

THE MINISTRY OF WOMEN AND CO-ORDINATION OF SOCIAL
ACTION IN MOZAMBIQUE (MMCAS) AND THE ICELANDIC
INTERNATIONAL DEVELOPMENT AGENCY (ICEIDA)

EVALUATION OF CO-OPERATION AND PROJECT ACTIVITIES

JÓNÍNA EINARSDÓTTIR, PH.D.
ANTHROPOLOGIST

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LIST OF ABBREVIATIONS

AVIMAS	Association of Widows and Single Mothers
Danida	Danish International Development Assistance
DNM	National Directorate for Women
FRELIMO	Mozambique Liberation Front/Frente de Libertação de Moçambique
GDI	Gender-related Development Index
GEM	Gender-empowerment Measure
GO	Operative Group for the Advancement of Women
GoM	Government of Mozambique
HDI	Human Development Index
HPI	Human Poverty Index
IMF	International Monetary Fund
ICEIDA	Icelandic International Development Agency
MMCAS	Ministry of Women and Co-ordination of Social Action
NGO	Non-governmental Organisation
PARPA	Action Plan for the Reduction of Absolute Poverty
DPMCAS	Provincial Directory of Women and Co-ordination of Social Action
PRS	Poverty Reduction Strategy
SADC	Southern African Development Community
SWAP	Sector Wide Approach
TA	Technical Adviser
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund

EXECUTIVE SUMMARY

Current evaluation was undertaken as stipulated in an *Agreement*, signed on August 16, 2000, by the *Ministry of Women and Co-ordination of Social Action* (MMCAS) in Mozambique and the *Icelandic International Development Agency* (ICEIDA). The *Agreement* is valid for a period of four years and outlines institutional support, training and education of staff, prevention of and combat against violence against women, support to income-generating and self-employment activities for women and assistance to relevant NGOs as possible fields of interventions.

At national policy level in Mozambique there is a commitment to promote the participation of women. The country has one of the highest percentages of women as members of Parliament in the world. However, at lower levels of the civil service the situation is not as promising, and 90% of all women live in rural areas and are engaged in subsistence agriculture. According to the Human Development Index (HDI), Mozambique is one of the ten poorest countries in the world. Despite economic growth in the last decade, poverty remains a serious problem, in particular among the rural population, and the Gender-related Development Index (GDI) has only marginally improved.

MMCAS was established in the year 2000 to actively work for the advancement of women. The *National Directorate for Women* (DNM), a Directorate within MMCAS, has the role to define and promote the implementation of programmes that advance the situation of women and the family, always with the gender perspective in mind, as well as coordinating gender related activities. Within the DNM, the *Department for Women and Family* was created to (1) conceive, plan, lead and supervise the programs that assist women in accordance with specifically defined policies; (2) give technical support in relation to gender issues within the programs to combat HIV/AIDS; and (3) conceive public education programs that promote women's rights and to help stop violence against women. At a national level this work is complemented and supported through the Provincial Directorates (DPMCAS).

The *Contracting Parties* agreed on that the DNM and in particular the *Department for Women and Family* would be the focus of the collaboration. In accordance with the *Agreement*, a four-year *Cooperation Program* should be defined and agreed on. No such document exists. Nevertheless, specific activities have been agreed on and implemented. The collaboration can be categorised into following fields: physical infrastructure, capacity building, provincial support and assistance to NGOs as well as the provision of technical assistance (TA).

In light of the short time-span of the *Agreement* and ongoing project activities it is possible to only partially evaluate efficiency, i.e., to what degree the outputs achieved derive from efficient use of financial, human and material resources. From what can be observed on site and analysis of available documents, the financial management is characterized by firm rules for accounting and use of resources appears to be sensible. On the other hand, some routines for documentation within the project could be improved. It is recommended to establish routines for a more detailed, systematised and assessable reporting of the outputs, i.e., the activities actually carried out. Likewise, the biannual meetings with representatives from ICEIDA and DNM could be used as an opportunity to evaluate the activities implemented and as a planning session for the near future.

The *Agreement* aims to improve the capabilities of MMCAS, in particular DNM, in work towards improved gender equality at national level through support to physical infrastructure and capacity building. The structural component, i.e., the provision of furniture, equipment and office material, has been effectively accomplished and contributed to a working environment with positive effect on working spirit and facilitated output of work. Likewise, education and training, both formal and informal, has so far been appropriate and important for the function of DNM and advanced the capabilities of staff in their work to enhance gender equality at national level.

Considering the huge task facing the MMCAS/DNM, additional external funds, besides those available from ICEIDA, are needed. Thus, it is recommended that MMCAS staff together with ICEIDA and its TA analyse the educational and training needs and conceive a project program for capacity building of staff that would allow MMCAS to benefit more from sector-wide approach (SWAP) funding than currently is the case.

The collaboration has contributed to some positive unintended consequences. Through better working environment and increased professional capabilities within the DNM, it has enhanced respect from outside and self-esteem among staff, but at the same time it may have contributed to certain imbalances within MMCAS.

ICEIDAs support, through funds and the active engagement of the TA, has strengthened DNM in their efforts to collaborate with relevant NGOs. On the other hand, too rapid expansion of collaborating NGOs in terms of finances, activities carried out and membership base may result in management problems and consequent mistrust that may erode the willingness of voluntaries to work and donors to support activities.

The financial and technical support given to DNM has been important for its establishment as a Directorate within MMCAS. Thereby the first steps have been taken in creating governmental institution devoted to work on gender issues, more precisely to assist vulnerable women, combat discrimination and social exclusion and to promote women's rights, in collaboration other governmental bodies and the local communities. This is line with the aim of the *Agreement*, i.e., to benefit vulnerable women and their dependants at the local level. However the project does not have clear instruments that allow evaluation of the impact of implemented activities on intended beneficiaries.

The relevance of the objectives stated in the *Agreement* are highly relevant and in line with Governmental policy in Mozambique as well as that of ICEIDA. The *Agency* has consciously avoided participation in SWAP funding and continued to give support along the lines of project approach in collaboration with government institutions. The support can thus be defined as complementary to that of other donors.

Considering the emphasis the Government of Mozambique (GoM) has put on poverty reduction and gender issues one must conclude that the DNM has come to stay. Thus, DNMs existence is not dependent on ICEIDAs assistance, while its daily work would suffer set-back in case the support would suddenly be withdrawn. The same applies for activities carried out by NGOs. Yet, all education and training is by definition a sustainable activity for the individuals involved, governmental as well as voluntaries.

In order to enhance chances of sustainability and success of project activities it is important to identify NGOs for collaboration that already have demonstrated their local engagement, as well as capacity in financial management and implementation. At the same time, one must be aware of that excessive concern about sustainability may automatically contribute to the exclusion of support to the poorest and most vulnerable groups.

It is recommended that in discussions about renewed *Agreement*, following options should be considered:

1. ICEIDA continues with the structural support and assistance with capacity building of MMCAS/DNM-staff and assistance to training and supervision within the Provincial Directories (DPMCAS).
2. MMCAS and ICEIDA conceive a project program for capacity building of MMCAS to facilitate successful participation in SWAP funding. This may require a locally recruited short-term consultant familiar with SWAP funding routines.
3. ICEIDA gives support to one of the Provincial Directories, e.g. Maputo Province, and in such a case should consider collaboration with relevant NGOs within that province.

4. ICEIDA continues with the collaboration with the NGOs AVIMAS and Costa do Sol.
5. A decision on support to the establishment of a Shelter and Counselling Centre for battered women and their children in Maputo should be taken after a thorough study of similar projects elsewhere in Africa and the actual situation in Maputo City.

Regarding the future engagement of TA in the project activities, following two options should be considered:

1. TA with a new job description will be primarily located at MMCAS. Emphasis should be put on the TAs active involvement in gender training, policy making as well as project and budget planning. ICEIDA should also consider a redefinition of the role of the TA to include responsibilities over all upcoming ICEIDA assisted activities within the social sector.
2. Terminate with TA within MMCAS while continue the support to MMCAS and relevant NGOs in forms of funds for training and structural support. An administrator located at the ICEIDA headquarters in Maputo would supervise the collaboration with MMCAS, relevant NGOs as well as all other ICEIDAs assistance to the social sector in Mozambique.

As a final remark, it is important to consider that Mozambique has a heterogeneous population in terms of religion, culture and social organisation. Mozambican women are too often regarded as a homogeneous group of subordinated and helpless victims, burdened by traditions. Gender relations are variable within the country, and they are not static and unchangeable. Women and economically disadvantaged groups should be regarded as a resource and normal citizens. In this context, ICEIDAs support to strengthen their rights and livelihood is a small but an important contribution.

