

# **The Mozambique Development Programme, 2012-2015, of Norwegian People's Aid.**

**Final Evaluation**

**by**

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## Acronyms

CA	Conservation agriculture
CSO	Civil society organization
DUAT	Direito de Uso e Aproveitamento de Terra (Land tenure certificate)
INGO	International non-governmental organization
MST	Movimento dos trabalhadores Sem-Terra (Landless Workers' Movement)
NGO	Non-governmental organization
NPA	Norwegian People's Aid
NORAD	Norwegian Agency for Development
ORAM	Associação Rural de Ajuda Mutua (Rural Association of Mutual Help)
RBM	Results-based management
UCA	União dos Camponeses e Associações de Lichinga
UGCAN	União Geral das Cooperativas Agrícolas de Nampula (General Union of Agriculturas Cooperatives of Nampula)
UNAC	União Nacional de Camponeses (National Union of Peasants)
UNCTAD	United Nations Conference on Trade and Development
UPTC	União Provincial de Camponeses de Tete (Provincial Union of Peasants of Tete)
WCDI	Women-Can-Do-It

## 1.Introduction

NPA is the Norwegian labour movement's humanitarian organisation for solidarity. NPA started working in Mozambique in the 1980s to assist emergency efforts and established offices in the Tete province when the country was devastated by an intense civil war. Currently the NPA programme in Mozambique supports civil society organization engaged on issues related to natural resource management , in particular the just distribution of natural resources and land. Since the early 2000s, the main NPA partners have been UNAC (União Nacional de Camponeses), ORAM (Associação Rural de Ajuda Mutua) and some of their provincial delegations and chapters.<sup>1</sup>

The programme is at the moment funded by two sources, both Norwegian:

- a) Norad, with ca. NOK 5million per year through the Multi-Annual Cooperation Agreement between NORAD and NPA (NPA will enter a new agreement with Norad for the period 2016-19)
- b) Norwegian Embassy in Maputo with ca. NOK 16 million per year (from 2013 until 2017).

The embassy-funded part of the program operates in the same provinces as the Norad-funded part, but in different districts. The two parts overlap thematically, except the embassy program also emphasises agricultural development, in particular Conservation Agriculture.

This evaluation deals mainly with the Norad-funded program. The program 2012-2015 is an extension of a similar program 2008-2012. One may therefore find accumulated results of 8 years (or more, as in the Tete province) of cooperation.

Following the ToR (see Appendix 4), the report evaluates:

- 1) Results in comparison with the expected results of the NPA-Mozambique Multi-Year Plan (see section 4 of the report)
- 2) Responsiveness of the partners to the support provided by NPA (section 5.1.)
- 3) Relevance of the Programme to the current context in Mozambique (section 3.1)
- 4) Relevance of the Partners to the current context in Mozambique (section 3.2)
- 5) NPA value added to the partners in addition to financial support in comparison to allocated resources (section 5.2).
- 6) Need for re-alignment between the NORAD and the Embassy Programmes (section 5.3).

The report also touches upon certain issues raised during interviews and discussions in the field (section 6). Conclusions and recommendations are presented in section 7.

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<sup>1</sup> Some of these province unions were created before UNAC and are to a certain extent independent according to their statutes

## 2.Methodology

The study has applied the following principles:

- 1) Centrality of partners' plans and activities. The NPA inputs have been evaluated according to the added value and the support provided by NPA to the Partners' objectives, activities, and results.
- 2) Information has been collected from all stakeholders: NPA HQ, NPA Mozambique Office, Partners, and from Partners' other counterparts (e.g. INGOs).
- 3) Information has been collected through three main methods:
  - a) Desk study of NPA and partners relevant documents (i.e. strategy, plans, reports)
  - b) Interviews with stakeholders
  - c) Selected field visits.

Interviews were made with heads of the Partner organizations UNAC, UPTC in Tete, UCA in Niassa and ORAM (headquarter Maputo). NPA staff were interviewed in Oslo, Tete and Maputo. Furthermore, the following counterparts of the partners were interviewed in Maputo: Swedish Cooperative Centre, CARE International and Helvetas (Switzerland), as well as the Royal Embassy of Norway.

In the latter institution, the evaluator was invited to attend the debriefing of the consultants who had carried out the mid-term review of the ProMAC programme.

Field visits were made to Changara district in the Tete province, to a women's group in Tete city, and to three rural communities in Lichinga district in the Niassa province. (See Appendix 1).

Some reclaimers need to be made: Due to entry restrictions set by the local authorities in Tete province, no field visit could be done to an area of resettlement resulting from land conflicts. Due to time constraints, no district taking part in the conservation agriculture and other components of the Embassy programme were visited. ORAM was visited only in the headquarter in Maputo, hence much less information was collected from this partner than from UNAC and its sub-national branches. Finally, visited districts and communities were chosen by the local partners. They knew that the evaluator could choose to visit other sites if we wished. It is not likely that well-functioning community branches were selected rather than ill-functioning branches.

Nevertheless, the evaluator has tried to be aware of these constraints when writing the conclusions and recommendations of the report.

### **3.The Programme and the Partners: Their relevance to the current context in Mozambique**

#### **3.1.The objectives and main activities of the programme, and their relevance to the current context.**

This is the development goal of the programme: “Partner organizations in Mozambique have strengthened their ability and capacity to contribute to just distribution of power and resources” (NPA 2011).

The main planned outcomes were:

1. Men and women in UNAC’s and ORAM’s associations claim their rights when threatened by investors or other people who exploit their land and natural resources planned.
2. All NPA Partners improve their organizational capacity to do advocacy at local, provincial and national levels.

The Mozambican paradox is that in spite of 7-8 % a year growth, substantial foreign investment and rapid expansion of the education system, poverty is increasing (Hanlon and Smart, 2009). Illiteracy and child mortality are again on the rise on the countryside. Income disparities have become larger amongst the population, the gaps widening between the rural and urban populations. The observations of economic and political development in Mozambique that justified the 2012-2015 programme (NPA 2011) are still valid.

In terms of economic development, the national importance of the rural population in Mozambique was emphasized by a recent *Least Developed Countries Report* (UNCTAD 2015). The report warns that despite urban migration, Mozambique's rural working age population will increase by 40% by 2030. And it points out that Mozambique is one of only 11 least developed countries where agricultural labour productivity has declined since the 1990s. So Mozambique must move fast to create rural jobs, on and off the farm. "The main route out of [rural] poverty is through some combination of market-oriented smallholder farming, non-farm activities and emigration from rural areas". Most smallholders cannot afford to make even small investments. So the report repeatedly stresses the need for public sector investment, input subsidies, and increased support for R&D and extension. This makes the case for strong advocacy work to shift the investment and development priorities of the Mozambican government.

In terms of political development, Mozambique is characterized by an extremely pro-business Patrimonial State, with the following main features: (i) *Personalist* rule and politics centered around ‘big men’. (ii) *Lack of distinction between public and private affairs.*(iii) *Patronage/Clientelism* – the ‘big men’ (patrons) exchange some of their wealth with support from selected clients (See Braathen and Muneku, 2009; Braathen and Orre, 2001). The general elections in 2014 did not change this system. A new president will be part of the old group of ‘big men’. The lack of distinction between the state and the party (the Frelimo party) will allow for continued lack of distinction between the

public and private agenda of the people in power. This is seen particularly in the natural resource management of the country. International capital holders and local power holders come together in non-transparent decision making, often resulting in land grabbing and violation of rural people’s rights. In this context, there is a desperate need for rural social movements that avoid clientelism, defend social and economic rights of common men and women, and promote democratic policy-making.

### 3.3. The Partners and their relevance to the current context in Mozambique

In the project document (NPA 2011) we find two justifications for choosing UNAC-central, ORAM–central and their respective provincial branches as partners.

