLOGY

The External Evaluation shall be guided by the principles of LWF-DWS work. It should be participatory, committed to building capacity, critical yet affirming, culturally sensitive and valuing knowledge and approaches from within the local context.

Summary of Study Steps

To ensure quality and increased level of participation by all stakeholders the following steps are recommended:

Step 1: *Developing a Common Agenda:* A planning consultation between the External Evaluation Team and all the stakeholders is recommended in order to agree, among other things, on the TOR, and the evaluation workshop which shall include, a common understanding of the study focus, develop and refine study instruments including focus group discussion guide and in-depth interview checklist. In order to economize on time much of Step 1 will be conducted through pre-consultation between staff, Team Leader and other External Evaluation team members through telephone and email. Two weeks before the Evaluation, the Evaluation Team Leader together in coordination with the staff, will propose a schedule for the evaluation process including logistics arrangements, the Evaluation workplan and suggested questionnaires and checklists. The final schedule will be agreed by the Evaluation team during its first meeting in Maputo.

Step 2: *Field Visits, Data Collection and validation Process.* In order to maximize the limited time, it is expected that the overall Evaluation Team will subdivide into smaller groups to cover a representation of respondents both in Maputo and field locations.

Step 3: *Team discussion, data compilation, analysis and findings*

Step 4: *Debriefing on preliminary findings, analysis, and recommendations.* The Evaluation team will debrief to stakeholders the initial findings of the process.

Step 5: *Compilation of Report, Circulation of draft and submission of Final Report*

5. Deliverables

5.1 Debriefing Workshop

The Evaluation Team will be expected to present preliminary findings, analysis and recommendations of the evaluation at a Debriefing Workshop prior to their departure. The purpose is both to inform LWF Mozambique and other stakeholders of Team observations, and also to gather input and feedback to improve the final report.

5.2 Evaluation Report

The final Evaluation Report shall be shared based on the timeframe in Section 9. The following basic elements contained within this report shall include:

- Executive summary
- Introduction (purpose, TOR, Methodology etc)
- Background, History
- Country Strategy Objectives and strategic approaches
- Findings, Analysis and emerging issues
- Recommendations
- Conclusion
- Annexes
 - TOR
 - Itinerary
 - Meeting reports / list of persons met
 - List of reference docs

6. Composition of the Evaluation Team

This Evaluation Team should comprise of at least 4 full time members:

- A Team leader – international consultant proposed by LWF/DWS and agreed with the Related Agencies. Previous experience in leading Evaluation Teams and Process. Expert in Organizational Development and Strategic Planning. Good understanding of the region and of humanitarian assistance and community-based empowerment programs. Preference on ability to communicate and speak in Portuguese.
- Representative(s) from LWF related agencies – preferably a key stakeholder during this review period (2003-2008) such as FinnChurchAid, Evangelical Lutheran Church in America, Evangelischer Entwicklungsdienst (EED/KED), Canadian Lutheran World Relief/CIDA, Church of Sweden, Norwegian Church Aid, ICA and Australian Lutheran World Services either central or regional offices.
- Local Consultant with knowledge and experience in development work in Mozambique.
- A representative from DWS Geneva, where possible.

LWF Mozambique will provide one or more Resource Persons to inform, advice and expedite the team in their work. A senior Resource Person(s) will accompany the Evaluation Team for their field visits. At field level, a local Resource Person from LWF or its partner will provide the necessary local advice and facilitate visits, meetings as well as provide necessary information, where appropriate.

The LWF Mozambique Program Coordinator shall be the main contact person to the External Evaluation.

7. Documentation

To enable the team members to prepare themselves for the evaluation, the documentation shall be sent **by email six weeks before the evaluation**. The proposed timetable and other evaluation instruments will be sent after consultation with the Team leader but not later than one week before the evaluation. One master copy (hardcopy) shall be provided for use by the Team at the Maputo office.

Documents to be compiled by LWF Mozambique and circulated (in soft copy) in advance include the following.