TABLES

Table 1: Geopolitical and socio-economic indicators

Population (July 2003 est.)	17.5 million
Annual population growth rate (2003 est.)	0.82% annually
Total fertility rate (2003 est.)	4.87 children born/woman
Surface area (km ²)	799,380
People per km ²	22
<i>Per capita</i> GDP (2000)/PPP (1999) (US\$)	230/861
GDP growth rate (%) (1996-99)	≈10%
Human poverty index (%) (2001)	69,4
Literacy (2003 est. for age 15 and over)	
• <i>total population</i>	47.8%
• <i>male</i>	63.5%
• <i>female</i>	32.7%
Safe water within a distance of 1 km	
• <i>urban</i>	74%
• <i>rural</i>	32%
Adequate sanitation	24%
Contraceptive prevalence rate	
• <i>male</i>	7%
• <i>female</i>	5%
Maternal mortality <i>per</i> 100,000 live births	600-1,5 00
Life expectancy at birth (2003 est.):	
• <i>total population</i>	31.3 years
• <i>male</i>	30.98 years
• <i>female</i>	31.63 years
Infant mortality rate (2003 est.):	
• <i>total</i>	199 deaths/1,000 live births
• <i>female</i>	180.61 deaths/1,000 live births
• <i>male</i>	216.85 deaths/1,000 live births
Sex ratio (2003 est.):	
• <i>at birth</i>	1.03 male(s)/female
• <i>under 15 years</i>	0.98 male(s)/female
• <i>15-64 years</i>	0.95 male(s)/female
• <i>65 years and over</i>	0.7 male(s)/female
• <i>total population</i>	0.96 male(s)/female

HIV-seroprevalence (% 15-49 years)	
• 1988	3,3
• 2002	16,7
• 2008 (estimate)	17,1
• people living with HIV/AIDS (2001 est.)	1.1 million
• deaths (2001 est.)	60,000

From diverse sources, see *References*.

Table 2: Gender gap: regional variation.*

Province	GDI	HDI	Gender gap
<i>Niassa</i>	0.246	0.267	-0.021
<i>Cabo Delgado</i>	0.199	0.219	-0.020
<i>Nampula</i>	0.227	0.245	-0.018
<i>Zambesia</i>	0.183	0.202	-0.019
<i>Tete</i>	0.275	0.292	-0.017
<i>Manica</i>	0.303	0.320	-0.017
<i>Sofala</i>	0.300	0.323	-0.023
<i>Inhambane</i>	0.341	0.352	-0.011
<i>Gaza</i>	0.338	0.345	-0.007
<i>Maputo Prov.</i>	0.431	0.435	-0.004
<i>Maputo City</i>	0.620	0.622	-0.002
<i>Mozambique</i>	0.304	0.317	-0.013

*UNDP, *National Human Development 2001*, p 29.

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THE SETTING

Geography and Environment

Mozambique has a population with about 18 million inhabitants. Its land size is 799,380 km² with a cost-line of 2,575 km along the Indian Ocean. It has borders with Tanzania in the north, Malawi, Zambia, and Zimbabwe in the west, and the Republic of South Africa and Swaziland in the south. Mozambique is divided into the North-, Central- and South-regions by the rivers Rio Zambezi, Rio Save and Rio Limpopo. Mozambique has eleven provinces divided into totally 140 districts. In addition to the capital Maputo, other major cities are Beira, Nampula, Pemba, Quelimane, Tete, Angoche and Xai-Xai.

History

The inhabitants of Mozambique are the descendants of Bantu-speaking people from West Africa, who set up a network of kingdoms in southern Africa during the period 100-400 AD. They introduced iron-making technologies into the region and combined the cultivation of grains, root and tree crops. In the 8th century the Arabs established smaller cities along the northern Mozambican coast and exercised a monopoly in trade along the eastern coast of Africa. In the 16th century the costal trade became under the control of the Portuguese and in the 18th and 19th century the slave trade was a lucrative business. Despite resistance from local authorities, in the late 19th century most of the country fell under the control of Portugal who exercised hut taxes and forced labour policy. They also rented out the available resources to foreign companies.

By the end of the colonial rule, education, health and employment opportunities for Africans were limited. Exiled Mozambicans founded the FRELIMO in 1962, with Eduardo Mondlane as a leader. Two years later the first guerrilla attacks took place in northern Mozambique. In 1969 Eduardo Mondlane was assassinated and Samora Machel took over FRELIMO's leadership. On July 25, 1975, Mozambique became independent and a single-party Marxist state under FRELIMO. Industries were nationalized and private land ownership abolished. Within one year a majority of the Portuguese settlers, most of who had moved to Mozambique in the 1950s and 1960s, left the country.

After independence Mozambique became a base for the Zimbabwe African National Union (ZANU), which angered the apartheid regimes in the neighbouring countries, Rhodesia and South Africa. After Zimbabwe's independence in 1980, the Mozambique National Resistance Movement (MNR or Renamo), a group supported in part by South Africa, started warfare in Mozambique, which lasted until 1992.

Today Mozambique is a republic headed by a president who is elected for a five-year term. The parliament consists of a 250-seat assembly whose members are also

elected for five-year terms. The first multiparty elections were held in 1994, and the second in the year 1999. The FRELIMO candidate, Joaquim Chissano, who had substituted Samora Machel after he was killed in a plane crash in 1986, won the presidency, and his party secured a majority in parliament in both elections.

Economy

Since the peace accord in 1992, Mozambique has had annual economic growth of 5-10 percent, which is among the highest in the world. Even in 2001, despite devastation from flooding, the economic growth was 13.9 percent and the growth rate for 2003 is expected to be about 7 percent. The Government has privatized a number of state-owned companies and market economy has been introduced.

Mozambique is rich of natural resources and its mineral wealth has not been fully explored. Foreign investors explore titanium and natural gas deposits, and there are coal deposits and hydropower potential. The industry is characterized by the processing of raw materials. Other industrial products are aluminium, chemical fertilizer, refined petroleum, construction materials, steel and textiles. Electricity from the Cabora Bassa hydroelectric project is exported to South Africa. The main exports are shrimp, cashews, cotton, sugar, copra, tea, and citrus. The principal imports are foodstuffs, farm equipment, crude petroleum and petroleum products, and machinery. South Africa, the nations of Western Europe, and the United States are the most important trading partners.

In terms of economic growth, recovery from the civil war was rapid, but also increase in levels of crime rates and corruption. In 1990 Mozambique was estimated to be the world's poorest nation. Widespread poverty remains a problem. In the Human Development Report (UNDP 2003) Mozambique ranks 170 out of 175 countries included. Approximately 80% of all households, and roughly 90% of all women, live from traditional subsistence agriculture. The economy is dependent on foreign aid and Mozambique has a high external debt, although it has been reduced through forgiveness and rescheduling.

Mozambican women

Mozambique has a heterogeneous population in terms of religion, culture and social organisation. About 50% of the inhabitants follow African religious beliefs, 30% are Roman Catholics and 20% Muslims, mainly in the Northern region. The biggest ethnic groups are, in the Northern region, the Yao, Makonde, and Makua; in the Central region, the Thonga, Chewa, Nyanja, and Sena; and in the Southern region, the Shona and Tonga. Small numbers of Swahili live along the coast. Groups of Europeans, Asian Indians and Chinese people live also in the country. Social organization varies with most

of the peoples living in the north tracing their descent along matrilineal lines, while the southern provinces are characterised by patrilineal kinship. The central zones have mixed customs regarding kinship organisation. Portuguese, spoken by about one fourth of the population, is the official language. It is the mother tongue of less than 2% of the population. A big majority of the population speaks Bantu languages with 13 languages most commonly used.

In line with the above, Mozambique is generally regarded as a “cultural mosaic.” Nonetheless, attempts to describe the gender profile of the country tend to give a picture of Mozambican women as a rather homogeneous group of subordinated and helpless victims burdened by traditions. For instance, a report on Mozambique’s gender profile states that, “despite their rich diversity, the customary norms share one common feature: they serve to perpetuate women’s subordinate status and to retain patriarchal gender relations in both community and private life by restricting women’s access rights to land, labour and other resources. Even in matrilineal societies women only have rights through their male relatives, i.e. brothers or maternal uncles” (Van der Bergh Collier 2000).

Lisa Ann Richey points out that “gender inequalities are often conceptualised as if they were bits of archaeological matter – social relations that were formed in some distant past but have remained fundamentally unchanged” (Richey 2000: 263-4).¹ More recent influences on gender relations are often ignored. Using the case of Mozambique, Signe Arnfred (Arnfred 2002) highlights the perseverance of patriarchal behaviour of the state from the colonial times through to the post colonial period. She maintains that all governments since the colonial time look at women as helpless victims. Arnfred argues there is no language to grasp female power in, for example, cases of matrilineal societies.

Since the 1970s, the question of women’s subordination has been an issue in feminist anthropological studies, and it was suggested that female status was higher within matrilineal societies.² Recent studies on women’s situation in matrilineal societies find women to have more authority in matrilineal societies than formerly recognized. They maintain that matrilineality has been misperceived, misrepresented and derogated by travellers, missionaries, the colonial state, non-matrilineal groups and even anthropologists. Being patrilineal was taken as natural and the norm, or no significance was attributed to matrilineal kinship as women were assumed to exclusively to have

¹ For instance, a report on the gender profile of Mozambique states that “the situation perpetuates itself generation after generation ...” (Smith 2002:1).

