

Final Evaluation of UN Women project

“Expanding Women’s Role in Agricultural Production and Natural Resource Management as a Strategy for Improved Food Security and Climate Change Resilience” in Gaza province, Mozambique.

Evaluation Report

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Acronyms

AIDS	Acquired Immune Deficiency Syndrome
BCI	Commercial Investment Bank
BFFS	Belgium Fund for Food Security
CAHW	Community Animal Health Workers
CDAM	District Councils for the Advancement of Women
CCs	Consultative Councils
CCDs	District Consultative Councils
CCLs	Local Consultative Councils
CCPAs	Consultative Council for Administrative Council
CeCaGe	Centre for Gender Studies of the University Eduardo Mondlane
CO	Country Office
DUAT	Right for use and benefit of Land Use
EQ	Evaluation Question
ET	Evaluation Team
ETDs	District Planning and Budgeting Task Force
FAO	Food and Agriculture Organization
FDD	District Development Funds
MTE	Mid-Term Evaluation
GBV	Gender Based Violence
GCEFM	Girl Child Early and Forced Marriage
GEWE	Gender Equality and Women's Empowerment
GoM	Government of Mozambique
GRB	Gender Responsive Budgeting
HIV	Human Immune Deficiency Virus
IDs	Identification Cards
ICS	Institute for Social Communication
IIAM	Mozambican Institute for Agrarian Research
ILRI	International Livestock Research Institute
INGC	National Institute for Disaster Management
INSS	National Institute for Social Security
IPAJ	Institute for Sponsorship of Judiciary Assistance
M&E	Monitoring and Evaluation

MASA	Ministry of Agriculture and Food Security
Mcel	Mozambique Telecom Company
MGCAS	Ministry of Gender, Children and Social Action
MINED	Ministry of Education and Human Development
MIREME	Ministry of Mineral Resources and Energy
MITADER	Ministry of Land, Environment and Rural Development
MTE	Mid- Term Evaluation
NGOs	Non-Governmental Organizations
NUIT	Individual Tax Number
PRM	Republic Police of Mozambique
RM	Rádio Moçambique
SDAE	District Services for Economic Activities
SDPIL	District Services for Planning and Infrastructure
SDSMAS	District Services for Health, Women and Social Action
SETSAN	Technical Secretary for Food Security and Nutrition
SPER	Provincial Services of Rural Extension
SRH	Sexual and Reproductive Health
UNDAF	United Nations Development Assistance Framework
UN WOMEN	UN Entity for Gender Equality and Women's Empowerment
UN Women	UN Entity for Gender Equality and Women's Empowerment
UNAC	National Farmers Union
UNCDF	United Nations Capital Development Fund
WEE	Women's Economic Empowerment
WFP	World Food Programme

FINAL EVALUATION OF UN WOMEN PROJECT

Project - “Expanding Women’s Role in Agricultural Production and Natural Resource Management as a Strategy for Improved Food Security and Climate Change Resilience” in Gaza province, Mozambique.

1. Executive summary

The evaluation of the project “Expanding Women’s Role in Agricultural Production and Natural Resources Management as a Strategy for Improved Food Security and Climate Change Resilience” in Gaza province, Mozambique, was commissioned by the UN WOMEN office in Maputo and conducted by a team of independent consultants composed by Julião Matsinhe and Antoine Bossel, between September 2018 and June 2019. The evaluation serves the dual and mutually reinforcing objectives of accountability and learning. It seeks to contribute to future programming of UN Women interventions focusing on rural women’s socio-economic empowerment.

The evaluation reports on, and assesses the project’s activities and results, as well as the comparative advantage and positioning of UN Women's operations in Mozambique. The evaluation focused on the design and implementation of the project entitled “Expanding Women’s Role in Agricultural Production and Natural Resource Management as a Strategy for Improved Food Security and Climate Change Resilience” in Gaza province, Mozambique. The project included interventions in the following areas: Trainings, partnerships, documentation, awareness and material support. The following criteria guided the evaluation: relevance, effectiveness, efficiency, impact and sustainability. Additionally, the evaluation considered the project’s strategic positioning and UN Women additionalities. Each criterion was assessed according to several key evaluation questions. The methodology and approach were fine-tuned and agreed upon with the UN Women during the inception phase. The evaluation used a mixed methods approach comprising a literature review, semi-structured key informant interviews, focus group discussions with beneficiaries, group interviews as well as field visits and observations. The evaluation findings were systematically triangulated through these different approaches, allowing the team to validate the findings.