First, *“they have been active in their respective provinces representing and defending interests of their members and communities.”* Is this a valid justification? Indeed, it is supported by every observer interviewed or consulted by the evaluator. UNAC and ORAM are the most visible advocates in the public life of Mozambique for rural communities and smallholders. UNAC and its provincial and local branches, in particular, represent “genuine and clear constituencies” (INGO representative interviewed). “There are no other alternatives if we want to work with small farmers” (other INGO representative interviewed). This was confirmed in the minutes from a meeting between UNAC and its ‘financial partners’ on July 23, 2015:

“ A UNAC continue a ser um interlocutor privilegiado entre o sector privado e governo e outros atores, por ter legitimidade na representação dos interesses dos camponeses nas questões relacionadas com agricultura e terra. Esta opinião foi concordada por todos os parceiros” (NPA et al 2015:1).<sup>2</sup>

However, this raises the issue of the representativity, in terms of a mass membership located in all the provinces of the country. The claims of UNAC are summarised here:

Table 1: UNAC’s claims of membership

	Provincial unions	Provincial Commissions	Associations	Individual members
2010	7	4	2 261	87 300
2015	9	2	2 500	100 000

There is no doubt about the geographical expansion of UNAC in terms of provincial coverage.. Nine of Mozambique’s 11 provinces have a provincial union of peasants. However, there are two serious cases of confusion when it comes to associations. First, in the interview, UNAC’s executive coordinator admitted that although there are 2500 peasant associations registered in Mozambique, they constitute only the *base* for UNAC – only approximately half of the 2500 associations are paid-up members of UNAC’s

<sup>2</sup> In English: “UNAC continues to be a privileged interlocutor between the private sector and the government and other actors, by having legitimacy from representing the interests of the peasants in questions related to agriculture and land. This opinion was shared by all the partners”.



local unions. In other words, approximately 1 250 associations are members. The lack of membership rolls makes verification difficult. Second, the number of individual members of UNAC seems to be based on a questionable assumption - that there are *approximately 40 paid-up individual members in each association*, e.g. 2500 associations make 100 000 individual members. In our field visits we never met any association with more than 30 members. The median was 23 members, as shown in Table 2.

Table 2: Organization structure/ membership in the visited provinces and districts

Place	No. of individual members in visited local associations	No. of local associations and individual members in the visited sub-district
Changara, Nthemangao	23 (35 founding members)	5
Changara women's group	23 (15 founding members)	-
Tete, women's group	25	-
Lichinga, Lussandanha	21	8 (171 individual members)
Lichinga, Naossa	28	5 (140)
Lichinga, Emalica	30	4 (120)

UPCT in Tete Province claims 14 000 members, in average 25 members in each of its 570 associations. This corresponds with the numbers we heard in the field visits. One reason for wrong calculations of UNAC-central might be that the registers count the founding members of an association. The real number of members may have diminished because founding members have died or moved out, while recruitment is low due to the economic hardships and the fact that new members must pay a relatively high entrance fee ('joia'), e.g. MT 600 like in Changara district.

Anyway, our findings can substantiate to the claim that *UNAC's total membership is close to 30 000*, based on 1250 associations with an average of 25 members, and not 100 000. Moreover, if we assume that one individual member represents a family, there are in total 60 000 families organized in peasant associations. Given that there are 3 million peasant families in Mozambique (NPA 2011:7), *only 2 % of them are organized in associations*. Which is much less than the 5 % claimed in the project document (NPA 2011:7). Finally, external supporters/donors should bear in mind that there is a very soft approach to (ac)counting members in Mozambique: "less than half of declared members pay union dues" (Braathen and Muneku, 2009).<sup>3</sup> This is part of the UNAC's challenge to clean up its "membership data base" which is "not trustworthy nor systematized" (NPA et al 2015:2). The introduction of a membership roll planned for 2016 may lead to an end to speculations about the exact size of UNAC's membership, and it may also constitute a key evidence for its identity and legitimacy as a membership- and grassroots-based organization.

<sup>3</sup> We noted different practices in demanding dues to be paid by their members. UPCT had a lax approach, only half of its district unions paying dues to the province union. Whereas UCA's approach was tough: "no pay of membership dues, no service provided to the member, and no right to participate in UCA's general assembly".

The second justification for NPA’s choice of partners was: “[they] have shown flexibility and capacity to shift the approaches when the surrounding environment (context) changes. For example, because of the current land grabbing situation in the country, most of them have shifted their approach from merely productivity orientation to advocacy and lobbying. They now defend the rights of the members and communities to access land and resources”.

This is true for ORAM. It is a typically clever NGO who adapts to shifting situations and demands in order to survive, without abandoning its basic mission and vision policies. But is it true for UNAC? Table 3 presents the training courses – by far the most frequent activity - of UNAC at various levels.

Table 3: type of training mentioned, and which sub-units participated.

	Training courses	UNAC	UPCT	Sub-units	UCA	Sub-units
<i>“Men/ women in UNAC’s/ORAM’s associations claim their rights”</i>						
A	WCDI – Women Can Do It,	x	X	x	x	x
	A1.UNACs WCDI program in 3 provinces.	x	X	x		
B	Land law		X	x	x	x
C	Defence of natural(and mineral) resources		X	x		
<i>“Organizational development at all levels, for advocacy “</i>						
D	Associativismo,		x			x
D	D2.Associativismo and leadership					x
E	Advocacy	x	x	x	x	x
	E1. UNAC training ‘agentes de advocacia’ in 4 provinces	x			x	x
F	Legal assistance				x	x
G	Basic course, Natural resource mngmt.7 days, district centre			x		
H	Participation					x
	H2.How to use local ‘consultative organ’ for our needs					x
<i>Others (productivity-oriented)</i>						
I	Conservation agriculture (and related techniques)		x			
	I1.Related ecological techniques				x	x
	I2.Exchange experiences, seeds, Chimoio.			x		
	I3. other agriculture techniques.				x	x
J	Cattle raising at the district centre.			x		
K	Business plan.				x	x
L	Danida courses, Maputo, Tete (3 days Casa Agraria)?			x		

As we can see, there has been a shift away from “merely productivity orientation” to also cover “advocacy and lobbying”. The two approaches must co-exist for the peasant movement to survive. Due to the poverty levels in rural areas, it is difficult for smallholders to stop focusing on productivity and food security. However, even small production-oriented associations need advocacy at the very moment their main production asset, land, becomes scarce because of grabbing or industrial entrenchment.

But is it not a (wishful) exaggeration to claim that “[t]hey now defend the rights of the members and communities to access land and resources”?. One could distinguish between pro-active and re-active capacity to defend rights. The approach of UNAC is to equip the peasants with knowledge of legislation and negotiation skills. Although they

try to do this before conflicts arise, the internal reporting system does not provide us with information whether conflicts arise because peasants know their rights better, or whether knowledge about rights enter after conflicts arise. The experience of NPA Mozambique is that whenever there are conflicts, the partners do their best to defend the rights of members. The evaluator can confirm this after visiting three communities who have faced land conflicts, in Lichinga. The reactive (defensive) capacity of the organization is there, but we know less about the proactive capacity of the grassroots members to claim rights.

A final issue regarding UNAC and its relevance to the current context in Mozambique, was raised in the joint meeting between UNAC and its international donors/counterparts – the first of its kind, in July 2015 – that there was “a strong centralism [from UNAC central] in relation to the provinces” (NPA et al 2015:2). There is little control by the elected leaders, representing the provincial unions, over the executive officers, and the communication and coordination between the central and lower levels leave a lot to desire. This leads to UNAC-central virtually becoming “disconnected from what was going on among its grassroots”, and making UNAC “too politicized and probably far more radical than what its members would like” (INGO representative interviewed). In other words, UNAC is not *politically* representative. This claim is not supported by the other financial partners, but they agree that bureaucratic centralization is a threat to the legitimacy and sustainability of UNAC.

The evaluator did not have mandate or time to go deeper into the analysis of this ‘threat’. Still, , he was informed that only 17 of the 67 employees of UNAC are based in Maputo. Furthermore, there had been a special situation with the decease of its national president. A new leadership was to be elected in its electoral-general assembly (held every 5<sup>th</sup> year) by the end of November 2015. One can expect that this improves the members’ control of the Maputo headquarter. Moreover, when looking at Table 3 , there is a reasonable correlation between the training activities promoted by the higher level of the organization and the activities reported – often with enthusiasm - by the grassroots we visited.

## **4.Activities and results of the programme.**

What were the results in comparison with the expected results/outcomes of the NPA Mozambique programme 2012-2012? Unfortunately, the set of ‘planned outcomes’ in the results report (NPA 2015) are formulated slightly differently from the plan (NPA 2011). It is of course legitimate to adjust the plan (and its outcomes) while being implemented, but it makes some trouble for an external evaluator when the changes have not been clearly highlighted or explained. In addition, the baseline of the programme seems to have been quite poor with inadequate descriptions of situation and very little quantitative information.<sup>4</sup> Nonetheless, here follows the analysis.

### **4.1. Outcome Area I, ‘Rural men and women claiming rights’**

Outcome Area I was defined this way:

*“Men and women in UNAC’s and ORAM’s associations claim their rights when threatened by investors or other people who exploit their land and natural resources”*  
(NPA 2011)

We here discuss the extent of achievement of the planned results in relation to each of the outcomes envisaged in the 2012-15 programme for this area.

***A)“Increase number of women with land tenure certificates” and other outcomes at the community level.***

All provincial partners are supposed to have trained their members and non- member population on land registrations. This in order to secure land ownership in terms of land tenure certificates (*Direito de Uso e Aproveitamento de Terra, DUATs*). In addition, the partners assisted their members to demarcate land; legalize associations; establish/register Committees for Management of Natural Resources; and hold meetings to mediate in land conflicts.

