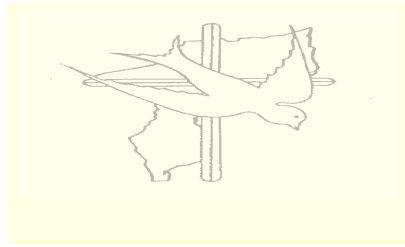


# CHRISTIAN COUNCIL OF MOZAMBIQUE



## PROJECT EVALUATION

## COMMUNITY PARTICIPATION IN LOCAL GOVERNANCE

(Maputo, Gaza, Inhambane, e Cabo Delgado)

### EVALUATION TEAM:

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## I. INTRODUCTION

Christian Council of Mozambique (CCM) has in partnership with Norwegian, Church Aid (NCA), been engaged in the implementation of a project denominated *Community Participation in Local Government, since 2005*, in the municipalities of Manhiça, Xai-Xai, Maxixe Vilakulos, Mocimboa da Praia and Montepuez.

The report presents the findings of the evaluation of the project's pilot phase and the recommendation to be considered when initiating the second phase of the project.

### I.1. EVALUATION OBJECTIVES

- Evaluate the results;
- Evaluate the challenges that emerged during the implementation of the pilot phase;
- Generate recommendations providing steps to improve future planning of interventions.

### I.2. METHODOLOGY

#### a) Parameters

The evaluation is based on the following three evaluation parameters:

- **Internal Governance:** In terms of institutional and management aspects of the project
- **Effectiveness of training:** In terms of preparation, implementation and results
- **Political acceptance of the initiative:** In terms of resistance and support from local authorities (municipal governments) and other stakeholders, such as political parties

#### b) Data collection

- **Literature review:**
- **Semi structured interviews with stakeholders** (a) Management team of CCM – National office; (b) provincial delegates; (c) district representatives; (d) trainees and (e) trainers
- **Debate meetings:**
  - Experience sharing and preliminary discussions of the findings
  - Technical meetings:

#### c) Data analysis and processing

The triangulation of data from the literature review, the interviews and the debate meeting made it possible to propose concrete and usable recommendations derived from conclusions

## II. PROJECT BRIEFING

The pilot phase of the project was implemented during the period 2005-2008 in six municipalities: Monetpuez, Mocimboa da Praia, Vilanculos, Maxixe/Inhambane, Xai-xai e Manhica. The project design and implementation was based on two objectives:

(a) To sensitise local churches to develop a working relationship with municipal councils in order to guarantee effective accountability of the later.

(b) Encourage and build capacity of communities to participate in municipal governance by monitoring municipal budgets.

The objectives stem from the partnerships that CCM and NCA has developed at regional level, and in particular the civic experiences of both organisations. It is especially worth mentioning the highly renowned project *Transforming Arms in Ploughshares* (TAE) implemented by CCM in Mozambique and the experience of NCA in establishing a partnership with South African organizations in Kwazulu Natal with the aim of building community capacity to participate in local governance. A common denominator and driving force is the challenge to construct citizenship, specifically at local level.

## III. FINDINGS AND CONCLUSIONS

The analyses of the information gathered was carried out with emphasis on three areas that was identified as structuring forces of the project:

- ***Internal governance***
- ***Effectiveness of training***
- ***Political acceptance of the initiative***

The applied method of analysis is based on the dual steps of exposing identified facts and collecting perceptions about the former followed by an analysis of the implications of the facts. Following the analysis conclusions are drawn up and feed the recommendations on how to tackle future challenges.

### 3.1. INTERNAL GOVERNANCE

In the area of internal governance the evaluation sought to identify aspects related to the formulation and management of the project in order to determine the degree of stakeholder involvement, their relationship, and respective impact on the project. Nine critical questions for the implementation of the project were identified. Formulation and management of the project was identified by the individuals or groups consulted as entrance points to the project. In this respect, four of the questions cover formulation aspects while the remaining five cover management aspects.

## Constatações

### Findings in the area of project formulation

<b>Facts/critical aspects</b>	<b>Findings</b>	<b>Implications</b>
1. Stakeholder involvement in project formulation	The project inception did not include important local stakeholders	The problems related to the formulation of the project originated in the lack of stakeholder involvement.
2. Integration and complementarities with other initiatives	A general concern is expressed on the lack of integration of the project in CCM and link and commitment with other initiatives	Another challenge which can be linked to the lack of stakeholder involvement is the notorious lack of clarity and uniformity expressed by stakeholders on the nature of the project, which hampers ownership and execution.
3. Resource partnerships	The project covers several areas and requires additional capacities	
4. Context and local stakeholders	The project formulation did not adequately consider the political, social, cultural and economic context of the localities covered. Thus, potential threats and opportunities was not identified and analysed, e.g. stakeholder expectations on personal gains such as certificates, allowances etc.	

## **Findings in the area of project management**

<b>Facts/critical aspects</b>	<b>Findings</b>	<b>Implications</b>
5. Decision process	The decision making process leading to the implementation of activities or questions related to the project is characterized by a certain lethargy, lateness and in some cases a lateness even absentee of decisions. In some cases this is conditioned by the centralized management procedures of CCM.	The Project management related constrains have resulted in a number of potential conflicts and an associated risk on its sustainability, for it has undermined the relationship amount parts in the project.
6. Funding	The availability of funds has been prejudiced by unpredictable and late transfer of fund by the funding part. Activities that are important to the methodology have not been budgeted and subsequently lack funds.	
7. Responsibilities and competences	Lack of clear responsibilities and competences at the level of CCM in general and the project in particular has been counterproductive. There is no mechanism in place to ensure the replication of the training and the mandate of <i>Fair Share</i> is not clear, which resulted in it assuming non planned responsibilities and playing a more implementing part than was initially intended.	
8. Accountability	The accountability mechanism (financial and narrative reports) did not meet the established minimum criteria in terms of format and content.	
9. Communication and monitoring and evaluation	The monitoring process lacked regularity in terms of measuring progress and was characterized by ad-hoc initiatives. The engagement of the leadership of CCM and other national level structures in monitoring the progress of the work has been minimal.	