Fieldwork took place from April to mid-May 2019 in Gaza province (Guija, Mabalane and Massingir districts). The Evaluation Team (ET) selected the sample in consultation with UN Women, based on such criteria as coverage of the main components (in particular locations where different components worked side by side), as well as accessibility. Interviews were conducted with several stakeholders, including UN Women CO staff, government staff at provincial, district and local levels, implementing partners, beneficiaries, and local level stakeholders. The team used a gender-responsive methodology in the interview, and a data collection process with groups of women and men interviewed separately, whenever appropriate.

Due to the difficult and time-consuming nature of travelling to remote project supported locations, the ET was unable to visit all possible locations, and field visits were short and intensive. Furthermore, the high turnover of government staff on the project’s sites meant that several people who had played an important role during the implementation period were no longer present. UN WOMEN also constrained the evaluation - this was particularly the case with regards to the limited outcome level data available.

From a design perspective, the interventions’ objectives were relevant to the target population’s needs. Similarly, the project was strongly coherent with the Mozambican policy framework. There are in fact, numerous correlations between government strategies and policies and the project as a whole, or at least at the level of its various components. The project is also very relevant in relation to the

specific situation of Gaza province (severe gender inequalities, feminization of poverty, protracted drought). The project was well aligned with both national strategies/policies and UN WOMEN strategies. It did not overlap with other donor funded interventions and complemented the approach and activities of other development actors. However, we found that the project's activities in the field of animal husbandry lacked beneficiaries' ownership due to its operationalization modalities. We also consider that the ownership of GRB related activities by public authorities was rather weak.

The Project's logical framework defines one overall goal, two outcomes and four specific outputs. All the objectives were partially achieved, with some requiring significant improvement. Regarding the overall goal, we did not find any evidence that the project empowered "women and their communities to become agents of change in and beneficiary from local decision-making and implementation towards enhanced livelihoods, food security and climate change resilience. In the absence of detailed project programming, it is difficult to assess to what extent planned activities had a satisfactory level of implementation. Yet, taking into account what was actually implemented, we noted that significant delays occurred.

The financial project's data made available during the course of the evaluation did not allowed for a thorough efficiency assessment as they were not allocated to specific activities, outputs and outcomes¹. Along the same line, the project activity reports do not allow for the reconstruction of the planning and effective implementation calendar. Therefore, we were not in a position to respond to the two evaluation questions addressing efficiency as stated in the ToR, and our inception report and our analysis do not assess the cost/ benefit ratio of activities and results.

Regarding effectiveness, UN WOMEN staff skills in advocacy appear to have been quite consistent and effective to mobilize public and private actors in awareness raising activities. All of our respective interlocutors stated that UN WOMEN staff clearly expounded the role of UN WOMEN in general and in Mozambique in particular, the major cultural and socio-economic importance of the gender issue and the need to address its limitations,

We detailed the sustainability of the project's activities and results through an analysis of their technical, institutional/organizational and economic aspects. Overall, we consider that the sustainability of the project achievements is weak.

Assessing impact criteria is a very strenuous exercise in the context of a Project that has just been shut down. The results obtained were not necessarily followed by tangible and durable outcomes and often the beneficiaries do not distinguish the subtler results from their involvement in the Project. Thus, our analysis of the impact is very limited and inconclusive. Overall, with these reservations in mind, we consider that the impact of the project was very limited, and some unwanted and unexpected negative impact were identified. Nevertheless, we observed evidences that the project's intervention in promoting ID card issuance has increased the perception of local communities on the importance of having such document. District Identification Services in Mabalane witnessed an increase in the number of ID card applications following the intervention and beneficiaries expressed satisfaction that "... we officially exist and are known." A twenty-five-year-old young lady exhibited a sense of positive readiness for a future job because she, at long last, had an ID card. She had previously missed three job opportunities because she did not have an ID card. Four girls also expressed relief that they no longer face the risk of not taking school exams for lack of an ID card. Several of interviewed women recognized that "an ID card opens new doors" for them. One of them had already opened a bank account and three of them had already obtained their NUIT (tax identification number). Such

¹ At the very last day of the evaluation's assignment, a budget vs. expenses table was provided by UN WOMEN. Unfortunately, both time constraint and, more importantly, the absence of detailed expenditures' tables impeded to analyse in detail the project's costs.

appreciation and developments indicate that the project's intervention in matter of ID cards generate sizeable impacts.