- Previous Country Evaluation Report (2003).
- Previous Country Evaluation Report (1999)
- Country Strategy Outline 2004-2008
- Annual Report 2003, 2004, 2005, 2006, 2007
- Audited Financial Reports 2003, 2004, 2005, 2006, 2007
- Country Operation Plan (COPP 2007-2009)
- Project Documents: (Gaza, Xikheleni, Sofala, Tete, Chamanculo)
- LWF Mozambique Program: Major Highlights 2004-2006
- LWF Mozambique HIV/AIDS Strategy.
- Annual Monitoring Reports
- Miscellaneous including: Policy of Employment, organizational structure, selected appraisal reports, other LWF Mozambique publications, other relevant background analysis, summary financial reports and others.
- Organization and Development process for the Xikheleni Project.

Reasonable additional information may be requested by the Evaluation Team before and during the Evaluation.

8. EVALUATION DATES

The External Evaluation mission is planned for 29th September to 17th October 2008. The Evaluation Team should plan to arrive on Sunday 28th September and depart on Saturday 18th October.

9. PROPOSED TIMETABLE

PLANNED ACTIVITY	DATES
1. TOR preparation & team selection	July 2008
2. Travel to Mozambique - The team leader travels earlier to Mozambique for initial discussions with staff	28 th September 2008
3. Suggested Schedule - Day 1 Team meeting on TOR TOR understanding, scope of work, Validation of evaluation design and tools and methods - Day 2 (morning) briefing of the program and financial performance and trends for last 5 years (2004-2008) by staff. (afternoon) discussion of field visits logistics, persons to meet, etc. - Day 3 interview with Maputo Office staff and other stakeholders in Maputo area	29 th Sept – 1 st October 2008
4. Field visits, interview, data collection - It is suggested that the team divides to 2 groups: Each team taking two areas, of either, Maputo, Gaza, Sofala and Tete. - The Tete, Gaza, Sofala Teams depart for the field on Thursday 2 nd Oct. and return to Maputo by the 11 th October. The sample to include both old (Graduated Communities) and new areas of project operation.	3 rd to 10 th October 2008
5. Group Discussion, sharing of information and data, findings and analysis - initially to be done at project sites with sub groups - 3 full days (13, 14, 15 Oct) set a aside for Evaluation Team discussions and analysis of findings in Maputo	13 th to 15 th October
6. Debriefing Workshop	16 th October 2008
7. Departure of the Evaluation Team	18 th October
8. Preparation of draft Report –	23 rd -30 th October 2008
9. Circulation of Draft Report amongst the Evaluation Team members	1 Nov 2008 Feedback by 7 Nov
10. Circulation of Draft Report to other concerned	13 th Nov 2008

stakeholders	Feedback by 20 th Nov
11. Incorporation of comments and finalization of the report	21 st to 26 th Nov. 2008
12. Submission of Final Report	28 th Nov 2008

To ensure that there is triangulation of information by source of information and by collectors, a minimum of two team members is recommended per each province visited. This will also promote discussion among team members.

Annex 2: Itinerary

DATE	ACTIVITY	PLACE	PARTICIPANTS
July - August 2008	Preparation of TOR, selection of consultants	Geneve, Maputo	LWF Geneva, LWF Mozambique
September 2008	Review of documents, preliminary analysis, developing common agenda, interviews with stakeholders, preparation of questionnaire	Helsinki, LWF Geneva and Mozambique	Evaluation team, LWF Geneva and Mozambique
Sunday 28.9.08	Arrivals and meeting with the LWF Mozambique management group	Maputo	LWF Management group, Duane, Satu
29.9.08	Briefing on the Programme, financial performance, logistics and administration	Maputo	LWF Management group and staff, evaluation team, Duane
30.9.08	Chamanculo Human Rights and Women's Health Project. Briefing on the project, focus group discussions with the staff, stakeholders, visit to patients	Chamanculo, Maputo	Coordinator of the urban projects and staff, activists, SACCO group, bairro secretary, Theatre group, beneficiaries
1.10.08	Travel to Tete, Tete IRDP, introduction to the project staff, field visit, focus group discussions	Chiyandame village, Tsangano district	Tete Project staff, Tiyanjane group, CDC, evaluation team, Duane
2.10.08	Tete IRDP, meeting with district government authorities, field visits, focus group discussions, income generating activities	Kalipala, Hola and Bifolo villages, Tsangano district	Tete project staff, District government authorities, CDC, agricultural and water committees, members of IGA, evaluation team, Duane
3.10.08	Tete IRDP, meeting with district government authorities, field visits, focus group discussions, income generating activities	Furangungo and Namandende villages, Macanga district	Tete project staff, administrator, CDC, SACCO group, fish pond and agricultural groups, community leaders, HIV/AIDS activists, evaluation team, Duane
4.10.08	Tete IRDP, field visits, focus group discussions, debriefing	Nhanchinde and Mulanda villages, Macanga district, Tete town	Tete project staff, community leaders, household members, activists, Management group, evaluation team, Duane
Sunday 5.10.08	Travel to Maputo and Muxunque	Tete, Maputo, Muxunque	Evaluation team, Duane
6.10.08	Gaza IRDP, meeting with staff, field visit, focus group discussions	Punguine village, Chokwe district	Gaza Project staff, SACCO, CDC, activists; Satu