² See (Schlegel 1972). Anthropologists often describe matrilineal societies as characterized by tensions between husband and brother-in-law and within marriage (Holy 1996; Stone 1997). They were, and still are, documented as having high rates of divorce, individual mobility and strong bonds between mothers and their children.

rights through their brothers and maternal uncles.³ According to Carla Braga, a field study among the matrilineal Ayao in Niassa reveals that Ayao women hold a central position and a considerable share of power in the household and the community (Braga 2000). Though the “heir” is normally the sister’s son of the deceased, he functions more like an administrator than owner of the belongings. Women inherit access to land and other resources as sisters, daughters and widows, independent of the residence of the couple. Still, women have right to male labour. Indeed, Pitcher (Pitcher 2002) warns that the Mozambican Land Law from 1997 may undermine women’s access to land, firstly, due to lacking mechanisms to ensure the law and secondly, they may degrade customary practices that already give women some access to land (210-11).

Customary laws give Mozambican women varied rights and access to land, which is an important fact considering that over 90% of all women live in rural areas and are engaged in traditional subsistence agriculture. However, inequality between the sexes in terms of GDI is lower in the centre and north of Mozambique than in the southern four provinces. A marked regional asymmetry is observed, with the worst figures for the rural areas of the north and center of the country in terms of the concentration of the economic activity, as well as in terms of HDI.⁴ The advantage women may enjoy in matrilineal societies is not reflected in GDI, which measures the average disparity in achievement of life expectancy, educational attainment and income between women and men. Access to land or labour within the subsistence agricultural sector is not included, and in the rural areas most people live on agriculture, and do not earn a wage. The bulk of the limited wage labour available goes to men, for instance the formal sector accounts for about 9% of rural male workers, but less than 2% of rural female workers.

The situation of Mozambican women is unfavourable when it has to do with the formal labour market, although there is a commitment to promote women at national policy level. Mozambique has one of the highest percentages of women as members of Parliament in the world. FRELIMO has a quota system, which requires that at least 30% of the election candidates are women and the national Government has made an effort

³ See (Einarsdóttir 2000a; Gama Amaral 1990; Lerma Martinez 1989; Peters 1997a; Peters 1997b) During the evaluation in Mozambique in June-July, team leader was told that most of the women with high posts within the Mozambican administration came from the Northern region. This was attributed partly to FRELIMO’s strong position in the North during the war of independence and partly to the matrilineal kinship structure. Some other respondents argued that kinship structure did not matter as the males had all power anyway.

⁴ Those countries that have the lowest HDI also have the lowest GDI, not surprisingly the same applies for the poorest and ignored regions of Mozambique. The GDI takes the same variables used by UNDP) to construct the HDI and adjusts them to the observed inequalities between the sexes. Even though the HDI has been growing steadily for Mozambique since 1994, gains in the last few years are due almost exclusively to a sharp drop in the adult illiteracy, this rate has declined from 60.5% in 1997 to 56.7% in 2000, a reduction of 6.3% in four years See also (Van der Bergh Collier 2002-2003).

to promote gender equality. Women represent 31.4% of the members of parliament elected in 1999. In the Government 14 % of the Ministers and 31% of the deputy Ministers are women, and 31% of permanent secretaries in ministries are women. However, at lower levels of the civil service the picture is worse as 18% of national directors and 20% of deputy national directors are women. None of the 11 provincial governors is a woman, only 8% of provincial directors and 20% of deputy provincial directors. Only 5% of district administrators are women and 4% of district directors.

There are significant gender differences in education illustrated by the fact that almost half of all adult males illiterate in comparison with about three fourth of all women. There are also pronounced differences between literacy rates of women depending on their residence; almost 90% of rural women and 57% of urban women are illiterate.⁵ Parents, particularly in rural areas, do not expect daughters to find work despite education, and far too often girls become pregnant while attending school at a long distance from home. In addition, girls are expected to participate in domestic work and marry at a young age. However, in Mozambique, as in most of Africa south of Sahara, parents do not express preferences for boys rather than girls, and families do not report differences in the allocation of food to boys and girls. This is supported by nationwide infant mortality rates (see Table 1).

According to the Human Development Report 2003, Mozambique's GDI ranks 140 of 144 countries included. GDI is gradually rising, nonetheless it remains one of the lowest in the world, and Mozambique is not doing better than other countries with low rank. Mozambique had the lowest GDI in the SADC region in 1998 while the country had a Gender Empowerment Measure (GEM) value of 0.331 in 1997 ranking sixth in the region.⁶ This means that it had done better in empowering women than in human development. This improvement was mainly due to its relatively high percentage of women in Parliament. GEM for Mozambique is not included in the Human Development Report 2003.

Disparities between men and women are very slowly decreasing, which probably means that the policies intended to promote the advancement of women, in particular access to education, health and social services, are not producing any large effects. Mozambique remains one the poorest countries of the world and economic growth in itself appears not to change the relative situation of women. The Government of Mozambique (GoM) has to work actively for advancement of women, and the Ministry of Women and Coordination of Social Action (MMCAS) was established in the year 2000 just for that aim.

⁵ Proportion of girls in primary education has increased continuously since 1995 while proportion of girls in secondary education has been stable around 40.

⁶ See (SAPES 2000). The Gender Empowerment Measure (GEM) is a composite index using three indices, economic participation and decision-making, political participation and decision-making and power over economic resources.

Ministry of Women and Coordination of Social Action

The Ministry of Women and Coordination of Social Action (MMCAS), formally established in January 17, 2000, replaced the Ministry for Coordination of Welfare. According to report from MMCAS one year after its formation, the establishment of the Ministry “appears as a recognition by the Government of the role played by the Mozambican Women in the several sectors of the development of the country and has the main objective of promoting equality of rights and of opportunities between men and women in order to uplift the status of women” (MMCAS 2001:1). In addition, the report emphasises the role of the Ministry in combating poverty “given its responsibility in the integration of more vulnerable groups of the population and in the elimination of social exclusion which is common in the process of economic and social transformation and, above all, due to its role of coordinating the actions of the GoM and the civil society in these fields” (3). At a national level this work is complemented and supported through the PDMCAS.

MMCAS is divided into following Directorates:

- The National Directorate of Women
- The National Directorate of Welfare Coordination
- The Directorate of Studies and Planning
- The Directorate of Human Resources
- General Inspection
- Department of Cooperation
- Department of Administration and Finance

The National Directorate of Women (DNM) has the role to define and promote the implementation of programmes that support, assist and foster the development of women and the family, always with the gender perspective in mind, as well as coordinating organizations that interact in these fields.⁷

DNM is divided into two departments. The functions of the first, the Department for Women and Family are to (1) conceive, plan, lead and supervise the programs that assist women in accordance with specifically defined policies; (2) give technical support in relation to gender issues within the programs to combat HIV/AIDS; and (3) conceive public education programs that promote women’s rights and to help stop violence against women.

The second department within DNM is the Department of Development and Gender, which has the objective to supervise and implement policies in the fields of women and gender, co-ordinating, advising and highlighting gender issues while

⁷ See (MMCAS 2001:5) and pamphlets from MMCAS.

defining, planning and implementing (sector) development programs. Its functions are to (1) guarantee the integration of gender component in plans and programs, in co-ordination with other organizations and Government institutions; (2) promote the implementation of the Post-Beijing national Plan; and (3) promote the implementation of legislation that protects women's right in all sectors of life.

The Operational Group for the Advancement of Women (GO) coordinates its activities within DNM. GO has the task to evaluate the degree of implementation of the Government policy on women and formulate recommendations for the concerned institutions. It is a mechanism of intersectorial coordination created by the GoM in order to supervise and follow up the implementation of policies and programs approved by the GoM in the field of gender and women.

PROJECT HISTORY AND AGREEMENT

The first initiative for ICEIDAs support to MMCAS was taken in September-October 1999 in a meeting Margrét Einarsdóttir Programme Coordinator at ICEIDAs Headquarters in Reykjavík had with representatives from MMCAS. It was concluded that MMCAS needed support for its institutional building, in particular DNM, as well as support to educate women on their rights and health issues as well as vocational training and adult reading skills (Einarsdóttir 1999).

In April 2000, it was agreed on that ICEIDA should provide a technical advisor (TA) to the Ministry and give financial support for vehicles, equipment, furniture and other office material (Einarsdóttir 2000b). Drafts for job description were drawn and identification initiated of projects of interest for ICEIDAs support. On August 16, 2000, a cooperation *Agreement*, valid for a period of four years, was signed between the Ministry of Women and Co-ordination of Social Action (MMCAS) and ICEIDA, here called the *Contracting Parties*.

In Article 1, it is agreed that ICEIDA will provide assistance in the form of technical co-operation and institutional aid through specific projects to be implemented in all the provinces or in provinces to be selected in accordance with an annual plan to be presented and approved by the Contracting Parties.

In Article 2, possible fields of interventions are outlined, such as institutional support, training and education of staff, prevention of and combat against violence, support to income-generating and self-employment activities for women and assistance to relevant NGOs.