The area of the project that could have the most sustainable impact is the community animal health workers (CAHWs) and animal husbandry activities. However, the long-term sustainability of these ventures is not supported by a proper project exit-strategy. Despite significant investment in training, Gender-Responsive Budgeting (GRB) related activities do not point to a lasting impact – for example, mainstreaming the use of the tools and methods to track progress by the rural women causes and monitors outcomes under the public sector role and intervention. Share fairs were organized and run in partnership with district civil registry services and private companies (phone operator *Mcel* and bank *BCI*). Overall, the public servants that we interviewed involved in Share Fairs, demonstrated a good understanding of the Share Fair purpose and praised its implementation as an adequate and effective way to massify the issuance of birth certificates and ID cards for rural women. Such appreciation is congruent with that of the beneficiaries. All these interviewees considered that Share Fairs had good results in terms of audience and civil registry documents' emission.

The evaluation presents some key lessons for the future. UN Women has not proved through this project that it is capable of designing a programme that is policy-consistent, both internally and externally, and indeed appropriate to the needs of rural women in Mozambique. Delivery of the programme fell short of the high targets it set itself. It was ambitious in what it expected to achieve considering the budget. Either some fairly erroneous assumptions were made regarding capacity development of public institutions, or there is an organisational blind spot regarding this issue. The second major lesson learned concerns the nature of the partnership. In Mozambique, and in the specific context of the project, UN WOMEN plays an active role alongside different ministries and other Government agencies in line with the principle of government ownership, and in support of the principle of Mozambique being a One-UN country. This means that UN WOMEN does not have the authority to demand certain levels of performance or delivery, while at the same time the nature of its funding arrangements (small and sporadic) limit the extent to which resources can be used as leverage. A second observation is that, in the case of this project, UN WOMEN appears to be operating in areas and with modalities that are outside its comfort zone. The atypical nature of animal husbandry activities and the kind of partnership between UN WOMEN and the Government described above are some of the reasons for this discomfort. A third is the difficulties associated with doing development-type programming under quite short and nonrecurring funding streams. This compromised a possible follow-up. As things stand, it seems that many of UN WOMEN internal systems are not set up for development work (the total lack of M&E system is a good example of this). It is fair to say that UN WOMEN is developing policies and approaches that are aimed at supporting development rather than humanitarian programmes for example but is challenged in delivering this agenda because of internal systems that are not wholly compatible with this kind of work and because of its own financial and human capacity constraints.

Fourth, in a province the size of Gaza, centralised decision-making does not make for efficient programming. At a Government level – through necessity - there is a fair degree of decentralisation, and it would appear that power will increasingly be returned to the provinces and districts. It seems odd therefore, that UN WOMEN Mozambique has refrained from giving its sub-office more decision-making power. Centralisation has other hidden costs such as a negative impact on morale and speed of decision-making. On the other hand, it should be noted that UN Women avoided to establish a heavy structure in the field in order to reduce operational costs. Through this strategy it was possible to make use of administrative, procurement structures existing in the CO.

Finally, the project's M&E practices were not good enough to serve as a tool of management and accountability. The fact that targets for timely delivery of services under the different project's components are not included in the logframe does not encourage staff to address the challenges of

late delivery affecting the project. Similarly, the indicators associated with the outputs have very little to do with the activities actually implemented. Much of this is the result of flawed project design.

Several recommendations are presented. UN WOMEN's economic empowerment interventions should focus on areas where it has demonstrated comparative advantage. Based on the findings of this evaluation this might imply the exclusion of agrarian productive and marketing activities, and to focus on training, advocacy and awareness related to women's cause and empowerment. By building on areas of comparative advantage, UN WOMEN will likely be more efficient and effective as well as enhance its chances at resource mobilization. UN WOMEN project design should include specific baselines, clear and specific indicators to measure the envisioned changes at the individual, collective, and institutional levels, and periodic measurements of progress in conjunction with Government. In designing projects, UN WOMEN should ensure that priorities and activities of each of the future project components are based on an assessment of partners' capabilities in that particular sector/area, and on an assessment of realistically achievable change in the area, taking into account the timeframes needed for bringing about the envisioned change. Project design should ensure that it includes appropriate support (training, technical assistance, systems and corresponding budget) to address loopholes, and that targets and expectations are revised to realistically achievable levels (likely downwards) in line with this assessment. In terms of resources allocation, UN WOMEN needs to encourage for adequate Government resources to be mobilized enabling a smooth and sustainable hand over. Project's logical framework should be significantly refined and systematized, in particular with regard to its indicators and means of verifications. It should be fully endorsed by all project stakeholders and revised/amended if needed.