6.10.08	Sofala IRDP, meeting with the project staff, field visits, focus group discussions	Marombe and Mavumira villages, Buzi district	Sofala project staff, community leaders, CDC, committee. SACCO and community members, HIV/AIDS activists, Alfredo
7.10.08	Gaza IRDP, field visit, focus group discussions	Mungine vilage, Mabalane district	Gaza project staff, CDC, community leaders, committee members, activists, beneficiaries, Satu
7.10.08	Sofala IRDP, field visits and focus group discussions	Madjimba and Ricote villages, Buzi district	Sofala project staff, community leaders, CDCs, Community leaders, Water committee, community members, activists, agricultural promoters, Alfredo
8.10.08	Gaza IRDP, meeting with district government authorities, field visit, focus group discussions, interviews of Project staff	Chokwe, Javanhane village, Guija district	Administrator of Chokwe, CDC, Sao Marcos and Sao Vicente associations, Water committee, activists, villagers, Gaza project coordinator, assistant coordinator, CDO, Satu
8.10.08	Sofala IRDP, field visits and focus group discussions	Mudala village Chibabava district	Sofala project staff. CDC, Water and other committee, activists, SACCO, community members, Alfredo
9.10.08	Gaza IRDP, meeting with district government authorities, local partners,debriefing, travel to Maputo	Guija, Chokwe	Administrator of Guija, World Relief, Caritas Mozambique, Vuxona Association, Gaza project staff, Satu
9.10.08	Sofala IRDP, debriefing, travel to Maputo	Muxungue	Sofala project staff, Alfredo
10.10.08	Xikheleni Project, discussions with Project staff, local government authorities, activists	Maputo	Project staff, CDC Bairro Ferroviario, Bairro secretary and staff Polana Canisso B, activists. evaluation team
11.10.08	Sharing of information, findings and analysis	Maputo	Evaluation team
Sunday 12.10.08	Drafting preliminary conclusions and recommendations	Maputo	Evaluation team
13.10.08	Interviews with national partners and LWF Maputo staff	Maputo	CCM, CEDES, CWS, LWF administrator, finance and assistant finance manager, evaluation team
14.10.08	Interviews with LWF Maputo staff	Maputo	Representative, Logistics, Program Coordinator, Assistant Program Coordinator, evaluation team
15.10.08	Preparation of the debriefing presentation	Maputo	Evaluation team
16.10.08	Debriefing workshop	Maputo	LWF Programme and Project staff, national partners, evaluation team
17.10.08	Discussion on feedback, internal division of work in report writing, setting timeframes	Maputo	Evaluation team
18.10.08	Travel	Maputo	Satu

Sunday 19.10.08	Travel	Helsinki	Satu
20. 10 - 6.11.08	Preparation of the draft report	Helsinki, Maputo	Evaluation team
7.11.08	Circulation of the draft report between the evaluation team	Helsinki, Luanda	Evaluation team
13.11.08	Circulation of the draft report to LWF	Geneva, Maputo	LWF Geneva, LWF Mozambique
20.11.08	Closure of the feedback on the draft report	Geneva, Maputo	LWF Geneva, LWF Mozambique
21.11 - 26.11.08	Incorporation of the comments and finalisation of the report	Helsinki, Luanda	Evaluation team
28.11.08	Submission of the Final Report	Geneva, Maputo	Evaluation team

Annex 3

List of people interviewed

LWF Programme office

Samuel Machava
Maria Regina Wamusse Cumbane
Maximiano Matimbe
Atanasio Muchanga
Fatemo Abdul
Lucas Owuor-Omondi
Pius Gorge
Jean Mutamba
Ana Maria Fumone
Titos Languene
Angelica C. Nhamua
David M. Mondlane
Eva Pinto
Betthe Domingos