The results of these activities were reported to be (NPA 2015):

- 1) “9 500 members show strong knowledge of legal issues, making their voices heard and reporting land and other rights violations leading to:”
- 2) 17 associations were legalized
- 3) 07 communities obtained demarcation of community land and received land tenure certificates –DUATs;
- 4) 08 cases of land conflicts resolved, benefiting approx. 250 families (Niassa, Tete and Nampula)

#### *Evaluator’s comments:*

The programme has to a *medium* extent achieved the planned results in this outcome area.

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<sup>4</sup> Fortunately, the baseline for the Embassy program (2014) and the new baseline narrative for the 2016-2019 Norad programme have improved the conditions for future monitoring and evaluation.

Re. 1), 9 500 is an impressive number of members been trained. The plan does not suggest a fixed target, but mentions 20.288 members “in the project areas do not have knowledge about their rights according to the land law” (NPA 2011:6). One can therefore expect that almost 50 % of the members in “the project areas” (not defined/delimited) have been trained. Anyway, this is about ‘output’ rather than ‘outcome’. The claim that they “show strong knowledge of legal issues, making their voices heard and reporting land and other rights violations leading to..[the several real outcomes]” is definitely about significant outcomes, but the claim is not backed by evidence. If 9500 were well trained, why is there no information about the number of “land and other rights violations” having been reported? Why are there not more narratives about ‘rights claiming’ as a consequence of what we earlier defined as ‘pro-active’ capacity building?

Re. 2), 3) and 4), the numbers of local outcomes seem to be quite low. However, 17 associations legalized and 7 community land tenure certificates obtained are according to NPA Mozambique a good result. These outcomes depend on extremely cumbersome legal processes, with officials at many hierarchical levels not knowing well how to handle the process, until the results are gazetted by the government in Maputo. Besides, the relevant training and legal assistance issues take long time to be completed in Mozambique . The 8 cases of land conflicts resolved might be a result of a high ‘re-active’ capacity.

Re. 4),, If one had known the number of communities and associations existing (and dealt with) in the “project areas”, and how many of them had *started* mentioned (para-)legal processes, one could consider progress in terms of percentage of communities having produced the mentioned outcomes. Another challenge is that the low numbers might reflect a low quality of the internal reporting system (bottom-up) of the partner organisations. For instance, “the number of on-going land conflicts being addressed”, could be an indicator which would require trustworthy and regular observations conveyed by the district unions. However, there is an in-built weakness in collecting and systematizing information from the local associations in an ‘observed change’ perspective. Moreover, NPA admits that the programme monitoring system and narrative has been very much activity based, as opposite to results-based.

Additional remark: the results report (NPA 2015) does not mention the following indicators presented in the plan (NPA 2011):

- (i) “community consultations organized through training members on land laws”. According to NPA Mozambique, all processes of land demarcation involve community consultation but partners fail to report these meetings, supporting the point we just made
- (ii) *women with land tenure certificates*. This is a key indicator within this outcome area. The program was designed with this indicator, but the partners preferred to prioritize land tenure certificates for associations and communities.
- (iii) “Committees for Management and Natural Resources being established”. NPA Mozambique informs that this has been activities carried out by ORAM,

and that many committees have been established in cooperation with provincial unions (e.g. Manica and Niassa).

***B) "Increased number of documented case stories within partners' constituencies" and other advocacy outcomes at trans-community (or national) levels***

All provincial partners are supposed to disseminate information via radio programs, pamphlets and awareness raising sessions to its members on where to access relevant assistance, legal support and how to proceed in case of dispute.

The national partners (UNAC-central and ORAM-central) should have documented and monitored national and foreign companies investing in natural resources, and on its effect of the small scale farmers livelihoods. This type of evidence from research should be submitted to the government authorities, other decision making entities and the public.

The results of these activities were reported to be (NPA 2015):

- 1) Partners UNAC and ORAM, representing their members, organized radio and TV round-table debates to explain the processes for acquiring DUAT Land Tenure Certificates in Mozambique. "These debates promoted national phone-ins from small-scale farmers who wanted clarifications on their delayed processes".
- 2) 5 studies for evidence-based advocacy by UNAC and ORAM (on ProSavana impact and funding scheme).
- 3) Open letter to Mozambican, Brazilian and Japanese presidents shared in national, regional and international conferences (one in 2012 and five in 2014) influencing revision of ProSavana ToRs: on standby for further inclusion of CSO's input".
- 4) ORAM accepted as a member of the International Land Coalition (ILC) and National Rural Development Resources Management Committee where ORAM brings their constituencies' concerns into account
- 5) UCA signed a cooperation agreement with Sweet Potatoes research institution-CIP for seed distribution to small-scale farmers' members' associations in Niassa. As a result of this agreement UCA members are benefiting from improved seeds

*Evaluator's comments:*

The programme has to a *large* extent produced desired results in this outcome area.

Re. 1), it would be useful to offer information about the number of mass media appearance (including participation in TV debates by the organisations). It is very useful to provide anecdotal information about the impacts of certain media appearances, as done in the results report for 2014.

Re. 2), the submittance of studies/reports are outputs rather than outcome. Claims about outcomes of these products, such as "[s]tudies .... referred to in debates in media" and "[g]overnment accepted to include and consider the recommendations coming from the studies" (NPA 2015:6)] are interesting and deserve more documentation – in particular when it relates to a big policy issue such as ProSavana.

Re. 3), this information might substantiate a planned key outcome [along with items 1) and 2)]: “Raised visibility and capacity of partners to defend farmers’ rights through increase of position papers and studies submitted to government”. The influence, in terms of ProSavana being on stand-by for further CSO’s input and its ToR being revised, is a remarkable achievement and deserves more documentation.

Re. 4) and 5), these are examples of ‘claiming rights’ in unexpected contexts: in international and national institutional settings, and when facing external actors and defending rights in economic bargaining. They could rather be presented under the next outcome area (see 4.2.A).

#### **4.2. Outcome area II, ‘Organizational development for advocacy’**

Outcome Area II was defined this way:

*“All NPA Partners improve their organizational capacity to do advocacy at local, provincial and national levels.”* (NPA 2011)

Again we discuss the extent of achievement of the planned results in relation to each of the outcomes envisaged in the 2012-15 programme for this area.

##### ***A) UNAC and ORAM including their provincial branches represented in political consultations” and other organisational outcomes***

UNAC was supposed to have facilitated the creation of provincial and district unions. UNAC-central and ORAM-central were to be trained on how to use the evidences from field (action research, lessons learnt) for lobbying and advocacy towards private sector and government at national level.

The provincial partners are supposed to have organised training at provincial and district level on strategic planning, negotiation skills; gender policies elaboration, financial management. Furthermore the provincial partners are supposed to have organised training on how to link up their provincial and district activities with national policies and impacts.

The results of these activities were reported to be (NPA 2015):

- 1) 02 provincial commissions (Niassa and Nampula)
- 2) 02 district commissions in Cabo Delgado are registered

##### ***Evaluator’s comments:***

The programme has, apparently, to a *small* extent achieved relevant results in this outcome area. However, some considerations could challenge this observation.

First, this outcome area overlaps very much the preceding one (see 4.1.B.), which showed impressive results. Indicators such as “number and type of political consultations where

UNAC and ORAM including their provincial branches are represented” and “use of evidences from field (action research, lessons learnt) for lobbying and advocacy towards private sector and government at national level” could be used in either area.

Second, the establishment of these commissions takes long time and is a very bureaucratic process, requiring legalization of the entities, starting from the district or province and ending with publication in the national bulletin.

Third, the whole outcome area II (“organizational development for advocacy”) is an arena for capacity building. Table 4 (partly repeating Table 3) shows that the training activities of the partner organisations serve to “link up (...)provincial and district activities with national policies and impacts”, a key indicator. There is a fair connection between the various organisational levels when it comes to capacity-building in gender, land rights and ‘advocacy agents’.

Table 4: type of training mentioned, and which sub-units participated.