Article 3 states that actions envisaged be based on a four-year Cooperation Programs to be conceived between the *Contracting Parties* or proposed by one of them for discussion and approval. The Cooperation Programs will define the competences, responsibilities and tasks, which will be implemented in accordance with project

documents with specified objectives, activities, criteria for evaluation, and budget and funding conditions. Other actions may be agreed on and implemented.

In Articles 4 and 5, the *Agreement* specifies the obligations of the each of the *Contracting Parties*.

MMCAS has among others the obligations to follow up the *Agreement*, including the supervision of technical and financial aspects and serve as a facilitator of the entry of material goods to be used in the execution and implementation of programs. MMCAS will appoint the personnel to work with ICEIDA of field of technical advisory and provide, within its capacity and possibilities, facilities in terms of workplace for the technical adviser (TA).

ICEIDAs obligations are among others to provide and guarantee technical, organizational, material and financial assistance to programs and/or projects. ICEIDA will provide a technical *adviser* who will work with the personnel from MMCAS on training and planning and facilitate the annual planning process with MMCAS, taking part in the process of monitoring and evaluating of the programs and in the management of the resources made available

Regarding organisation of the cooperation, in Article 6, the *Agreement* stipulates annual internal evaluations and formal meetings twice a year to discuss matters of mutual interest. Further, the *Contracting Parties* agreed that an external evaluation by an independent consultant should be conducted three years after the initiation of the collaboration. According to Article 8, the *Contracting Parties* are to complement the *Agreement* with a Project Document as well as annual Action Plans that are established in line with the *Agreement*.

THE EVALUATION

This evaluation is undertaken as stipulated in the *Agreement* between *Contracting Parties*, signed on August 16, 2000. As laid out in the Terms of Reference, the purpose of the evaluation is to study activities carried out and results attained, as well as to examine possible continuation of the co-operation between the *Contracting Parties*. The evaluation should further consider the goals and purpose of the co-operation, as well as inputs and outputs and financial management; evaluate the impact for the beneficiaries; consider unintended outcomes of ICEIDAs co-operation with the MMCAS and the “micro-projects”; provide a description of major constraints and risk factors for continued co-operation; assess the degree of sustainability (as far as it is possible, having in mind that the co-operation has just been going on for three years); and finally provide recommendations regarding future co-operation.

The composition of the evaluation team was also agreed upon:

- Dr. Jónína Einarsdóttir, anthropologist, team leader
- Ms. Leontina Sarmiento dos Muchangos, Director of DNM

- Mr. Virgilio Elías V. Salomao, Head of Department of Development and Gender, DNM
- Ms. Estrela de Jesus Herculano, Head, Department of Woman and Family, DNM
- Ms. Águeda Luzia Nhantumbo, Executive Secretary, DNM
- Ms. Hulda Biering, ICEIDA, Technical Adviser

Evaluation methodology

The mission was conducted in Mozambique from June 23 to July 5, 2003. Before the mission, the team leader was given relevant project documents at ICEIDAs Headquarters in Reykjavík, complemented with preliminary discussions with ICEIDA staff. In Mozambique, information was collected through interviews with the key informants at central and provincial level and representatives of national NGOs and international donors (see List of People Met). Furthermore, the evaluation included a field visit to the Gaza Province and Maputo Province as well as the headquarters of AVIMAS. Reports, contracts and other material concerning ICEIDAs support and policy papers and reports from the MMCAS and GoM were also studied (see References). At the end of mission in Mozambique, the team leader had a final meeting with the evaluation team.

Project activities

In accordance with the *Agreement*, the *Contracting Parties* should define and agree on four-year *Cooperation Program*. To the best of my knowledge, no such document exists. Nevertheless, specific actions have been agreed on and implemented, as envisaged in the *Agreement*.

The TA, recruited by ICEIDA in February 2000, arrived in Maputo in September 2000 (Einarsdóttir 2000c). In line with the intention of the *Agreement*, the TA was to work within DNM, more precisely within the Department of Women and Family. At arrival, DNM were not only new to the TA but also other staff members. The physical facilities and material equipment of DNM was in bad shape, rain was pouring in, and there were problems with electricity and limited space. At the beginning of the contract period DNM had a provisory director, and in fact the Directorate first became a working unit when the current Director was appointed in February 2001, along with Heads of the two departments.

ICEIDAs assistance can be categorised into five key areas of activities: physical infrastructure, provision of a technical adviser, capacity building, provincial support and support to NGOs.

Physical infra-structure

Initially, at the signature of the *Agreement*, DNM had four staff members and was without access to appropriate physical facilities for the work. In February 2001, ICEIDA assisted in the rehabilitation and refurnishing of a temporary office, as well as funded the purchase of office material and other necessary equipment, including a project vehicle. The premises were however temporary and, in February 2002, DNM moved to a new and permanent facilities financed by UNFPA. This allowed all staff to work under the same roof for the first time, including the TA who had earlier had an office at the side of the Minister. At this time the number of staff had increased from four to 22, which required additional furniture and equipments financed by ICEIDA. The Icelandic Agency has since then continued to support the purchase of equipment and office material according to annual budgets.

Provision of a technical adviser

In accordance with the *Agreement*, ICEIDA has provided TA in the fields of gender issues and adult education. The TA has worked within DNM, in particular the Women and Family Department.

The TA takes part in capacity building within DNM, through organisation of formal courses and informal training. TA has assisted with internal organisation of the Directorate, and helped staff to work on their terms of reference and define tasks and responsibilities.⁸ An important element in institutional support is TAs continuous work with the staff members on writing of project documents and reports, how to conduct base-line studies and evaluations, etc. Together with staff, the TA has participated in the production of information pamphlets in English and Portuguese on DNM explaining the objectives and functions of the Directorate.

The TA has also supported the planning of projects and programmes within DNM that aim to enhance women's rights, increase awareness about gender issues, and combat violence against women and the spread of HIV/AIDS and give support to victims. In addition, TA takes part in the meetings of the Operational Group for the Advancement of Women (GO).

Capacity building

ICEIDA has funded appropriate education and training opportunities for MMCAS staff, but in particular staff within DNM.

English courses

ICEIDA has since June 2001 funded four English courses (Level I-III) and one course for revision for all MMCAS personnel; the 5th course (Level IV) is ongoing and planned to

⁸ See (ICEIDA/PSSÍ 2001).

run to the end of the year 2003. The courses have been given outside normal working hours and an increased number of students have participated. According to available information, 33 women and 16 men have passed appropriate final exams for their Level (I-III), and 30 students are currently registered for the Level IV course.

Computer courses

Besides more informal on-work-training in particular in the use of word processors, selected DNM staff has taken individually adapted courses in the use of computers. One technician within the Gender and Development Department attended an 18-month course in computer classes and finished her degree in February 2003. The secretaries have attended classes in word processing and this year four staff members will attend courses in utilization of excel and power point.

Administration and finances

One staff member has taken an administration course that ICEIDA took part in supporting. Courses in administration and finances have been offered, however due to heavy workload of the staff they have not yet been able to attend.

University studies

ICEIDA has since the February 2003 supported the Head of the Department of Women and Family to take a university degree in social sciences. This is a part-time course that allows her to continue work at the department during the studies that are expected to take four years. One staff member within the HIV/AIDS program has been given some support for transport and books for studies in Sweden.

Workshops, seminars and other related activity

ICEIDA has sponsored or co-sponsored, workshops, meetings, work-related courses and seminars on gender issues for MMCAS, DNM and PDMCAS. In addition, in 2001 ICEIDA supported a seminar for the Ministers of Social Affairs in the SADC countries when they held their annual meeting in Mozambique.

Every year since 2000 ICEIDA has taken part in the annual meeting of MMCAS' coordinating council attended by representatives from all the provinces to discuss the problems and issues at hand within the Ministry, and plan for the coming year. At the time of the evaluation, ICEIDA supported a course, which DNM staff members organized and executed for the PDMCAS, taking into account some of the findings from a base line study conducted within the provinces (see below).

Provincial support

Since May 2002, in response to a request from the Minister, ICEIDA has supported a base line study of the provincial offices of the MMCAS and supervision of the same.⁹ Four provinces were visited in the year 2002, i.e., Maputo City, Maputo Province, Gaza and Manica and additional three in 2003, i.e., Tete, Cabo Delgado and Niassa. The visits to all the provinces except Tete are already documented in detailed reports. The main objectives of the provincial visits are to:

- evaluate the capacity of personnel of the DPMCAS in general, but in particular the Head of Department, to supervise activities in the provinces and improve the provincial capacity to implement appropriate activities.
- collect information for the data bank of DNM about income generating projects for women of low or no income; projects that support vulnerable women at provincial level; and the situation of imprisoned women, with children/and or pregnant.
- reinforce and strengthen the technical capacity of the personnel of DPMCAS in the integration of gender aspects, violence and HIV/AIDS in all their plans and programs.

Support to NGOs

In addition to support to the MMCAS, ICEIDA has during the project period supported NGOs that work with issues related to gender and social welfare. Through TA and a technician for micro projects within DNM, who is involved in the support, there is a link between respective NGO supported and the Ministry.