Accountant
Program Officer HIV/AIDS & HR
Microfinance Officer
Logistic Officer
Accountant
Program Coordinator
Finance Manager
Representative
Program Administrator
ICT Officer
Asst of Senior Program Coordinator
Officer Driver
Coordinator Urban Area
Administrator Assistant

National and international partners

Maija Hakulinen
Titos Macie
Venâncio Nhandime
Mhizha Chifamba
Zeferino Ugembe

Programme Coordinator, Finn Church Aid
Administrator / CCM
Director- CEDES
Regional Representative
Communication Officer

LWF Geneva staff

Maryssa Camaddo
Barry Lynam
Duane Poppe

Programme Officer, Planning and Evaluation
Finance Coordinator
Programme Officer

LWF Project staff - Tete

Fátima Serra de Carvalho
João Vicente Castro
Maria Jonasse
Servino Saundi Catimba
Angela Maria W Manuel
Manuel José Constatino
Ricardo Bajamane Bassopa
Suerga Jacinto Falacomingo
Sidonia Horário
Celsa Maria Pequeno

Secretary/ Administrator
Driver
Project Coordinator
Community Development Officer
Logistic Assistant
Community Development Officer
Accountant
Community Development Assistant
Community Development Assistant
Community Development Assistant

Partners in Tete

Maria de Lurdes Pio
Maria Rosa
Damão Trinta

Acting Administrator- Tsangano
Tsangano Locality Administrator
Administrator Macanga

Tete Province – People Interviewed

- CDC Members
- Agriculture Committee members
- Health Committee members
- Education Committee members
- Water Committee members
- HIV and AIDS Activists
- Communities Leaders
- Tiyanjane group members
- Agriculture Promoters
- SACCO members
- Community members

LWF Project staff – Sofala

Leo Tiago

Virgílio Phiri

Jorge Sete

Alexandre Dhlakama

Personal Kufa

Antonio Chire

Catija Fernando

Joao Victirino

Joao Mbendana

Mateus Manuel

Angelina Jo

Paulina Simango

Paulo Salomone

Helena Francisco

Fernando Samo

Alberto Saene

Fernado Rocha

Delfina Nogueira

Interim coordinator

Assistant Technical Coordinator

Community Development Officer

Community Development Officer

Administrative Assistance

Micro-Finance Program Officer

Logistic Assistant

Transport officer

Community Development Assistant

Community Development Assistant

Community Development Assistant

Community Development Assistant

Community Development Assistant

Officer Orderly

Guard

Guard

Driver

Accountant

Sofala Province – People Interviewed

- Local Administrator
- CDC Members
- Agriculture Committee members
- Health Committee members
- Education Committee members
- Water Committee members
- HIV and AIDS Activists
- Disaster Management Committee
- Communities Leaders
- Traditional Birth Attendants
- Members from the Social Savings and Credit
- Sensitization groups for pregnant mothers
- First Aid members
- Agriculture Promoters
- SACCO Members

- Members from the Traditional Healers Associations
- Community members

LWF Project staff - Gaza

Anselmo I. Mapulasse	Projects Coordinator Assistant
Ernesto Gilberto Adriano	Micro-finance Programme Officer
Gilberto Anfoso Banze	CDO
Gorge Mabay Tembe	Provincial Project Coordinator
Silvano Orlando Lhongo	Health officer
Ruth Olga Francisco Mulhanga	Agricultural Officer

Partners in Gaza province

Zacarias Sebastião Mandlate	Administrator Guija
Adm. Faquira	Administrator Chokwe
Alfiado Machava	World Relief
Etelvina Mazungane	World Relief
Elisia Moiseis	CARITAS
Eurico Macucule	CARITAS
Ubisse	VUKOXA, Steering Committee President
Amélia Mondlane	VUKOXA, Program Officer

People interviewed in Gaza province

- CDC Members
- Agriculture Committee members
- Health Committee members
- Education Committee members
- Water Committee members
- Members of Sao Marcos and Sao Vicente Associations
- HIV and AIDS Activists
- Communities Leaders
- Traditional Birth Attendants
- Agriculture Promoters
- SACCO Members
- Members from the Traditional Healers Association
- Members of Red Cross
- Members of Frelimo
- Community members