	Training courses	UNAC	UPCT	Sub-units	UCA	Sub-units
<i>“Men/ women in UNAC’s/ORAM’s associations claim their rights”</i>						
A	WCDI – Women Can Do It,	x	x	X	x	x
	A1.UNACs WCDI program in 3 provinces.	x	x	X		
B	Land law		x	X	x	x
C	Defence of natural(and mineral) resources		x	X		
<i>“Organizational development at all levels, for advocacy “</i>						
D	Associativismo,		x			x
D	D2.Associativismo and leadership					x
E	Advocacy	x	x	X	x	x
	E1. UNAC training ‘agentes de advocacia’ in 4 provinces	x			x	x
F	Legal assistance				x	x
G	Basic course, Natural resource mngmt.7 days, district centre			X		
H	Participation					x
	H2.How to use local ‘consultative organ’ for our needs					x

***B)“The proportion of women in leadership position within UNAC’s and ORAM’s constituencies increasing” and other gender- (and age-) related outcomes***

All partners were supposed to organise WCDI training to make women more active and better represented in decision-making bodies. Furthermore, UNAC-central and ORAM-central are supposed to have trained women and young members on how to develop lobbying strategies with decision makers for their positions/ proposals. And they are supposed to conduct meetings and debates for approval of internal policies to promote the number of women in leadership positions and in their staffs. Finally, four partners (UCA, UPC Tete, ORAM Manica & UGCAN) were supposed to train association members – women and men - on income-generating activities.

The results of these activities were reported to be (NPA 2015):



- 1) Increase in women representation in management boards from 65 to 85 and 3 women becoming leaders in their organizations
- 2) Women and youth commissions established in UNAC
- 3) Strategic plans are in place for all partners with gender and HIV/Aids policies and internal regulations
- 4) approx. 150 farmers (60 female) are as a result of training engaged in income-generation activities

Evaluator's comments:

The programme has to a *medium* extent achieved the expected results in this outcome area.

Re. 1), the 'management boards' should be specified. Probably, they refer to the boards of local associations in the 'project areas'. An increase from 65 to 85 is substantive, but what counts is the number of women being *presidents* of the associations and district (or zonal) unions. UCA reports that that 57 of its 68 associations have female leaders (UCA 2015:3) – if UCA means female presidents, that is indeed an impressive number, which should add up the final results report from the programme. Of course, what counts is not merely the number of women in leadership positions but also the capacity of women to exercise the leadership tasks.

Re.2), UNAC 's narrative annual report for 2014 proves that there are women and youth commissions established at the national level, but they give no hints about how many provincial unions have set up women's commissions (UNAC 2014:29-31). Moreover, an important outcome is the emergence of 'lobbying strategies' among women and young members, but the report says nothing about that. However, one can regard the establishment of women and youth commissions as strategic organizing in order to prepare for lobbying actions. For example, women in UNAC and ORAM have participated in establishing Rural Women Assembly Forum.

Re. 3), the policies and internal regulations on gender lacks clear baselines against which to be measured. While the number of women in elected positions ("orgaos sociais") has increased, the number of women in the staff remains almost negligible. Again, UCA may serve as a positive exception/example. 7 of their staff of 21 are women, and 6 of these women were among the 14 who received training in results-based planning (UCA 2015:3). See table 5 depicting women's share of various categories of the organization.

Table 5: women share of various categories of the organization

	Female-led	Among members/grassroots	Among staff
TETE province (UPCT)	Yes	1/3 of district's delegates	(2-3?) of 16
CHANGARA	?	?	
Changara, Nthemangao	-	15 of 35 (8 of 15 present)	
Nthemangao Management comm.	-	04 of 12 (0 of 5 present)	
Adesmuchu women group	(Yes!)	23 of 23 (10 present)	
TETE, women group	(Yes!)	25 of 25 (13 present!)	

NIASSA province (UCA)	-	57 of 68 =leaders of associations	7 of 21
LICHINGA	-	?	
Lichinga, Lussandanha	Yes	? (11 of 18 present)	
Lichinga, Naossa	-	60 of 140 (8 of 20 present)	
Lichinga, Emalica	-	? (4 of 9 present)	
UNAC/NATIONALLY	- (Yes: 3/11 provinces)	60 % of all members 70 % in Adm.council: 50 % in General Assembly	Less than 10 % (5-6?) of 67

In sum, the current situation observed in Niassa, Tete and the members' 'social organs' at the national level of UNAC bodes for some optimism regarding gender.

Re.4), the number of farmers, being engaged in income-generation activities as a result of training, is very low. Improved reporting may increase the number considerably. One could draw on UCA: they write that that 1803 women have an increasing economic influence, and that "115 women in 11 associations have benefitted from economic empowerment" (UCA 2015:4).<sup>5</sup>

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<sup>5</sup> In Lichinga, the WDCI and other gender training activities seemed to have a deep impact on the communities visited. The men held that they had taken over domestic work – preparing food, washing clothes – to give the wives more time for economic activities away from home. The women confirmed this information.

## **5.Key aspects of the organization of the programme**

### **5.1.Responsiveness of the partners to the support provided by NPA**

All the partners visited showed a *very high* degree of responsiveness to the support provided by NPA, underpinned by a deep trust in the Norwegian organization after many years of partnership. Their trustful responsiveness can be read in the documents analyzed by the evaluator (see Appendix 2). The plans of the Mozambican partners show a clear willingness to learn the language, and rapidly over time also the practice and meaning, of results-based management promoted by NPA. The narrative annual reports, as well as the multi-year reports of results, demonstrates will and capacity to communicate with NPA in a format that supports the cooperation.

Whether this responsiveness reflects a high, even too high, dependence on NPA is an important question. Being too responsive can lead to submissiveness. As one of the partner organizations expressed it: “We need the aid from NPA for yet many years, ‘cause we are still children (*ainda somos crianças*)”.<sup>6</sup> In spite of this, the evaluator noted a sufficient sense of responsibility and ownership of the programme. The modus operandi of NPA in Mozambique has been evolving from direct management of activities to indirect management, and from fragmented projects to a more connected program of cooperation, proving that the Mozambican partners have increased their ownership of the programme. Their ownership is close to absolute when it comes to planning and implementation of activities, and it is increasing in the realm of programme planning.

### **5.2.NPA’s value added to the partners**

*What is the role of NPA Mozambique towards the partners? (in addition to financial and administrative relations)*

All the partner organisations agreed that NPA provided a lot of value added – (*or mais-valia, valor acrescentado*). The points of views can be grouped around various dimensions:

First, the immediate technical-advisory value of NPA. NPA contributes to the basic organizational development of its partners. As the president in Tete said: “Now we know how to run an organization”. To NPA this is a result of its role. “We are not merely money providers, but partners, in constant informal dialogue without imposing things”. One NPA officer emphasizes their flexibility, another their principle of solidarity, as the sources of this basic added value. An outside observer underlines the patience, the long-term commitment to a partner and to a country. NPA officer: “When seeing a weakness, we deal with it. Other NGOs, when seeing weakness, abandon the partner. We ‘fix’ organisations, other INGOs come in after we have worked with the partner and say - This is a very good one”. A partner representative confirms this: “NPA does not intervene

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<sup>6</sup> This statement wants perhaps to say the partners still need technical advisory support from NPA especially to improve monitoring and reporting skills.

directly, but helps us to solve our problems through strategic training etc. NPA helps us see problems in advance”. This social capital created by long term and trustful cooperation can lead to higher levels of cooperation.

Second, the political culture value of NPA. On the one hand, “NPA contributes to our development of policies and plans”. NPA officer: “We made UNAC capable to make contextual political analysis. Now it mobilizes for peace, saying ‘war destroys our land’.” On the other hand, NPA encourages a democratic culture of sharing – within the organization, and between organizations. It promotes horizontal learning and exchange of experiences. This leads to a new dimension of value added:

Third, the ‘multi-scale networking’ value of NPA. This is vastly appreciated by all partner representatives. NPA gathers all its partners in the country and in the Southern African region regularly. NPA supports bilateral contacts South-South, with neighbouring countries or with countries on other continents, as in the advocacy work related to the ProSavana programme, deepening links with organizations in Brazil.

Fourth, the women’s empowerment value of NPA. At very local levels, but also at other levels, the Women-Can-Do-It (WCDI) stands out as a particular empowerment-through-networking strategy. As a partner representative puts it: “Only NPA could have done WCDI. The other NGOs offer training in gender as ‘transversal’ theme, not a concrete day-to-day activity/practice.”. WCDI is by all the partners pointed out as the single biggest success story brought to Mozambique by NPA. UNAC’s spokesperson says that “the *Mulher-pode-fazer* was of immense value...it revolutionized our movement”.

Finally, the advanced managerial- professional value of NPA. Bringing results-based management (RBM) to its partners and to Mozambique has been one of the bigger challenges for NPA the recent years. NPA officer: “There is no culture of indicators or results-based management in this country”. Embassy officer: “It takes time to make the partner understand RBM”. As noted earlier, the partners have embraced RBM in its formal aspects – e.g. in the language and set-up of plans, reports and other documents. It remains to be seen if this value added will be observed in all the practices of the partners. RBM might be deeper embedded in the partner organizations if it is justified by democratic rather than technocratic values. In other words, RBM stands stronger if the plan has been democratically elaborated, and if achieving the goals of the plan is a question of accountability, of internal democracy, of peasants’ power.