## 3.2. EFFECTIVENESS OF TRAINING

### Findings in the area of sharing of knowledge

Facts/critical issues	Findings	Implications
1.Participants profile	Uniform criteria has not been observed, as a result people from the Churches linked to the CCM where the majority, youth and male where predominant. The majority didn't have the required school background; good command of Portuguese and knowledge of computers, the last capacity is required to analyze budget.	The findings raised did not affect the quality of the sharing of knowledge because all the process has been subjected by auto-correction which was effective. Even where lack of continuity by participants and time was observed, because the level of participants and the translation required additional time to acquire the contents and use materials provided
2. Trainers' profile	The trainers' identification criterion (Fair Share) was designed by NCA, agreed by the CCM. It has been found out that there was lack of a deep discussion on the contents which has led to a kind of an initial "conflict" between the Anglo-Saxonic doctrine ( <i>Fair Share</i> ) and Greek-Roman (CCM/CEDES/Observatório Eleitoral) as well as lack of cultural and political knowledge by the trainers that have been sorted out later on.	
3.Methodology	The methodology used during the seminar seems to have met the participant's nature and the project need. Therefore, the space given between the training sessions and delay on starting up the sessions together with the absence of incentives created divisions within the teams which has led to lack of participants continuation/regular presence.	
4. Working language	The training sessions have been provided using English language with the support of interpretation to the Portuguese language and the use of non translated materials and out of the context of Mozambican reality, transferring this role to the interpreter.	
5. Working materials	The training materials are useful even tough in English later translated to Portuguese (in South Africa) and improved has the sessions went one.	

### Findings of the development of Capacities

Facts/critical issues	Findings	Implications
6. knowledge assimilation	More awareness and sense of responsibility by the participants and organizations that they represent so that the citizens can exercise citizenship	The impact of the findings, it guarantees the sense of participation/citizenship and helps the government to understand that the people have the right to be heard and the community must understand its role
7. The use of the knowledge	Use of the knowledge acquired in the design of new initiatives of monitoring the local governments and its use in ongoing projects either in the contents or in the methodology used.	

### 3.3. POLITICAL ACCEPTANCE OF THE INICIATIVE

<b>Facts/critical issues</b>	<b>Findings</b>	<b>Implications</b>
1. Political environment	The project has been implemented in the same time as some political party processes and was also subjected to political interpretation/connotation by the authorities and communities been regarded as an opposition party initiative.	The possibility of giving a step back has also been considered because of the government first reaction but this possibility was replaced by the challenge of involving and getting the government collaboration
2. Reaction of the Municipality	At first the majority of the people regarded the project as a threat to the political power. But as a result of dialogue now there is enough knowledge between them about the role of the project and they are also giving their collaboration in providing and publishing documents and invitations to the local assembly sessions	



## IV. CONCLUSION

- In terms of ***Internal Governance*** it is important to highlight the emergence of ongoing signs of uncertainty and lack of motivation caused by disparities in the project implementation which can also be seen as risk to the credibility of the project (including to the credibility of the institution and/or continuation of the project at all levels of the project implementers and stakeholders such as the Municipalities;
- In terms of the ***Project Effectiveness***, the contribution of the project was the capitalization of the Know How generated from the project in other initiatives (as part of or complement of the project), this can be regarded as the contribution of the project to the local citizenship being this an important factor for its continuation and;
- In what refers to the ***Political Acceptance of the Initiative*** it is to highlight that the project has open space so that this and other similar initiatives including those resulting from the capacities generated from this project implementation and others can find a good environment and cooperation in the people living in the Municipalities targeted by the project,

In general, we can come to the conclusion that there have been ownership of the contents provided by the training sessions which has also made possible the sustainability of the participation/citizenship and not necessarily the ownership of the project, leaving this as challenge for future actions.

## V. RECOMENDATIONS

The team of evaluation taking into account what have been analyzed in the 03 pillars (Internal Governance, Effectiveness of Training and Political Acceptance of the Initiative) of the project evaluation has grouped and recommends to each of the partners of the project and to the group as whole the following recommendations:

- That the process of the project design and review is participatory, involving all direct partners and a broader discussion and sharing of the project information and the resulting contribution must be taken into account while implementing the project at all levels with the participation of all the targeted groups;
- That more autonomy is given to the organization operative structures linked to the project implementation in terms of functional articulation and technical and financial support. This must be on the basis of an institutional policy of decentralization which provides to the project managers more responsibility and role of protagonists;
- That there are institutional conditions to allow more information sharing, documentation and participation of all in the project implementation monitoring as well as the in the disbursement likelihood;
- That technical partnership and networking are established at the content level, especially in what refers to use and share existing capacities at all level targeted by the project, within the organization and national working networks, working in collaboration with the regional and international networks that can contribute to the project;
- That an organizational policy of Incentives/stimulus is designed to allow a better commitment of the people in the Municipalities so that there is responsibility and commitment and;
- That there is a strategy of permanent dialogue with the local governments so that the levels of interaction are consolidated.

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## INCIDENCE OF INTERVIEW

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## **LIST OF PARTICIPANTS (MEETINGS)**