LWF Project staff - Xikheleni

Eva Pinto	Urban Program Coordinator
Teresa Paula Bernando	Projects Officer
Nilza Nhantumbo	Community Development Assistant
Sônia Objane	Community Development Assistant
João Raul Nhantumbo	Community Development Assistant
Joaquina Amaral	Nurse

Xikheleni partners

Figueiredo Sitoi	Permanent Secretary, Polana Canisso B
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Armando Cossa
Henriques Machanguana

Secretary, Polana Canisso B
President CDC, Bairro Ferroviário

People interviewed in Xikheleni

- HIV and AIDS activists

LWF Project staff - Chamanculo

Alice Filipe
Beatriz Nhamoneque

Psychosocial Counsellor
Nurse

Chamanculo partners

Bairro Secretary, Chamanculo D

People interviewed in Chamanculo

- CDC Members
- HIV and AIDS Activists
- Communities Leaders
- Victims of domestic violence
- SACCO Members
- Members of a Theatre Group
- Patients

Participants of Kaya Kwanga Debriefing and feedback meeting

Alcido S. Mapandzane	LWF
Maria Jonasse	LWF/Tete
Jorge M. Mutuco	LWF- Maputo
Jorge Tembe	IRDP- Gaza
Eva Pinto	Urban Projects
Ana Maria Fumane	Maputo
Catrimo Nhando	LWF
Teresa Paula Bernardo	CEDES
Nilza Nhantumbo	CEDES
Samuel Machava	Maputo
Jean L. Mutamba	LWF
Santos Gotine	CC ACT
Maria Regina Wamusse	LWF OPD HIV
Nelson de Melo Ismael	Consultant
Castigo Luciano	Consultant
Ambro Mpulane	LWF
Leo Tiago	LWF
Victorino Ronda	LWF
Virgilio Amasplis	LWF
Pius Gorge	LWF
Lucas Owuor-Omondi	LWF
Atanasio S. Muchanga	LWF
Rev. Dinis Matsolo	Christian Council of Mozambique
José Bapairo	LWF

Annex 4

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Annex 5

Mozambique Country Programme Evaluation 2008

The first three questions are related to effectiveness of the Programme. It is not easy to separate to what extent attainment or non-attainment of the planned result is due to the Programme rather than external factors like general economic growth and rural recovery, increased awareness of HIV related issues, effects of natural calamities etc, but if possible please try to do that.

1. What are the major positive results of the LWF Mozambique Country programme during the years 2004 – 2008? To what extent has the Programme been able to attain the purpose and strategic priorities established in the Country Strategy 2004 -2009?
2. What are the major weaknesses of the Programme and reasons for possible non-attainment of the planned results?
3. Has the Programme been able to reach the poorest and most vulnerable or have the better-off captured the benefits? How could strategies coping with the poorest and most vulnerable be strengthened?

The following questions are about the cost-effectiveness of the Programme – do the resources used justify the results.

4. Could the Programme have been implemented with fewer resources without reducing the quality and quantity of results?
5. Could better results in terms of improved food security, human rights, healthy lifestyles, capacity to manage the environment and better access to essential services have been achieved with an altogether different type of strategy or intervention? If so, what should have been done differently?
6. What has been the performance of the Programme management, monitoring, coordination and reporting? Suggestions on how to improve the management performance?

The next questions are related to longer term effects and impacts of the Programme and the likelihood that the positive impacts can be sustained once the support of LWF has been phased out.

7. What are the main effects and impacts of the Programme on different groups of stakeholders (direct beneficiaries, community based organisations, local government structures, partner organisations etc)?
8. Have there been any positive or negative results or impacts that were not foreseen or intended?
9. Has gender mainstreaming been successfully integrated in the Programme planning and implementation?
10. Have local stakeholders participated sufficiently in the planning and implementation of the Programme in order to satisfy the requirements of local ownership?

11. Is the Programme supported by and integrated in the local institutions? Do they have the capacity and resources to maintain the benefits from the Programme when LWF support has been withdrawn?
12. What is the major challenge facing the Graduation e.g. phasing out process?

And finally, few questions on the relevance of the Programme and on the relation between the Mozambique Country Programme and project(s) your organisation is involved with

13. Has the Programme been in line with the most pressing needs of the intended beneficiaries?
Is it consistent with their livelihood strategies and living conditions?
14. Is the Programme in accordance with the policies and administrative systems of the government of Mozambique at national and local level?
15. What is the relation between the Programme and the project(s) you are involved with? From the point of view of the project(s) what aspects of the Programme need strengthening and what are the most essential changes needed?