### **5.3 Need for re-alignment between the Norad and the Embassy Programmes.**

*Is the programme overlapping with the Embassy programme? How could this overlapping be mitigated/eliminated?*

The two programmes do not overlap geographically, at least not below the province level; but to some extent they overlap thematically and administratively. Particularly for the provincial partners, and for NPA itself, a realignment will make planning, monitoring, reporting, accounting, auditing and other administrative procedures fare more rational. A

realignment may lead to a further deepening of existing activities, stronger connection between program components, and thus better management of the programme(s).

The grassroots seem to be very motivated for a merger of the two programmes, particularly because of the Conservation Agriculture (CA) component of the Embassy programme. There is a rumour that CA reduces costs (by reducing inputs) and increases harvests, thereby improving the well-being of the peasant families a lot. In all the communities visited, we asked about their knowledge as well as opinion of Conservation Agriculture. In Lichinga, they had already started to practice some methods that were similar to CA. These practices can be regarded as a function of training activities. Table 6 shows the diffusion of certain sorts of productivity-oriented training.

Table 6: type of productivity oriented training, and which sub-units participated.

	Training courses	UNAC	UPCT	Sub-units	UCA	Sub-units
I	Conservation agriculture (and related techniques)		x			
	I1.Related ecological techniques				x	x
	I2.Exchange experiences, seeds, Chimoio.			x		
	I3. other agriculture techniques.				x	x
J	Cattle raising at the district centre.			x		
K	Business plan.				x	x
L	Danida courses, Maputo, Tete (3 days Casa Agraria)?			x		

However, there are at least two ‘problems’ with realignment which should be considered.

First, it will put UNAC-central in a difficult position. To avoid issues pertaining to the political autonomy of UNAC-Central vis-à-vis the Mozambican state and the Norwegian Embassy, it is better to continue to support UNAC-central via the Norad programme of NPA. This can, however, contribute to increase the disconnectedness between UNAC-central and the provincial unions. NPA could contribute to reduce that danger, by actively involving UNAC in the monitoring of the Embassy programme, and making UNAC-central a key partner in Conservation Agriculture in Mozambique. For UNAC, this could be a ‘natural’ part of its climate change (adaptation) policy. Bringing-in UNAC is particularly important as long as ProMAC, the other large agriculture program supported by the Norwegian Embassy, implements CA components without cooperating with the organized peasants movement.<sup>7</sup>

Second, when merging the Norad and Embassy programs, there is a danger that technical-economic issues of agriculture development might dominate. The components championed by NPA’s Norad programme are clearly political-organisational, of cooperativism/associativism, land rights, women’s rights and other advocacy issues. The embassy program will “contribute to increasing agriculture production, , productivity and competitiveness at the peasant members’ level” (see Appendix 3, on UPTC 2014).

<sup>7</sup> The Norwegian Embassy should see to that the ProMAC programme works closely with NPAs partners in the provinces where it operates.

The latter might be more popular than the former among the peasant members. The Embassy programme might shift the balance between advocacy work and productivity orientation of NPA's total development programme in Mozambique. However, the grassroots members have self-interests in maintaining the balance, as they are aware of other peasants losing land. And NPA may constantly remind their partners to produce and report results for all indicators in their plans.

## 6. Other issues raised

### 6.1. Unsustainable organizations?

The evaluator has observed that there is a negligible collection of own revenues, in terms of members' fees, among district, province and national organizations.

Table 7: Members' financial contributions (entrance fee=*joia*; annual fee=*quota*) in MT.

	Individual entrance fee	Individual Annual fee	Association-to-local-union annual fee	Local union-to-provincial. union annual fee	Provincial union-to-UNAC annual fee
TETE province (UPCT)	("600")	("600")		3000 (600?)	5000
Changara, Nthemangao	500	240	600		
Adesmuchu women group		(120)	600 (?)		
Tete, women group		(1200)			
NIASSA province (UCA)		("50")	("1500")	2000	5000
Lichinga, Lussandanha	350	30	300		
Lichinga, Naossa	200	50	500		
Lichinga, Emalica	350	50	750 (350)		

If the evaluator has obtained reliable insights into the finances of the organizations, 'own revenues' are meagre, covering 1 per cent or so of the expenditures of the organization. The bulk of own revenues is annual fees, or dues, paid by the members. While it is very positive that UNAC has institutionalized membership fees, efforts should be made to make the members pay higher dues. The expenditures to be covered by the dues should be defined by the partner organizations in their budgets, e.g. so that the own revenues are earmarked to important and popular activities benefitting the members. The UNAC interviewees emphasized, without being asked, that 'sustainability' is an increasingly important parameter for the organization. The provincial unions (UPCT and UCA) seem to prefer business-type activities in order to increase the own revenues. Whether this is the appropriate way towards financial and organizational sustainability, should be discussed with/by the partners.

### 6.2. Disconnected partner organizations?

#### *UNAC – ORAM*

UNAC and ORAM are different types of organizations (member based social movement and NGO, respectively), and they seem to be complementary also in their geographical coverage of communities. In some thematic areas they should consider working together in closer manners (e.g. in the work with DUATs), because one organization (ORAM) possesses more experience and expertise than the other. But they do not seem to cooperate much at the national level. In some areas they do cooperate, as in the ProSavana case, but here too they seem to avoid making studies and statements together. Perhaps the reason is political differences, or different philosophies, and in that case the lack of cooperation is healthy to make a really pluralist society.. The annual meetings of

NPA and all its Mozambican partners, as well as the regional gatherings of NPA and partners, may induce closer collaboration in the coming years. Moreover, NPA Mozambique refers to excellent examples of cooperation at provincial and district levels. In Niassa, ORAM works with land demarcation and establishment of natural resource management committees, meanwhile UCA promotes social mobilization with the associations in the same communities.

*UNAC – provincial unions (– INGOs)*

The combination of disconnectedness between UNAC and its provincial unions, in a bottom-up perspective, and the excessive bureaucratic centralism in top-down perspective, has created concern among the main international counterparts of UNAC and its provincial organizations. As argued earlier, it seems that these concerns are a bit exaggerated. With recent democratic elections in UNAC, and with joint annual gatherings of UNAC and its international partners in the future, the internal and external relations of UNAC are likely to be improved.

*Provincial unions – district unions (UPCT x UCA)*

The difference between UPTC and UCA are telling. In UPTC, only half of the 14 district unions pay membership fees, and yet they can participate and vote in annual general assembly, and participate in training activities . In UCA, all the zonal unions do pay their fees. If not, they are closed off from services and meetings offered by UCA. UPTC have started, though, to sanction district unions that have not held their annual general assemblies; they are denied access to the Provincial General Assembly. As mentioned earlier regarding the financial sustainability of the UNAC movement, they cannot afford to offer ‘public services’, for free. In order to enhance cohesion in the organization, based on close interdependence between grassroots and province leadership, the problem of ‘free travelers’ should be addressed.



## 7. Conclusions and recommendations

1. The Mozambique Development Programme of NPA is of high relevance to the current context. Mozambique needs to shift its investment and development priorities, and thereby undertake a redistribution of its national resources, towards agriculture and in particular to the family-based smallholder sector. This makes well-organized advocacy and lobbying on behalf of the rural and peasant population, which is the main objective of the NPA programme, a key issue in Mozambique.

2. At the same time, given a patrimonial state based on personalist rule, politics centred around ‘big men’, lack of distinction between public and private affairs, blurred lines between state and ruling party, and clientelism and cooptation strategies towards ordinary people’s representatives, there is a desperate need for rural movements that are independent, democratic and strong. NPA’s main partners, UNAC and ORAM, are willing to meet this need. In particular, UNAC and its provincial and local organisations are unique in Mozambique by representing rural, genuine and clear constituencies in terms of mass membership, internal formal democracy and a fairly effective functioning.

3. However, the representativity of UNAC has to be claimed by facts coming out of the planned membership roll in 2016. It is reasonable to believe that the number of members, both in terms of local associations and individual members, is much lower than what has been claimed in the reviewed documents of NPA and UNAC. Moreover, there are many push and pull factors that make the social base of UNAC very ‘productivity oriented’ - for example, the increasing levels of illiteracy and chronic poverty in the rural areas. The building of advocacy and lobbying capacities may, in this context, be a top-down exercise, which strengthens the control of the organization by a small number of staff and leaders. Connecting the grassroots, the provincial and national layers of the organization in the advocacy work is a major challenge.

4. Notwithstanding low quality of the baseline of the 2012-2015 program as well as its monitoring and reporting system, the programme has achieved mixed results in comparison with the plan and what could be expected.