AVIMAS

In the autumn 2000 ICEIDA initiated support to AVIMAS, a NGO established by widows and single mothers in district no. 5 in Maputo City. AVIMAS was founded in 1997 and has today almost 500 registered members. The original aim of the association was to help female-headed households and vulnerable women to fulfil their needs. With expansion of activities, the association moved in 2002 into a new building and are currently engaged in income-generating activities, such as chicken farming, sale of petrol and coal, sewing, cutting, knitting and other handicraft work. AVIMAS offers members also training and education in microeconomics of various kinds. Besides, AVIMAS has a strong community based educational focus with volunteers who visit schools and work places where they give talks on sanitation, sexual and reproductive health, HIV/AIDS, violence and alcoholism. AVIMAS has by MMCAS and Maputo City been claimed as a model NGO for their exemplary work.

⁹ In a joint meeting between the Ministry of Women and Welfare Co-ordination and ICEIDA in March 2nd 2001, in Maputo, the Minister proposed that ICEIDA would give support for visits of the Ministry's representatives to the Provinces.

Since 2000, ICEIDA has assisted AVIMAS by funding sewing and literacy courses and renovation of the office, and the TA and a technician for micro-projects from DNM have supported the association in their policy and planning activities as found appropriate. The total cost of this support is 16 564 USD.

According to an *Agreement*, assigned in May 2003, ICEIDA will continue its support to AVIMAS. This renewed collaboration aims to strengthen AVIMAS work in the area of adult education and implementation of micro-projects, and includes funds for the rehabilitation of the house of the organisation (Biering 2003). The project period is two years and budgeted for 48,000 USD.

Bairro dos Pescadores

Since December 2002, DNM, the Maputo City Social Welfare Authorities and ICEIDA have been engaged in preparation of a micro-project aimed to enhance support to grass-root projects for women in Bairro dos Pescadores. The implementation period will be two years with start in August 2003. This project includes training of women who are informal sellers of seafood and fish in various skills, including financial management. This project is a joint venture of four main partners, DNM, Maputo City, the district of Bairro dos Pescadores and ICEIDA, with ICEIDAs TA as the head of the group. The local community is involved through the representation of the Association of Fishermen and the Association of Rural Agriculture and Small Animal Farmers with about 1.300 members. Bairro dos Pescadores is one of the poorer fishing areas on the coast within the capital.

Shelter and Counselling Center

Request for assistance, currently under discussion, concerns ICEIDAs support to the establishment of a Shelter and Counselling Center for battered women and their children in Maputo City.

TERMS OF REFERENCE

In the ToR for the current mission, special attention should be paid towards efficiency, effectiveness, impact, relevance and sustainability of project activities. The definitions of these terms used in this report are based on "Evaluation of Development Assistance: Handbook for Evaluators and Managers" (Royal Ministry of Foreign Affairs, Norway, 1993).

In the *Agreement*, it was envisaged to produce a four-year *Cooperation Program*, supported by project documents (see Article 3.1). No *Cooperation Program* has been produced and agreed on. Project documents have only been written for support to NGOs, i.e., for activities outside MMCAS/DNM. These have varying degree of quality,

however improving with time, when it concerns specified objectives, activities, criteria for evaluation, budget and funding conditions. This situation is unfortunate and all the partners share the responsibility. Possible reasons can be the conditions that characterised the situation at MMCAS/DNM, particularly during the initial phase of the project implementation, but also within ICEIDA.

Lack of *Cooperation Program* and more detailed project documents in particular for activities within MMCAS/DNM causes some difficulties in the assessment of efficiency of project activities, but also of their effectiveness and impact. More detailed and systematized reporting of activities actually carried out would also have been preferable. Nonetheless, it can be concluded here at the outset that the activities implemented until the time of evaluation are all clearly in line with the intentions of the *Agreement* (see article 2).

Efficiency

Efficiency is a measure of the "productivity" of the implementation process, i.e., to what degree the outputs achieved derive from efficient use of financial, human and material resources, in other words inputs.

In principle, the input of ICEIDA is twofold, i.e., funds and technical adviser. It appears that during the first phase of the project period that no detailed budget was available and funding for activities was approved based on proposals from MMCAS/DNM or an NGO. The first annual budget (divided on activities) for the work available to me is the one for the year 2002.

Structural support

During the project period DNM has been established as a Directorate with two departments and GO within MMCAS. The number of staff members has increased from four to 27 staff members who are all under the same roof. At the outset of the project working conditions were not satisfactory and DNM went through a period of temporary housing two times. At the time of the evaluation, DNM had been for one and a half year in the present premises, which are pleasant and appropriately equipped. Although a little crowded, the personnel have a proper working place without extravagances.

ICEIDA has provided essential funds for the rehabilitation and installation of the DNM office. Total costs for furniture and equipment to May 31, 2003, are about 31,000 USD, excluding costs of a vehicle for project activities (total cost until May 31st 2003 is 32668 USD). By what was observed during the mission these expenses are reasonable.

DNM is still in need of continuing support regarding equipment and office material. During the mission it was for instance suggested that laptops, one or two units, would

be of considerable help in the work. Also, a computer monitor, screen and a binding machine would be useful. It is concluded that, in case of renovation of an *Agreement* with MMCAS, ICEIDA continues to be sensitive to provide funds for physical facilities, equipment and other office material.

Capacity building

The DNM is the most important instance within Mozambique that disseminates information about matters that relate to gender equalities, the laws that have to do with gender equality and general social rights of the population. Their role is to enhance integration of gender aspects in general, but in particular when it concerns efforts to combat violence and HIV/AIDS. The daily work is characterised by contacts with multilateral and bilateral donors, as well as NGOs. The Directorate also collaborates with institutions in the neighbouring English speaking countries. Many key working documents are only found in English. In line with this, staff members need certain level of professional competence and they are expected to write reports, work with policy issues, program planning, budgets and finances.

The project has spent considerable time and energy in increasing the capacity and education of those who work within DNM but also at ministerial and provincial level. Formal education in the English language for all MMCAS staff, individually adapted computer courses, training in administration for DNM staff and training in gender issues at central and provincial level, financed by ICEIDA, has been an appropriate input. Further, the TA has in daily collaboration with the DNM personnel, particularly the Department of Women and Family, supported the establishment of administrative routines, assisted with internal organisation, definitions of responsibilities and given assistance in report writing, etc.

The computer courses were externally contracted while the English classes have been organized by DNM and the teacher paid by ICEIDA. The English classes are conducted outside normal working hours and resulted initially in less attendance than optimal for the teaching. However, with insights about the good quality of the teaching and usefulness of certain competence in English for the work demand for participation has increased among MMCAS staff. As a result attendance has improved considerably, and currently the courses are well functioning and much appreciated among staff. Likewise have the computer courses increased working capacity among those who have participated. It is regrettable to confirm that courses in administration and finances have not been executed due to heavy workload of staff.

It is important to continue with the English courses, which have increased the language skills of the participants. Courses in utilisation of computers should also continue according to needs, and teaching in use of statistical packages such as SPSS,

databases, accountancy programmes, etc. should be considered. In addition, staff members need to be continuously updated within their field of speciality, i.e., on gender issues, poverty alleviation, violence, HIV/AIDS, and legal concerns related to these.

Technical Assistance

As agreed on by the *Contracting Parties*, ICEIDA has provided a technical adviser from the outset of project implementation. The current TA is a qualified teacher with a Master's degree in adult education and extensive experience in grass-root women organisations in Iceland. To facilitate her entry, before arrival and initially also in Maputo, she received training in Portuguese.

As evidenced from the above, DNM hardly existed at the arrival of TA to Maputo. In a minute from October 13, 2000 TA explains that she was "stepping into a completely new department that is still working on how their functions will be in the future." (MMCAS 2001). Although, having her office next to the Minister until February 2002 when DNM moved into the current premises, TA work was from the outset defined within DNM, and in particular the Department of Women and Family. It became evident during mission that TA has had good working relations with her counterparts, as well as with other colleagues within DNM. Working relations between TA and staff can be characterized as relaxed and support given both as professional as well as moral. TA has acted more like one of the team rather than an outside donor, and this is appreciated within DNM. According to some staff, TAs familiarity with the working conditions of staff has contributed to understanding and trust between ICEIDA and DNM. TA has convincingly directed to the ICEIDA felt needs within DNM and the Agency has responded rapidly to requests from MMCAS/DNM, at times urgent ones. This flexibility has been highly appreciated and the support has in many aspects been crucial for day-to-day running of DNM.

In conjunction with other NGO oriented and experienced personnel within DNM and its philosophy, the professional background of TA has been appropriate and has contributed to strengthen the grass-root focus of the Department of Women and Family, as envisaged in the *Agreement*. Further, as some other staff, TA has background within the field of education, an experience reflected in organisation of formal education and direct involvement in informal training of staff and members of NGOs.

Although English is an important working language within MMCAS/DNM, Portuguese is absolutely the most used language for verbal communication and writing. TAs lack of fluency in Portuguese may have hampered her more active involvement and participation in larger, and more formal, meetings and formal teaching.