UN WOMEN should develop a capacity development strategy and plan for its engagement with key partners in order to avoid ad-hoc trainings. The strategy should set measurable targets for the changes that are being targeted at individual, collective, and institutional levels, and should periodically measure progress against these targets. This should include ensuring a capacity baseline is drawn up (i.e. training need assessment) and that it is regularly followed up.

An overall assessment of the gender relations is not enough to set baseline and design field activities. UN WOMEN should ensure that all its project's components conduct an equity and gender analysis and use this to inform specific results and activities programming. This may require sensitizing partners' staff and engagement with target communities about the validity of developed project approaches and activities.

UN WOMEN should ensure that feedback mechanisms are in place so that beneficiaries can provide information on the implementation of its project. This is a requirement for UN agencies social protection programmes and a good practice in other areas of programming.

UN WOMEN systems for monitoring and evaluation and for accounting need to be significantly overhauled in order to fill its role as a development agency. With regard to M&E, there needs to be a recognition that more detailed and reliable data on outcome is necessary, both for program/project management and for accountability to donors, and the CO should be able to draw on support in identifying relevant outcome indicators and reporting against them. UN WOMEN monitoring needs to significantly improve its reporting format and content. We believe that a well-documented project is also a necessary tool for risk mitigation and, if required, for "damage control." Collection of data needs to be systematized and standardized for regular monitoring of progress, both quantitatively and qualitatively.

From the perspective of a higher or similar level of funding than the Gaza project, UN WOMEN CO in Mozambique should have a permanent presence in the field. It should capitalize on the experience of staff mobilized at sub-office level and improve efficiency by decentralizing operational elements of decision-making to these level of offices. As part of this process, UN WOMEN CO should give sub-offices performance targets and support and incentivize them to meet these targets. In the context of

the Gaza project, we understood that field staff was disempowered and have little incentive to improve the project quality.

We recommend documenting systematically and thoroughly training activities as well as to produce specific summarized reports about such activities. These documents should facilitate the planning, monitoring and reporting of awareness and training activities.

We found that very few project documents were readily available. Therefore, an internal information management (system) should be developed through standardization and systematization of the information flow. Specific attention to the management of information would sustain UN WOMEN transparency policy, would allow a more efficient monitoring and would facilitate evaluation. Specific and mature computerized data management tools could be gainfully used for this purpose.

Sustainability of the expected project results should be considered during the project design phase and according to each project component and levels of sustainability (technical, organizational, economical, etc.). Any productive activities promoted by the project should include a detailed technical and financial viability study.

Sustainability of training and awareness measures is difficult to grasp. Still, UN WOMEN should consider how to capitalize its training and information investment and look at mechanisms that could institutionalize such activities (like Share Fair conducted routinely).

It is not enough to train partner staff to generate impact. In order to strengthen its approach to capacity development, UN WOMEN should, in the context of similar projects, support skilled staff to partner departments within collaborating Government institutions. This kind of mentoring will ensure on-the-job-support and consolidation of newly learned skills.

2. Background, purpose, methodology and limitations of the evaluation

The evaluation of the project “Expanding Women’s Role in Agricultural Production and Natural Resources Management as a Strategy for Improved Food Security and Climate Change Resilience” in Gaza province, Mozambique, was commissioned by the UN Women (UN WOMEN) office in Maputo and conducted by Julião Matsinhe and Antoine Bossel, between September 2018 and June 2019.

2.1 Purpose and scope

This evaluation serves the dual and mutually reinforcing objectives of accountability and learning. It seeks to contribute to the formulation of new UN WOMEN interventions focusing on rural women’s socio-economic empowerment. The evaluation reports on, and assesses the project’s activities and results, as well as the comparative advantage and positioning of UN WOMEN's operations in Mozambique.

The evaluation focused on the design and implementation of the project entitled “Expanding Women’s Role in Agricultural Production and Natural Resource Management as a Strategy for Improved Food Security and Climate Change Resilience” in Gaza province, Mozambique. The project included interventions in the following areas:

- Training
- Partnerships
- Documentation
- Awareness
- Material support

2.2 Evaluation methodology and limitations

The work was guided by the evaluation’s Terms of Reference (ToR) and the evaluation’s Inception Report. Central to this, was the evaluation matrix which systematically linked evaluation questions from the ToR to detailed areas of inquiry, sources, and methods for data collection.