Outcome area I, ‘Rural men and women claiming rights’, has still a long way to go particularly when it comes to “increase the number of women with land tenure certificates” and other outcomes at the community level. Outcome area II, ‘Organizational development for advocacy’, has to a medium extent achieved the planned results. There is a positive trend towards the election of women in leadership positions at local, provincial and national levels. On the other hand, no emergence of explicit ‘lobbying strategies’ among women and young members can be observed. The share of women among the staff is still extremely low. UCA/Lichinga provides a positive exception in this regard.

5. However, the results are quite impressive regarding advocacy outcomes beyond the community-level, e.g. at national and even transnational levels. Advocacy against (or towards) the ProSavana program stands out. “UNAC and ORAM – including their

provincial branches – represented in political consultations” is an objective that likewise has been pursued well.

6. Among the partner organisations we find a very high degree of responsiveness to the support provided by NPA. The evaluator wonders if the responsiveness is too high, when observing their smooth adaptation to the language and managerial techniques of the international NGOs, to the point that it may lead to submissiveness. On the other hand, the sense of ownership of the programme is clearly on the rise.

7. NPA’s “value added” is considered to be very high among the interview persons, and the evaluator agrees. Five types of ‘value added’ is being accomplished: first, an immediate technical-advisory value, in terms of a trustful and non-imposing approach to partners; second, a political culture value; third, a multi-scale networking value; fourth, the women’s empowerment value of NPA, spearheaded by the Women-Can-Do-It activities; and finally, an advanced managerial-professional value, advocating the principles of results-based management. However, the monitoring and reporting system of the partners are very much activity-centered, opposite to results-centered. The high responsiveness to NPA and NPAS’s added value are not matched by the quality of the information collected and by the capacity to report on results/ changes resulting from the programme. This shows that the potential for cooperation and synergies between NPA, UNAC and ORAM is not well enough taken care of.

8. Regarding the on-going realignment between the Norad and Embassy programmes of NPA in Mozambique, the two programmes are found to be quite complementary, and a merger might produce positive synergies. However, the evaluator identifies two challenges. The support to UNAC and ORAM at the national level might be kept under the Norad-umbrella, with good reasons, but that might strengthen the extent of disconnectedness between UNAC-central and the provincial branches. The reorganization could also increase the gap between advocacy work (controlled by UNAC and ORAM headquarters) and the agricultural productivity-oriented work (controlled by the provincial organisations). The Embassy program might tip the balance between political-organisational and economic-technical components, and give the upper hand to the latter.

9. Among other issues raised, is the lack of strategy to increase the financial sustainability of the partner organizations. Their own revenues, mainly in terms of membership fees/dues, seem to be less than 1 per cent of their total budgets. Increased cooperation between UNAC and ORAM, e.g. in terms of joint studies and statements, should also be addressed.

## **Recommendations**

- a) NPA’s programmes in Mozambique should continue – it should maintain the same objectives as in the 2012-2015 period and keep the same partners. The emphasis must continue to be on organizational development for improved

- advocacy work. This is particularly important if, or when, a merger with the more productivity-oriented Embassy program takes place.
- b) The advocacy work at the community level, “to make men and women in local associations claim their rights”, should be strengthened. That includes paying more attention, and allocating more resources, to the ‘basic’ work of legalizing associations, producing land certificates, and promoting women’s organizational and economic empowerment. The merger with district-oriented components of the Embassy program might help bring more momentum to this work.
  - c)
  - d) The objective of increasing the number of “women with land tenure certificates” should be critically reassessed with the partners, who prefer to prioritize land tenure certificates for communities and associations. The advocacy work at the provincial level needs to be defined and planned. The new institution of (recently elected) Provincial Assemblies should be approached in order to test its potential to build new arenas for advocacy and political consultations.
  - e) The ‘agents of advocacy’ training project of UNAC should continue. It should create stronger connections between the advocacy work at local, provincial and national levels among members in elected positions. Advocacy work must not be the exclusive domain of hired professionals.
  - f) UNAC-central should be invited to take a monitoring and advisory role in the province-based components of the new (realigned) programme.
  - g) UNAC-central and ORAM-central should be encouraged to formulate joint activities with joint goals
  - h) The socio-structural challenge of illiteracy in the rural areas should (again) be put on the agenda. This challenge could be met in combination with the mentioned emphasis on community work and building of local associations. Experiences from the Paulo Freire-inspired adult literacy campaigns of MST in Brazil, as well as experiences from provinces (Cabo Delgado, Nampula, Niassa) with literacy programs, of which some are supported by the Embassy-programme, could lead to a roll-out of an alphabetization campaign to selected districts in certain provinces. Of course, NPA could link up with other INGOs having more experience in this field.
  - i) The baseline for the next programme should gain insights into the exact number of local associations, individual paid-up members (men/women/youth) in these associations, the size of entrance fees and annual membership fees/dues at the various levels of the organization, the existence of communities with/without DUATs, localities (*localidades*) with/without Natural Resource Management Committee, the number of women in elected positions etc., in clearly defined geographical ‘project areas’. This baseline exercise can be combined with the efforts of provincial unions to build a membership data base and a simplified mechanism for annual ‘bottom-up’ reporting, including of “existing land situation” (certificates, conflicts etc).
  - j) A staff audit, and the elaboration of a plan for staff/human resource development combined with a clear gender policy for the human resource management, should be carried out with the partner organizations

- k) A clearer strategy with well-defined milestones/targets should be set for building women and youth commissions at various levels within UNAC and for elaborating 'lobbying strategies' among women and young members.
- l) A strategy for increased financial sustainability, based on own revenue sources, should be developed in a dialogue between the partner organisations and their INGO counterparts.

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## **APPENDIX 1**

### **Schedule in Mozambique and people met**

Place / Date / Persons met / Position and institutional affiliation

#### **OSLO**

04/08/2015, Claudio Feo ,NPA Head Office Advisor on Mozambicaue.

25/11/2015 Claudio Feo

#### **TETE PROVINCE**

##### *Tete city*

09/11/2015 (and 11/11/2015). Hironcina T.Casimiro and Julio Mariano (advisors), NPA (APN) Tete/Manica office.

09/11/2015 (and. 11/11/2015). Dorica Amusse Nota (president) and Antonio Germano (executive coordinator), UPCT.

09/11/2015. Américo de Conceição (provincial director of agriculture), Tete.

##### *Changara district*

10/11/2015. Fabio Vermis (president) and 14 members of the association in Kapachica Village, Nthemangao sub-district.

10/11/2015. Domingo Boneca (president) and 4 members of the Natural Resource Management Committee, Nthemangau sub-district (location: Kapimbi Village).

10/11/2015. Mineria Selejo (president) and 4 baord members of 'Adesmucha' Women's Group, Vila de Changara.

##### *Tete city*

11/11/2015. 12 members of the Grupo Mulher-Pode-Fazer, Vale de Nhartando.

#### **NIASSA PROVINCE**

##### *Lichinga city*

12/11/2015 (and 06/11/2015). Salimo Amini (president), Paulo Imede (executive coordenator) and 6 staff members, UCA.

##### *Lichinga district*

13/11/2015. Candida, president of Lussanhanda Zonal Union of Peasants (União de Zona), and 18 members representing 8 associations.

13/11/2015. Alberto Monamusse, president of Naossa Zonal Union, and 20 members representing 5 associations.

13/11/2015. Sadiq Omar, president of Emalica Zonal Union, and 9 members representing 4 associations.

**MAPUTO**

16/11/2015., Luis Muchanga (executive coordinator) and Bartolomeu Henriques (programme officer). UNAC, Sede Maputo

16/11/2015. Dulce Mavone (coordinator of the Secretariat) and Lorena , Abel and Carla (surnames missing) (staff, advisers). ORAM: sede nacional,

16/11/2015 Diamantino Nhampossa (country representative), Centro Cooperativo Sueco/ "We Effect".

17/11/2015. Kjersti Lindøe (first secretary) and Carlos Mate, Royal Embassy of Norway, Maputo.

17/11/2015. Vivaldino Obadias Banze (adviser, civil society and advocacy), CARE International Mozambique.

18/11/2015. Bente-Topsøe-Jensen (consultant). Debriefing from mid-term review of ProMAC in the Royal Norwegian Embassy.

18/11/2015. Pierluigi Agnelli (director), Helvetas.

19/11/2015. Frank Phiri, Fernando Quembo, Orlanda Lampião and Joseph Matongo (advisor/programme officers) NPA (APN) Maputo Office.