Conclusion

The current project is still ongoing and it is only possible to partially assess to what extent it has been efficient. At the same time, it is prudent to remember the short time-span of project activities, i.e., it has been in implementation for just less than three years. From what can be observed on the site and available documents, the use of resources in the project appears to be reasonable. During the mission there were not voiced any complaints or suspicion about misconduct in financial matters or any other worries regarding financial management. ICEIDA applies a typical project approach with stringent rules for accounting and inputs (costs) have been available for specified activities (see appendix). On the other hand, more detailed, systematised and assessable reporting of the outputs, i.e., the activities actually carried out, should be applied. Likewise, the biannual meetings with representatives from ICEIDA and DNM could be used as an opportunity to evaluate the activities implemented and as a planning session for the future.

Effectiveness

Effectiveness relates to the extent to which the objective of a project has been, or can be expected, to be realized.

Assessment of effectiveness presupposes that project objectives have been unambiguously and operationally defined so as to be verifiable. Activities implemented within MMCAS/DNM are based on the *Agreement*, sometimes backed up by documents however with varying levels of clearly defined objectives and measurable criteria for evaluation. Project documents with specified objectives, activities, criteria for evaluation, budget and funding conditions have only been formulated for support outside DNM/MMCAS, it is for collaboration with NGOs, but also for the provincial visits, as these are defined as base line studies.

Collaboration with MMCAS/DNM

The main purpose of the *Agreement* is to improve the capabilities of MMCAS, in particular DNM, in the work towards gender equality at national level, as well as improvement in living conditions for vulnerable women and their dependents. In order to achieve this purpose ICEIDA has provided a structural component, TA and support for capacity building within MMCAS/DNM. TA and funds have also been made available to enhance educational and income-generating projects for vulnerable groups, i.e., within AVIMAS and the project in Bairro dos Pescadores.

What regards the structural component, i.e., provision of furniture, equipment and office material, it has been effectively accomplished and crucial for the establishment of

DNM. ICEIDA has thus contributed to a pleasant working environment that can be expected to stimulate satisfaction and wellbeing of staff with potential positive effect on working spirit. Likewise, it is reasonable to assume that access to appropriate equipment and capability in its use will increase output of work.

On the process level, courses have been arranged from other institutions or conducted within MMCAS/DNM. Training, formal and informal has been an important part of the project activities, and enhanced the capacity of the human resources. It can be concluded that the support to capacity building so far has been appropriate and important for the function of DNM. The purpose of the educational and training activities is to advance the capabilities of MMCAS, in particular DNM, in the work towards gender equality at national level.

Considering the huge task facing the MMCAS/DNM it is not realistic to expect the Government to be able to finance necessary activities without additional external funds, besides those available from ICEIDA. In a report from MMCAS one year after its formation in the year 2000, MMCAS recognises need for training of its personnel “in the fields of management of resources, data and information, and public information.” (9), and calls on all partners to make efforts “to cooperate so that the Ministry can implement with success its mandate and fulfils its objectives” (10). That call has seemingly been ignored. MMCAS has not been successful to attract much financial support from the larger donors through basket funding or SWAP.¹⁰ This can partly be explained with inadequate planning and routines for accountancy within MMCAS, but also the lack of interest on behalf of donors, who emphasise mainstreaming as their approach to resolve gender disparities.

It is proposed here that achievement of advance in the capabilities of MMCAS should be evaluated in terms of its success to attract funds through SWAP. For such an achievement improved capacity of the human resources is needed. In light of the above, it is desirable for MMCAS/DNM to scrutinize seriously in what way ICEIDA can support capacity building with the aim to allow MMCAS/DNM to benefit more through

¹⁰ The larger donors all give support through SWAP, which implies that in case the macro and sector level policies and management are weak, no support is seen as likely to yield sustainable benefits, in whatever form it is given, and the donor role should be limited to policy dialogue and analysis (See (Brown, et al. 2001:46, 66) and (Foster and Fozzard 2000)). During the evaluation mission in Mozambique some voiced concerns that MMCAS has been relatively weak in policy formulation, planning and financial management. This is painfully visible by the fact that “despite their enormous role, they are the least supported ministry by the GoM and very few donors have pledged their support” (Smith 2002:5). Besides ICEIDAs support, currently DNM implements a project, financed by UNICEF, to combat HIV/AIDS and violence. Further, MMCAS has been supported by UNFPA, co-funded by Danida, the Dutch Embassy and the Swiss Development Cooperation, to formulate a Strategic Gender Plan. This Plan, still not official, is described as a valuable first step towards a fully-fledged policy document, but concern about financial management capacity within the Ministry still persists.

SWAP funding. Thus, with that aim in mind, MMCAS staff together with TA should analyse the educational and training needs and conceive a project program for capacity building of staff.

Collaboration with NGOs

ICEIDAs collaboration with AVIMAS is based on two project documents. The first, dated January 9th 2001, regards ICEIDAs financial support for AVIMAS sewing classes, literary courses and inner capacity building during the year 2001. The objective is to equip AVIMAS with the technical and material capacity to implement profitable activities for family subsistence. Besides material support AVIMAS also received informal training in administration and application procedures through collaboration with TA and DNM technician responsible for micro-projects.

The second project document, from March 2003, outlines assistance to the adult educational centre of AVIMAS for the project period 2003-2004. This document reflects a clear qualitative advance in relation to earlier project documents. However, as the project period is just beginning it is far too early to estimate whether this collaboration with AVIMAS is effective. Renovation of the house was ongoing during the mission.

One must conclude that ICEIDAs collaboration with AVIMAS has been effective in terms of activities implemented. Since 2000, AVIMAS has expanded both in terms of membership and work undertaken. Its administration is well organised and their educational activities have been successful. As a manifestation of AVIMAS activities and vitality, it was awarded a status as an exemplary NGO by MMCAS and Maputo City.

ICEIDAs general commitment to support grass-root organisations working within the fields of gender equalities and women's advancement coincides with the interests and working policy of DNM, in particular the Department of Women and Family. The Department aims to obtain its objectives through collaboration with governmental and non-governmental institutions. As such, DNM relies on local NGOs and has a technician who is to collaborate with them on micro-project implementation. This technician has been engaged in ICEIDAs support with local NGOs, such as AVIMAS. The emphasis on NGOs within DNM is also evidenced in the reports from the provincial visits. During all the visits a considerable time was spent to collect information on provincial NGOs that aim to improve the situation of women in terms of professional skills, income generating activities and social rights. Thus, it can be concluded that ICEIDAs support, through funds and active engagement of TA, has strengthened DNM in their efforts to collaborate with relevant NGOs.

Impact

Impact includes both positive and negative consequences, foreseen and unforeseen ones. Impact can vary with time, thus attention must be paid to short- and long-term impact, for individuals, groups and at institutional level.

Support to MMCAS/DNM

The project has brought into being some positive unintended consequences. Within MMCAS, DNM staff express that DNM has become somewhat of a model unit, which offers them, as well as other personnel of MMCAS opportunity to study English. Likewise, opportunity to work with computers not only increases the output of work, it also contributes to respect and self-esteem. Being able to distribute information pamphlets about MMCAS/DNM at international meetings and within the country has the same effect. In addition, DNM is frequently chosen as a meeting place for intersectorial meetings and working sessions, due to pleasant environment, good facilities and access to computers and printer. On the more negative side however, other Departments of MMCAS do not enjoy same access to material equipments and materials, something that creates imbalance within MMCAS.

Finally, considering the enormous expansion of DNM in terms of personnel and activities since the initiation of ICEIDAs support, and the repeated moves from one working place to another, the somewhat *ad hoc* planning and lack of strict budgeting in particular characteristic for the first part of the project period, may have had some advantages as it has contributed to certain flexibility. Nonetheless, more strictly formulated project documents would have been preferable.

Support to AVIMAS

Although supported by other donors, ICEIDAs support has been crucial for the building of the organisational capacity within AVIMAS, as well as in their educational activities and other more outreach activities. Activities within more and more fields have been implemented and may risk overloading the association. Administrative capacity is crucial to fulfil planned activities so as not to suffer setbacks after a quick expansion. Most of AVIMAS work is done by unpaid voluntaries and their activities reach a large population. Increased flow of money requires proper bookkeeping routines and transparency in the use of funds in order not to loose trust, which easily can destroy the organisation. Any misconduct with finances erodes the willingness of voluntaries to work and donors to support activities. It is also important not to loose the focus on poverty reduction and gender awareness that has characterised the organisation from the beginning.

Finally, AVIMAS small headquarter is in the process of being renovated and equipped, with ICEIDAs support. This attracts thieves and, thus, security issues must be resolved, which means additional running costs for the association.

Conclusion

Elimination of all forms of discrimination and social exclusion is an over-riding intention of the *Agreement*, something one cannot expect to achieve. To benefit vulnerable women and their dependants at local level is more realistic, however there are no instruments that allow evaluation of the impact of the implemented activities on beneficiaries. The *Agreement* has nonetheless contributed to the first necessary steps in creating governmental institution devoted to work on gender issues in collaboration other governmental bodies and the local communities, more precisely to assists vulnerable women, combat discrimination and social exclusion and to promote women's rights.