2.2.1 Main points of references

The main points of reference for this evaluation which constitute the logic of the operation were:

- The United Nations Development Assistance Framework (UNDAF) for Mozambique and UN Women’s mandate;
- The Mozambican government’s commitment and action “(...) for a more adequate and consistent attention to the needs of rural women both as drivers and beneficiaries of progress taking into account adversities such as climate change”, as per its strategies, plans and policies;
- The project rationale;
- The identified loopholes in the implementation of gender equality commitments in Mozambique as analyzed by UN Women;
- The project’s goals set out in the project proposal;
- The project’s two outcomes and their respective expected outputs;
- The project’s principles and implementation strategy;
- UN Women evaluation policy, which promotes the integration of women’s rights and gender equality principles, the objectives and scope of which are stated in the ToRs.
- The key evaluation questions (EQ) which address the usual evaluation criteria (appropriateness of the operation, effectiveness, efficiency, impact, sustainability), gender considerations, strategic positioning, lessons learned and good practice as well as internal and external factors that contributed to the results;

- The project's mid-term evaluation.

Criteria: The following criteria guided the evaluation: relevance, effectiveness, efficiency, impact and sustainability. Additionally, the evaluation considered the project's strategic positioning and UN WOMEN additionalities. Each criterion was assessed according to several key evaluation questions.

Stakeholders: The primary internal stakeholders in this evaluation are also the users of this report, and include the UN WOMEN Country Office (CO) staff, which will use this information to inform future project design and decision-making. The direct external stakeholders are beneficiaries, the Government of Mozambique (GoM), partners of UN Women, fellow United Nations (UN) agencies, and the donor.

2.2.2 Evaluability assessment

Evaluability is the extent to which an activity, a project or a programme can be evaluated in a reliable and credible fashion. This is mainly assessed in term of relevance and effectiveness.

With respect to the first evaluation criteria - relevance - the evaluation team used available government policy and strategy documents, provincial and districts plans and reports, external context analysis, reviews done at sector level, internal assessment reports, minutes from the project steering committee, mid-term evaluation report, UN WOMEN project documents as well as project documents from UN WOMEN partners involved in the project. In addition, the team reviewed relevant UN WOMEN strategies, policies and normative guidance.

The second evaluation criteria focus on the effectiveness of UN WOMEN project's operations. The team used selected outputs, outcomes and targets as recorded in the proposal to examine results. This was complemented by the annual project reports which provide, albeit not systematically, details on achievement of outputs and outcomes against planned figures, which the team was able to compare with stated objectives.

However, the evaluation faced some challenges due to: i) the absence of baseline data and SMART indicators for some results and activities; ii) challenges in measuring progress against baselines; iii) incompleteness of the logframe which requires deciding on which indicators and source of verification will be used to assess the results; and iv) data gaps in relation to efficiency and immediate/short term impacts of operations which are evident in the documentation. The team endeavored, as much as possible, to reconstruct base lines from data that obtained at local level during the field work. Questioning of interviewees (using individual and group interviews) also included measures of perception changes from the start. The team experienced a challenge in terms of gender disaggregated data. This limitation was partially addressed by complementing outcome analysis with qualitative research field visits.

With respect to the factors that explain the results, key informant interviews (individual and group interviews) as well as some reporting documentation provided the needed information.

Lastly, two external challenges affected the evaluability of the project:

- A limitation originating from the fact that the governmental entities commonly experienced considerable staff rotation.
- Unavailability of data at the direct beneficiary level (like CAHWs activities and results records).

2.2.3 Evaluation criteria and questions

The evaluation explored the policy, institutional and programmatic context in the country, how these evolved, and how these shaped the choices by UN WOMEN and the manner and ways in which UN WOMENs activities responded (or failed to respond) to them. It looked at the quality of UN WOMENs analysis of the challenges and opportunities; its ability to deploy appropriate technical expertise; the

skill with which it optimized its own contribution through partnerships; the extent to which it engaged in learning and adaptation; and the sophistication of its analysis of optimal strategies for Gaza province and for UN WOMEN in the areas which it supported. In order to identify why and how the project produced results, the evaluation assessed the efficiency, effectiveness and (to the extent feasible) the impact of UN WOMEN activities.