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## APPENDIX 2

### Type of training mentioned, and women's share of participants.

(See Table 3 explaining the logic of Capital Letters A. to L)

	<b>Training courses</b>	<b>Women/all</b>
TETE province (UPCT)	Endless need of 'capacitation'. 3 full-time trainers, This year 3 from each district, 6 courses at provincial level: B.Land law;C..Natural /mineral resources, D.associativismo, A.WCDI, gender, I.conservation agriculture. E.Advocacy	1/3 1/3 of all participants
<b>CHANGARA</b>		
Changara, Nthemangao, Base association	I2. Exchange experiences, seeds, Chimoio. J. cattle raising at the district centre. UPCT: among 3 to participate in courses in Tete	0/3 0/3 0/4
Changara, Nthemangao, Natural Resource Management Committee	G.Basic course, 7 days, district sede. L.Danida courses, Maputo, Tete (3 days Casa Agraria. B.Land law (UPCT), C.Defence of natural resources (UPCT)	? ? ? ?
Changara, Adesmucha	A. WCDI, (2006, Chimoio, 5 days, 3 trainers from Norway)	5/5
TETE, women group	A. WCDI, (2006, Chimoio, 5 days, 3 trainers from Norway)	5/5
NIASSA province (UCA)	Last year 4 themes: B.Land Law,, F. Legal assistance, A.Gender/WCDI; I1.Agriculture technics, K.Business plan.	? ?
<b>LICHINGA</b>		
Lichinga, Lussandanha	All courses, of 18 present  F.Legal assistance. A.WCDI. 9 of 12 women present. K.Business plan. (First, make a survey). I1.Abdur (?) organico I1.Agriculture. Rotation of cultures. I3.Agriculture. Features, qualities of each plant. D.Associativismo. Everybody in the board knows their role. H2. How the 'consultative organ' (of posto administrative) can respond to our needs	9/16  ? 9/9 ? ? ? ? ? ? ?
Lichinga, Naossa	All courses: all 20 present participated  B.Land law. D. Associativismo, leadership. A.WCDI. UCA. 'Replicated' with 70 women	8/20  ? ? 3/3
Lichinga, Emalica	All courses: all 9 present participated  A.WCDI. 2 of the 9 present. Passed on to 10 others. – B.Land law H.. participation (the president) I1Composto organico	4/9  2/2 ? 0/1 ?
UNAC/NATIONALLY	E1.Agentes de advocacia. 4 provinces (incl Niassa). 4 trainers, 40 being trained in each province so far; 4 moduls á 1 week. A.WCDI: 'revolutionized our movement'. Own WCDI trainers in 3 provinces (incl.Tete), ToT ="mulheres focais".	? /160 ?



## APPENDIX 3

### Partners' documents: Towards results-based planning and reporting?

By Einar Braathen, NIBR

#### ORAM (2011)

**«Plano Estratégico 2012 a 2017». Maputo, Setembro de 2011.**

ORAM's Strategic Plan 2012 to 2017 (ORAM 2011) follows the strategic plan for 2006 to 2011, without reference to any evaluation of that preceding period.. Much space is allocated to a general presentation of ORAM (p. 1-9) and a situational (SWOT) analysis of opportunities and threats, and strengths and weaknesses respectively perceived by the organization (p.10-17). The strategic plan itself is not presented until chapter 7, on five pages (p.17-22). There is no clear link between this plan and the situational analysis made in a preceding chapter.

The strategic plan describes the overall objective of ORAM and its main areas of activities (e.g. “security of the tenure and use of land and natural resources), named “strategic directions”. There are five them, but the document does not indicate any priority between them.. Under each ‘strategic direction’ there are listed “strategies”, which are merely a set of concretization of activities (“e.g. ”. “civic education of the legislation on tenure and use of land”” – “”seminars”, “production of pamphlets” etc). Strategic direction 3 (“Rural movement”) and 4 (“Gender”) stand out with some hints about desired outcomes or goals – e.g. “sensibilization of communities” and “women’s access to land and natural resources”.

Nevertheless, two basic components of a plan are completely missing: First, the operational concretization of goals, in terms of definitions (or indicators) of what is for example “access to land”. Second, a concrete setting of targets (e.g. “twice as many women with access to land in 2017 compared to in 2011“. These shortcomings might have been adequately addressed in a logical framework (quadro lógico), supposedly being presented in annex II. Unfortunately this annex was not part of the copy the evaluator received from APN.

#### UNAC (2014).

**“Relatório Narrativo Annual. Reforço das Capacidades daUNAC de Influenciar as Políticas de Desenvolvimento a Favor do Desenvolvimento Sustentável”. Maputo, Dezembro de 2014.**

UNAC's narrative annual report (UNAC 2014) is structured around four well-formulated ‘Strategic Objectives’ (SOs). Under each SO a number of activities or events are presented, and some of the presentations end up with a summary of ‘results’. Most of these results are actually outputs from the activities, typically a conference ‘resulting in’ a certain policy declaration or other kind of statement. And none of the subchapters dealing

with the strategic objective discusses to what extent, and how, the ‘results’ of the activities have furthered the strategic objective. There is no account of the kind of progress made after the previous annual report was produced.

The subchapter re. SO1, “Promote and strengthen peasant organizations to improve the provision of services to its members” report mainly on ‘ordinary’ meetings or conferences organized by UNAC. Whether this indicates a ‘strengthening’ of the organization is not approached. Only the final fourth activity is related to services to its members (assistance to advocacy training etc in the Nampula province). Regarding the list of results from this activity in one of its provinces, a “mechanism” to monitor a land conflict (with a private company) is listed. This is a very relevant and interesting output, but the reader is left with no idea as to how this mechanism has influenced the conflict. If not any such outcome can be reported, at least the expected outcome could be described in order to report on it in the next annual report (e.g. for 2015).

The subchapter on SO2, “Promote actions to increase the production and productivity and access to the market” contains less than 1 page and reports only the participation of one person in the annual forum of IFAD in Rome. Not a single word describes how this travel has been/will be followed up afterwards in UNAC and how it will contribute to the SO2.

The subchapter on SO3, “Strengthen the participation of the peasants and their organizations in the processes of designing, implementing and monitoring policies” is very lengthy and detailed (18 pages) participation. It mainly describes internal activities/conferences in UNAC, without assessing the number of peasants (members) participating and the progress made since last year. Fortunately, the last 3 pages deal with one of the main public policy issues in Mozambique currently: the ProSavana agriculture program of the governments of Mozambique, Brazil and Japan. The report is very detailed about the national and international advocacy work dealing with ProSavana. However, there is no account of the status of ProSavana at the moment of report writing. Has it been halted? Redesigned? And there is no statements regarding the possible influence of the advocacy efforts on the ProSavana policy.

The subchapter on SO4, “Consider aspects of gender, youth, hiv/aids and environment in all the activities of the movement”, brings claims about many significant outcomes of the gender work. Unfortunately, there are few numbers or facts that can make it possible for others to verify these results. Nevertheless, the main weakness of this subchapter is that it does not account for how the mentioned aspects have been mainstreamed in the organization, as suggested by the wording of the SO.

The conclusion of this annual report presents ‘perspectives’ which resembles a ‘forecast’ of planned activities for the next year. More interesting is the list of ‘lessons learnt’. For sure, this list could have been elaborated much more.

#### **UPTC (2014?)**

**“UPCT Historial e Objectivos”.** Undated. União Provincial de Camponeses de Tete.

The document reproduces the six ‘strategic objectives’ (SOs) defined in the Strategic Plan of December 2012. Two of the objectives are singled out as covered by the NPA/Norad programme:

SO2 – “Strengthen the peasants cooperative movement (*movimento associativo*) at the grassroots level and guarantee the contribution of entry fees (*joias*) and annual membership fees (*quotas*). Measures:

- Training in cooperativism and elaboration of statutes.
- Visits to monitor the district (peasant) unions and spaces for social participation at the grassroots level.
- Disseminating the mission and vision statements of the movement.

SO 6 – “Influence the process of getting land titles (documents of right to the use of land, ‘*DUATS*’) and advice the members in the solution of land conflicts”. Measures:

- Training in the legislation of land, mines, forests and wild life. Negotiations when communities are consulted. Regulation of resettlements.
- Legal assistance in the legalization of local associations and their land.
- Mediation in land conflicts.

The NPA/Norwegian Embassy programme covers five of the six objectives. The mentioned SO2 and SO6, as well as:

- SO 1 - “Improve the provision of services to the members and the institutional strengthening of UPCT”. (This is also, in practice, coinciding with the NPA/Norad programme).
- SO 3 – “Contribute to increasing agriculture production, productivity and competitiveness at the peasant members’ level”
- SO 5 – “Contribute to the competitiveness in the value chain related to the local and provincial market”.

(SO 4 – “Contribute to the increase of the creation of domestic animals among the members” has not been covered by NPA Norad/Embassy programmes).