Relevance

Relevance concerns whether the underlying principles behind a project coincide with the priorities of the Contracting Parties, and the local society in question. The relevance may vary for individuals, groups of people and institutions, as well as with time due to changes in priorities. Therefore it may be actual to consider whether the project should be terminated or its objectives be reconsidered.

ICEIDAs long-term policy document from the year 2000 explicitly claims the Agency aims to help people achieve self-sufficiency, contribute towards sustainable development, economic growth, equality, independence, democracy and human rights, as well as assist to improve the living conditions of the poorest, of whom women and children are the vast majority.¹¹ Further, emphasis shall be placed on cooperation with the least developed countries as defined by competent institutions. Mozambique is clearly a candidate for such a cooperation and the priorities of GoM and MMCAS are clearly in line with the goals of the *Agreement*, i.e. to improve competence within the GoM, in particular MMCAS, to work towards gender equality at national level, as well as to improve the living conditions of those most vulnerable, i.e. women and their dependents. No major changes in the level of poverty and situation of women in Mozambique have made the overriding goal of the *Agreement* irrelevant. For instance, the Government's Action Plan for Reducing Poverty (PARPA) for 2001-2005 has been criticized for being weak on gender issues, in particular in missing the link between

¹¹ See (ICEIDA/PSSÍ 2000).

poverty and gender inequality, which demonstrates the urgent need to strengthen the work on gender issues (IMF 2003). Thus, the relevance of the priorities stated in the *Agreement* of the Contracting Parties and local community cannot be questioned (IMF 2003:3).

As already discussed, MMCAS has not been successful in acquiring much funds through SWAP. During the mission, DNM staff members actually describe their relation with the larger donors as similar to that of an orphan or an abandoned child. One could understand that some of the DNM personnel regarded basket funding as time consuming and bureaucratic, besides being rigid and an impersonal process, at times imposed and lacking mutual respect. Staff capable to do the work required is in short, which leaves the few senior staff members with a heavy workload.¹²

ICEIDAs support may possibly be defined as complementary to that of other donors. The Agency has consciously avoided SWAP funding, and continued to give support along the lines of project approach although collaborating with governmental institutions. Currently, such support has been one of few options, as well as being highly relevant, for MMCAS/DNM. However, it is suggested that MMCAS should carefully examine what contributes to their status as an unsuccessful partner for SWAP funds and aim, with continued ICEIDA support, to alleviate obstacles for a more effective participation.

Sustainability

Sustainability relates to the question of whether positive impact is likely to continue after the assistance has come to an end.

The financial and technical support given to DNM has been important for its establishment as a Directorate within MMCAS. Considering the emphasis the GoM has put on poverty reduction and gender issues one must conclude that the Directorate has come to stay. Consequently DNMs existence is not dependent on ICEIDAs assistance, however its functionality and activities carried out may suffer a setback in case support is suddenly withdrawn.

All education and training is sustainable for the individuals involved, and they bring it with them wherever they move. However, one may assume that the educational activities carried out within MMCAS or through the work with NGOs also may have some lasting positive impact on the community at large.

Like MMCAS, AVIMAS was not established in response to ICEIDAs support. AVIMAS was founded in response to felt needs to improve own wellbeing and livelihood, and that of others in a similar situation. Above (see Impact) there are some

¹² It is recognised that SWAP may contribute to strong pressure for immediate results and there is a danger of burn out of staff within overloaded ministries (Brown, et al. 2001:47).

comments about possible negative unintended consequences related to the rapid expansion of the association, which may contribute to some less positive effects if care is not taken. However, considering that AVIMAS has been an active association since 1997, and demonstrated certain administrative competence and social commitment that has contributed to its success, it is not likely to collapse in near future. Further, AVIMAS is not supported by ICEIDA alone, although ICEIDAs support has been crucial for their work.

Ironically, developmental assistance is most effective and most likely to be sustainable where it is the least needed. Thus, one should not be excessively concerned about avoiding risk and apply too strict criteria in order to guarantee some predicted sustainability, as that would automatically contribute to the exclusion of support to the poorest and most vulnerable groups. Nonetheless, it is important to identify NGOs for collaboration that already have demonstrated their local engagement, as well as certain level of capacity to administer resources and implement activities.

Future co-operation

Support to MMCAS

The structural support and assistance with capacity building of MMCAS/DNM-staff should continue. This support is crucial for the daily running of DNM, and has hitherto been reasonably efficient and effective.

Assistance should also be given to training and supervision within the PDMCAS as before. This includes support for visits to the provinces and training of staff at provincial level.

It is recommended that ICEIDA and MMCAS discuss specific support in order to alleviate hindrances for MMCAS effective participation in SWAP funding. It is in particular important that the Department of Finance and Administration and the Department of Planning and Cooperation become involved. Most likely a short-term locally recruited consultant/TA familiar with SWAP funding would be suitable for the task.

In case of a renovation of a collaboration contract, it is proposed that the *Contracting Partners* will consider a particular support from ICEIDA to one of the PDMCAS that would give opportunity to engage rural communities. Maputo Province may be an interesting province for ICEIDA.

Technical Assistance

Following are two options for the future arrangement of technical assistance. Whatever alternative is chosen, competence in the Portuguese language is definitely to recommend.

1. TA continues to be primarily located at MMCAS. In such a case, one should consider a new job description with clearly defined responsibilities. Emphasis should be put on TAs active involvement in gender training, policy making as well as project and budget planning. This alternative is likely to require a short-term consultant familiar with the routines for SWAP funding and financial accounting in order to alleviate hindrances for MMCAS effective participation in SWAP funding. More responsibilities for assistance to and capacity building of relevant NGOs should be transferred to the technicians for micro-projects within the Department of Women and Family. ICEIDA should also consider a redefinition of TAs status with responsibilities over all upcoming ICEIDA assisted activities within the social sector.¹³

2. Terminate with TA within MMCAS however with continued support given in forms of funds for training and structural support to the Ministry and relevant NGOs. This alternative could be complemented with appropriate short-term consultant with focus on support aimed at strengthening the capacity of MMCAS staff within policymaking, planning and financial management (see above). Such an arrangement is likely to put an extra burden on ICEIDA's Maputo office that calls for an administrator within the ICEIDA office responsible for all assistance to the social sector. This arrangement runs the risk of losing the current personal contact, as well as the mutual understanding and trust that characterises ICEIDA's and DNMs relations.

NGOs and future support

There is an increasing number of Mozambican NGOs with a wide variety of aims, such as to give the vulnerable part of the population support, in particular children orphans, those who suffer from HIV/AIDS and victims of violence; self-help groups with emphasis on income generating activities; enhance capacity building/education of members and others in need, for example literacy, language skills, book keeping, running of small businesses, animal keeping, horticulture, culinary and sewing, etc.

¹³ In fact the current TA has acted as such, besides her responsibility in relation to MMCAS/DNM and related support to NGOs, TA has for instance also supervised ICEIDA's support to the WorldLink project.

Support to the micro-projects of AVIMAS and Costa do Sol appears as relevant and should continue. Before decision is taken concerning a Shelter and Counselling Center for battered women and their children, a careful study should be conducted to learn about the actual situation in Maputo City and experiences of similar projects elsewhere in Africa.

In case a renewed contract will include a special support to the PDMCAS in Maputo Province collaboration with relevant NGOs within the province should be considered.

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ANNEXES

Terms of Reference

**Terms of Reference for the Evaluation of the
Co-operation between the Ministry of Women and Co-ordination of Social Welfare
(MMCAS)
and
the Icelandic International Development Agency (ICEIDA)
to be carried out in June 2003.**

1. *Project background*

The Co-operation between the Ministry of Women and Co-ordination of Social Welfare, hereinafter referred to as MMCAS and the Icelandic International Development Agency, hereinafter referred to as ICEIDA, began in September 2000, with the signing of the Co-operation Agreement between the MMCAS and ICEIDA.

Within the Mozambican government structure, MMCAS is the ministry responsible for formulating and implementing welfare policies, planning, mobilising, and supervising the efforts of the State and non-government institutions working within the field of women and welfare.

MMCAS is responsible for creating mechanisms to promote women's empowerment; family stability and socio-economic development aiming at facilitating the life of the most vulnerable social groups in Mozambique.

Overall objective of ICEIDA's co-operation:

Improve the capabilities of the MMCAS, with special emphasis on the National Directorate for Women, hereinafter referred to as DNM, to carry out their programmes that support, assist and foster the development of women and the family in Mozambique.