Thank you very much!

Annex 6:

LWF Mozambique Joint Comments on External Evaluation Report

Page	Information from the Report	LWF Mozambique's Comments
37	<p>Sufficient in-service training in result based monitoring should be one of the main priorities in the capacity building of the personnel for Programme implementation, and one of the key responsibilities of the Programme leadership. They should also pay more attention to development of progress indicators and supervise the collection of base-line data for those indicators. Monitoring and reporting is unnecessarily a rather crucial problem now. The staff at all levels is motivated to learn and want to produce better reports. What they need is advice and training.</p>	<ul style="list-style-type: none"> • The Program Unit spent the first 2 years of the implementation of the Country Strategy building the capacity of staff to plan and monitor interventions. This was done through Technical support visits and short courses. During the period the Program Unit, developed a Results-Based Planning and Monitoring Matrix as well as developed and tested indicators of measuring change with full participation of Project staff. In 2005 the Program Unit developed a Guide for carrying Baseline Studies based on indicators derived from the Strategic Priorities and Strategic Objectives (<i>Proposed Thematic Indicators for Baseline Surveys – 2005/2006: A Guide for Study Design – attached for ease of reference</i>) • However the underlying problem has been structural - lack of comprehensive baseline data to effectively measure change and particularly impact. • Xikheleni and Chigubo Projects are examples of a new trend in LWF Mozambique Program Projects having comprehensive baseline studies.
7, 26, 25	<p>The LWF Mozambique Country Strategy has been highly relevant in the context of Mozambique and deserves credit for it, especially as its implementation has coincided with the efforts that the Government and society at large have directed toward the same goal at the same time. With more sensitive targeting criteria for reaching the poorest and most vulnerable the Programme could have been even more relevant in answering to the pressing needs of the targeted focus group. Absolute poverty and marginalisation continues to be a cruel reality in Mozambique.</p> <p>Some questions, however, remain.</p>	<ul style="list-style-type: none"> • Concerning the most poor and most vulnerable: The choice of the poorest and most vulnerable: by choosing remote area and working with women LWF Mozambique touches the most vulnerable and poorest groups. By working with the women who are HIV positive we touch the most poor and most vulnerable. Forming and empowering the CDCs are a very important instrument toward reaching the poorest and most vulnerable. Through our activities, we empower the communities in a sustainable way to take their responsibilities toward the most vulnerable of the societies. • The SACCO program is a development

Page	Information from the Report	LWF Mozambique's Comments
	<p>Firstly, has the focus really been on the poorest and most vulnerable? Assessing the degree to which the Programme has been justified in relation to the needs of the intended beneficiaries depends on who the actual beneficiaries are, and what their possibilities and most pressing needs are. Have, for example, the poorest been able to benefit from SACCO activities?</p> <p>The three IRDPs of the Programme have been implemented in the provinces that are not, and were not in 2004, among the poorest. However, in many cases it has worked in remote poor and marginalised areas of these provinces where very few or no other donors have been present. The Programme has been relevant in aiming at poverty reduction through bringing basic services, increasing food security and building up the capacity especially of these communities.</p>	<p>instrument for the community and is known to be oriented to those who can save some money – it is basically a community bank. It is not meant for those who are completely dependent on charity. Development of Micro Finance activities however is a must in the development process and will sure also benefit indirectly the most vulnerable. Following the piloting of SACCO, LWF is modelling a microfinance initiative that will cater for this group before they graduate to a SACCO.</p> <ul style="list-style-type: none"> • To pass a general statement that LWF Mozambique Program does not cater for the poor would require the External Evaluators to have taken a sample of the beneficiaries and subjected them to an Socio-Economic Index and then classify them accordingly, which in this case was not done. A case in point is when the Sofala IRDP had to carry out a PRA to make sure that the Project was going to target the poorest of the poor. • The argument here is for geographical targeting but this does not negate the fact that in the areas where we are operating we are not reaching the poorest of the poor as defined by need rather than geography. Sofala IRDP new areas of operation are cases in point. Even if we are to accept the “poorest of the poor” argument, the choice of Chamanculo and Xikheleni clearly shows our commitment to the poorest of the poor. <p>We, however accept that we need to systematize our targeting criteria.</p>