### **UPTC (2013)**

#### **Relatório Anual 2012 for Project “Organizational and Institutional Capacity-building (‘*capacitação*’) of UPCT”**

The annual report is well structured. Every planned activity is described in detail (“attached indicator”) in a logical frame, and its ‘results/impacts’ are outlined. However, these results are usually ‘outputs’ (“plan made”), or claims of impacts such as “increased awareness” among participants of a workshop. A summary of ‘impacts’ states that “all the activities carried out in 2012 had a positive impact”, and that the local unions had been “strengthened” in terms of propensity to pay annual fees etc, Not grounded on facts, these statements are not trustworthy.

### **UPTC (2014)**

### **Relatório Anual 2013 for Project “Organizational and Institutional Capacity-building (‘capacitação’) of UPCT”**

This report takes one step further in terms of results-based management and reporting. In a log frame table the columns are ‘planned activities/inputs’, ‘outputs/immediate results, outcomes /long term results and ‘lessons learnt’. However, the results are not being measured according to strategic objectives, and what is reported even in the ‘outcome’ and ‘lessons learnt’ columns are predominantly outputs, non-measurable outcomes (e.g. “increased knowledge” of a subject) or mere descriptions of *desired* outcomes. (Positive aspect: Other donors and their fields of support are described in a reliable manner.)

### **UPTC (2015)**

### **Relatório Anual 2014 for Project “Organizational and Institutional Capacity-building (‘capacitação’) of UPCT”**

This report continues the formal progress towards results-based reporting observed in the preceding annual report.. In a log frame table the columns are ‘planned activities/inputs’, ‘outputs/immediate results, outcomes /long term results and ‘impacts’, respectively. However, the application of this framework leaves a lot to desire. Citations from a speech of the governor (e.g. “the population cannot eat coal”) are categorized as “outcome/long term result” of the International Day of peasant struggle. The report is full of detail and assessment of the activities carried out. However, ‘problems’, ‘challenges’ and ‘difficulties’ depicted in the final section of the report are not connected with own organizational development (rather lack of resources, vehicles in bad shape etc).

### **UCA (2011)**

### **Plano Estrategico 2011-2016)**

This plan is elaborated by an external expert group and contains more than 60 pages. Vision, mission, values and SWOT-analysis of the union is presented. This is followed by description of 10 different areas of interventions. It is summarized by a logical framework table with four columns: logic of intervention, indicators objectively verifiable, sources of verification, and external factors.

### **UCA (2015?)**

### **“Ajuda Popular da Noruega. Plano Multianual Norad 2012-2015”.**

This is a 5-page summary of the results of the Norad 2012-2015 support. It proves that UCA excels a high degree of results-based management and reporting. The results are presented in a log frame with five columns: Result (desired); base situation; indicators; activities; obtained results 2012-2015.

The desired results, or objectives, were: 1)” men and women of the member associations of UCA demand their rights when they are threatened and violated by investors and persons who exploit their land and their natural resources”.

2) UCA “improves its organizational capacity to advocate and lobby at local, provincial and national levels”.

The obtained results are reported in quite numerical and precise terms, e.g.

- “3 cases of land dispute were resolved in the communities of Naossa (14 families), Mussa (27 families) and Kazisi (30 families).”
- “8 community associations of Naossa, Lussanhando, Magiga and OUA were legalized and recognized at the provincial level”.
- “1803 women have more influence and are increasingly empowered economically and participate in local actions to defend their rights; 57 of 68 community associations are headed by women”.
- “14 functionaries (of whom 6 women) trained in planning techniques. They shared their know-how with 28 members of zonal unions and 19 members of base associations”.

Still, a great deal of the reported results are actually activities, or outputs (e.g. “UCA promoted consultations with four communities”).

#### **UCA (2014?)**

##### **“Quadro de resultados de actividades realizadas no ano de 2012 a 2013”.**

The table of results of activities realized from 2012 to 2013 covers seven pages. It consists of six columns: specific objective; activity; expected result; obtained result; beneficiaries; comments. The results reported have character of outputs. However, they are related in a logical way to the expected results and 12 specific objectives, which are well connected to the two overall strategic objectives. They suggest that important changes (outcomes) envisaged by strategic objectives have been produced.

#### **UCA (2015?)**

##### **Relatorio Annual de Actividades de UCA – proyecto APN (2014).**

This 11-page annual report for 2014 presents a table structured the same way as in the report for 2012-2013. In addition, it is equipped with narratives, e.g. “The success story of the women of OAU” in the final part of the report.

#### **UCA (2015)**

##### **“Relatorio semestral das actividades realizadas de janeiro a junho de 2014”.**

This 8-page progress report for the first semester of 2014 presents a list of activities planned activities carried out, respectively. Then a log frame table presents the obtained results supported by facts (column for ‘indicators’). A one page annex provides a statement from UCA regarding a specific land conflict with a private company (Green Resources) affecting 59 families, who according to UCA accepted far too low amounts of compensation for the land taken by the company.



## **APPENDIX 4**

### **Term of References for Final Evaluation 2012-2015**

#### **Mozambique Development Programme (Draft)**

##### **1. Norwegian People's Aid (NPA) in Mozambique**

NPA is the Norwegian labour movement's humanitarian organisation for solidarity. It was established in 1939 and works through "solidarity in practice", based on cooperation between equal partners, not on charity. NPA started working in Mozambique in the 1980's to assist emergency efforts and established offices in Tete province when the Country was engaged in intense civil war. For a decade after the end of the war, NPA implemented rehabilitation and development programmes at the district and provincial levels in Tete province. This has contributed to NPA's good understanding of the challenges and opportunities in Mozambique's social, political and economic development.

Currently the NPA programme in Mozambique supports civil society organization engaged on issues related to Natural Resource Management , and in particular on redistribution of resources and land conflicts.

The main NPA partners are UNAC (Uniao Nacional de Camponeses) and ORAM (Organisacao de Ajuda Mutua) and with some of their Provincial delegations and Chapters.

The NPA support covers, between the Maputo and the Provinces, a wide range of the activities of UNAC and ORAM: from Organisation Development, to gender policy, to technical and political activities around land and resource conflicts, to technical support to agriculture activities of UNAC members.

NPA has also the ambition to improve (and rationalize) the capacity of UNAC and ORAM to relate to national, regional, and International networks.

The programme is currently funded by two sources, both Norwegian:

- c) NORAD, with ca. NOK 5m p. year through the Multi-Annual Cooperation Agreement between NORAD and NPA (NPA will enter a new agreement with NORAD for the period 2016-19)
- d) Norwegian Embassy in Maputo with ca. NOK 16m p. year (from 2013 until 2017)

##### **2. Scope**

Plans and Results of the NORAD funded Programme for the period 2012-15 (hereinafter 'Programme')

##### **3. Objectives**

Evaluate the results achieved by the Programme, and in particular:

- 7) Results in comparison with the expected results of the NPA-Mozambique Multi-Year Plan
- 8) Responsiveness of the partners to the support provided by NPA
- 9) Relevance of the Programme to the current context in Mozambique
- 10) Relevance of the Partners to the current context in Mozambique
- 11) NPA value added to the partners in addition to financial support in comparison to allocated resources.

12) Need for re-alignment between the NORAD and the Embassy Programmes

#### **4. Main questions to be answered**

- To what extent has the Programme achieved the planned results?
- To which degree have the NPA partners developed ownership of the Programme?
- What is the role of NPA Mozambique towards the partners? (in addition to financial and administrative relations)
- Is the programme overlapping with the Embassy programme? How could this overlapping be mitigated/eliminated?

#### **5. Methodology**

The consultant will design a clear methodology based on the following concepts:

- 4) Centrality of partners' plans and activities. The NPA inputs will be evaluated according to the added value and the support provided by NPA to the Partners' objectives, activities, and results.
- 5) Information should be collected from all stakeholders: NPA HO, NPA Mozambique Office, Partners, and eventually from Partners counterparts (p. ex. INGOs)
- 6) Information will be collected through three main methodologies:
  - d) Desk study of NPA and partners relevant documents (i.e. strategy, plans, reports)
  - e) Interviews to stakeholders (as in point 2 above)
  - f) Selected field visit

#### **6. Evaluation Team**

The evaluation will be conducted by one International consultant with the support of relevant staff at the NPA Maputo Office

#### **7. Time timeline**

- The evaluation is expected to start in first Week of November, 2015.
- The first draft report must be submitted to NPA by first week of December 2015
- The final report must be available by end 3<sup>rd</sup> week of December 2015
- The total nr of working days will be:
  - In Norway:
  - In Mozambique:

#### **8. Proposed locations to be visited by Consultant**

Maputo,  
Province of Tete,  
Province of Niassa