Specific objectives of ICEIDA's co-operation:

- ✓ *Support through capacity building by providing education and training opportunities for personell;*

- ✓ *Support to strengthen the MMCAS (more specifically DNM), through the provision of equipment and material;*
- ✓ *Support programmes implemented by the MMCAS through financial contributions and technical advice;*
- ✓ *Support adult literacy programmes for the most vulnerable groups as defined by MMCAS by providing financial and technical support (ex. AVIMAS and the Project in Bairro dos Pescadores Costa do Sol.)*

Expected outputs

- ✓ *Trained personnel, competent and confident in their work;*
- ✓ *Equipped and functional department, working towards its stated objectives in the co-ordination of strategies and plans related to family and vulnerable women.*
- ✓ *Improved capacity of the MMCAS (DNM) in conceiving, implementing, co-ordinating, and supervising the programmes for assistin women in accordance with specifically defined policies.*
- ✓ *Well established adult literacy classes, sewing and needlework classes, trained trainers and active volunteers for working on the adult literacy programmes.*

Strategy:

ICEIDA provides assistance in the form of:

- a) technical advice,*
- b) capacity building in institutional support and provision of equipment and material,*
- c) support to specific projects approved by MMCAS and ICEIDA.*

One full time ICEIDA adviser has been engaged in the work with the Ministry as: technical adviser; co-ordinator for the institutional support funded by ICEIDA; co-ordinator for the ICEIDA support provided to specific "micro-projects" (AVIMAS and project Bairro dos Pescadores, Costa do Sol) in the social sector.

The agreement between the two parties is valid from September 2000 to September 2004 or for four years.

Starting date: September 2000.

Estimated duration: Four years.

Total budget to date, (including 2003): 597.512,43

2. Reasons for evaluation

This external evaluation is undertaken in accordance with the co-operation agreement between MWWC and ICEIDA (article 6, 3) signed in September 2000. The purpose of the evaluation is to study the activities undertaken, the results obtained and to study possible continuation of the co-operation between the parties. The consultant shall make recommendations for future directions of ICEIDA's co-operation with MMCAS in the social sector.

3. Scope and focus of the evaluation

The evaluation shall focus on providing information for ICEIDA and MMCAS, keeping in mind the relationship between the Ministry and different grass-root organisations and local NGOs, and be a learning experience for the stakeholders. The results and recommendations of the evaluation shall be a guide for the future co-operation for the parties.

In general the evaluation shall:

- a) consider the goals and purpose of the co-operation, as well as inputs and outputs and financial management;
- b) evaluate the impact for the beneficiaries;
- c) consider unintended outcomes of ICEIDA's co-operation with the MMCAS and the "micro-projects"
- d) provide a description of major constraints and risk factors for continued co-operation;
- e) assess the degree of sustainability (as far as this is possible, bearing in mind that the co-operation has just been going on for three years);
- f) provide recommendations regarding future co-operation.

The final draft is to be submitted to MMCAS and ICEIDA.

4. Issues to be studied

Special attention shall be paid but not necessarily limited to the following issues:

I. Results obtained - efficiency and effectiveness: of the Support.

Have resources been efficiently used. What problems have arisen? Look at inputs and outputs?

- ✓ Assess the personnel development and needs for further capacity building;
- ✓ Assess the infrastructure facilities, equipment etc., provided by ICEIDA;

- ✓ Assess the needs for eventual additional equipment and other capital investments;
- ✓ Assess the relationship between MMCAS and relevant local NGOs.

Has the co-operation achieved, or is in the process of achieving, the objectives (see above) regarding capacity building, institutional support, technical assistance and strengthening the most vulnerable through the “micro-projects”?

II. Impact

Assess other effects of the ICEIDA support, *negative or positive effects?*

- ✓ Assess the impact of the training of the staff members.
- ✓ Assess the impact of the ICEIDA support to AVIMAS.

III. Relevance

The direction and usefulness of the co-operation and the ICEIDA support to MMCAS.

- ✓ Assess the relevance of the ICEIDA support in relation to MMCAS policy.
- ✓ Assess the relevance to other international development organisations or agencies’ input and support to the sector.

IV. Sustainability¹⁴

Benefits of the support continue beyond donor involvement.

- ✓ Assess the financial and technical support;
- ✓ Assess the support to the AVIMAS “micro-projects”.
- ✓

V. Future co-operation.

- ✓ Assess the possibilities of continued co-operation between ICEIDA and MMCAS, including relevant local NGOs and make recommendations for future directions of the ICEIDA assistance in the social sector.

¹⁴ As far as it is possible, bearing in mind that the co-operation has just been going on for three years.

5. *Plan of work and methodology*

The information collected will be both qualitative and quantitative:

- A. *Interviews with the key contact people, including representatives from MMCAS.*
- B. *Meetings with the authorities in question, including representatives from UNDP, DANIDA, the Swiss development co-operation and the Dutch development co-operation.*
- C. *Access to reports, contracts and other material concerning the special ICEIDA's support and policy papers and report from the MMCAS.*

6. *Evaluation team*

The team leader shall have a university degree in social sciences and/or pedagogics and have relevant experience in development countries (from the social and educational sector). Fluency in the English language is required and knowledge of Portuguese.

Other team members should also have relevant experience from developing countries.

Team leader will be: Dr. Jónína Einarsdóttir, anthropologist

Other team members: Ms. Leontina, Mr. Virgilio, Ms. Estrela, Ms. Agatha and Ms. Hulda Biering.

Other resource persons will be:

Ms. Elín Sigurðardóttir, ICEIDA's Country director in Mozambique

Mr. Björn Dagbjartsson, former Director of ICEIDA

Mr. Sighvatur Björgvinsson, Director of ICEIDA

Ms. Margrét Einarsdóttir, ICEIDA Programme co-ordinator

7. *Timetable and reporting*

Preparation for the evaluation will take place in June 2003. Fieldwork will be carried out from 23 June to the 2 July 2003, (10 days).

The final draft of the report is to be submitted to the board of ICEIDA and the MMCAS by 1st of August 2003.

The final report shall be submitted in English, one copy to ICEIDA and one copy to MMCAS by the end of August 2003.

Programme of the Visit

Monday, June 23, 2003

- 08:15 Arrival Maputo Airport
- 13:00 Meeting with Elín Sigurðardóttir, ICEIDAs Country Director
- 14:00 Visit to the Bairro dos Pescadores
- 18:00 Social gathering: The Icelandic Embassy

Tuesday, June 24, 2003

- 08:00 Introduction to DNM
- 09:00 Meeting with the Evaluation Team
- 12:00 Lunch with the Evaluation Team
- 13:30 Meeting with Ms. Leontina Sarmiento dos Muchangos, Director of DNM
- 14:15 Meeting with Ms. Estrela de Jesus Herculano, Head, Department of Woman and Family, DNM
- 15:00 Meeting with Mr. Virgilio Elías V. Salomao, Head of Department of Development and Gender, DNM.

Wednesday, June 25, 2003

Public Holiday

Thursday, June 26, 2003

- 6:00-19:00 Field visit to Gaza Province

Friday, June 27, 2003

Report writing

Monday, June 30, 2003

- 8:00-16:00 Field visit to Maputo Province: Moamba and Boane

Tuesday July 1, 2003

- 8:00 ICEIDA
- 10:00 Meeting with Ms. Antonia Xavier
- 13:00-16:00 Field visit and meeting with AVIMAS

Wednesday July 2, 2003

8:00 ICEIDA
11:00-12:30 Meeting with Edda van Der Berger, Gender Officer, Danish Embassy
13:00-16:30 World Link, Evaluation
19:00-21:00 Ms. Ilda Lorenço Lindell, Resercher, Maputo

Thursday, July 3, 2003

8:00-9:30 Meeting with Ms. Soila Hirvonen, Gender Officer, Dutch Embassy
11:00-12:00 Meeting with Mr. Björn Dagbjartsson, Ambassador, Maputo
13:00-14:30 Meeting with Ms. Águeda Luzia Nhantumbo, Excecutive Secretary,
DNM

Friday July 4, 2003

10:00-12:00 Meeting with Ms. Hulda Biering ,TA
13:00-15:00 Summing up with DNM

Departure from Maputo

List of People Met

ICEIDA:

Mr. Sighvatur Björgvinsson, Director, Reykjavík
 Ms. Margrét Einarsdóttir, Programme Manager, Reykjavík
 Ms. Elín Sigurðardóttir, Country Director, Maputo
 Mr. Gísli Pálsson, Ex-country Director in Maputo

Icelandic Embassy Maputo:

Mr. Björn Dagbjartsson, Ambassador, Maputo

MMCAS/DNM:

Ms. Leontina Sarmento dos Muchangos, Director of DNM
 Mr. Virgílio Elías V. Salomao, Head of Department of Development and Gender, DNM
 Ms. Estrela de Jesus Herculano, Head, Department of Woman and Family, DNM
 Ms. Águeda Luzia Nhantumbo, Executive Secretary, DNM
 Ms. Ana Loforte, Assessor, DNM
 Ms. Elisa Mutisse, Technician, DNM
 Ms. Hulda Biering, Technical Adviser, MMCAS/ICEIDA
 Ms. Antónia Xavier, Director, MMCAS
 DPMCAS Director and personnel in Xai-Xai, Gaza Province

NGOs:

Representatives of AVIMAS
 Members of AVIMAS, Moamba, Maputo Province
 Representatives from NGOs in Xai-Xai, Gaza Province

Others:

Ms. Soila Hirvonen, Gender Officer, Dutch Embassy
 Ms. Edda van Der Berger, Gender Officer, Danish Embassy
 Ms. Berit Wiklund, Coordinator, Africa Groups of Sweden, Stockholm
 Ms. Ilda Lorenço-Lindell, Researcher, Maputo/Stockholm