The project performances were assessed according to the Data collection methods and tools presented in the inception report (see the evaluation criteria and questions listed in the ToR in annex C). The evaluation team used a mixed methods approach in addressing the evaluation questions.

The team carried out separate focus group discussions (FGDs), interviews, and observations with women and men. This assisted in understanding the nature and dynamics of gender equity, gender discrimination, and power relations between males and females, and will contribute to verifying the nature and extent of women's participation.

By understanding *how* UN WOMEN and its partners expected to achieve results, the evaluation team was able to assess the quality and credibility of the UN WOMEN approach, drawing on international and national evidence of what works, and international standards of good practice, to supplement evidence on direct outputs and outcomes of the project.

The evaluation matrix presented in the Inception Report was a key resource for the triangulation of information. The team used the evaluation matrix as a template for recording against each of the detailed evaluation questions, what the main findings of the evaluation were, and what sources these were drawn from (e.g. interviews, documentation, data analysis). The record of the findings was linked back to the interview notes, documentation, and other sources, so that each of the team members could trace from where they originated, and what the sources were. In this manner, as the evaluation progressed, the team was able to identify what the emerging findings were, and importantly, in what areas further triangulation was needed (i.e. where insufficient sources/data exist) in order to ensure that findings – and ultimately the conclusions and recommendations – were based on a solid evidence. Unfortunately, this turn to be unsystematic due to the difficulties in accessing complementary data and informants.

2.2.4 Sources

The main sources that used for data collection are:

Document/ literature review: The evaluation's bibliography corresponded with to documents gathered by the consultants. The documentation was systematically reviewed to feed into the analysis of the overall context, to identify elements that fed into decision making, to understand how progress was monitored, and to identify what results were recorded from the various interventions. Records of lessons learnt from interventions was also seen as an important area of focus, but it appeared that such exercises were not done by the project team or its local counterparts.

Review of secondary data: It was initially foreseen to includes a comprehensive collection of UN WOMEN's internal data, including SPRs and annual work plans, together with province/district-level data. Unfortunately, very few secondary data were disclosed by UN Women. We systematically drawn on earlier studies, in particular the mid-term evaluation report, the "Situational Analysis of Women Economic Empowerment in Gaza Province" report and the "Organizations of Rural Women in Mozambique Mapping report". The secondary data analysis was supposed – similarly to the documentation review –to be mined prior to the visit to Gaza province in order to assist in answering the questions in the evaluation matrix. The lack of such data impeded such approach. The team members have reviewed the UN WOMEN Evaluation Handbook, UN WOMEN GERAAS evaluation quality checklist Orientation Guide as part of the corporate bibliography.

Key informant and stakeholder interviews were the main form of primary data collection. The range of interview targets is indicated in the stakeholder analysis section of the Inception Report. Individual interviews constituted an important part of the data collection. However, a small number of group interviews provided insights into retrospectively understanding the processes of decision-making (which had not been systematically recorded) as well as the implementation processes (where participants identified together what elements fed into decisions, and how the implementation process took place over time).

The evaluation will therefore use a combination of individual and group interviews across the different project' components to obtain the necessary information and insights taking into account what was learnt during the inception phase. The group discussion will also be an important means by which to engage the UN WOMEN staff as well as other intervening parties in dialogue around the evaluation process and emerging findings.

By default, all interviews were treated as confidential. They were systematically written up by the evaluators using a standard template and filled in a compendium. The compilation will enable interview notes to be easily searched by topic and facilitates triangulation of different interviewee recollections and perspectives. The interview notes also included a section on issues to be further explored and this allowed team members to keep a focus on areas that required further information/understanding as the data collection progressed. Interviewees were also be asked for additional key documents and data sources and these were included under a "follow-up" section in the interview notes which has been assigned to one of the team members.

Field visits: The field visits were defined in such a manner that they covered the main elements (in terms of components and operations) of the project, as well as per its geographical coverage. Field visits were used to mitigate some of the gaps in available data and for triangulation. They helped in the assessment of capacity issues, not least through observation of service delivery and productive activity at local level and also helped in a further understanding of gender issues by systematically including questions related to gender in the interviews.

Focus group discussions (FGDs): The field work included focus group discussions with beneficiaries (mostly with separate groups for women as necessary). To gain the opinions and views of as many members of the focus group as possible, a participatory approach was used.

2.2.5 Evaluation data collection tools

Interviews with stakeholders were conducted using a semi-structured interview guideline which covered the main areas of inquiry by the evaluation. A generic interview guideline is provided in the Inception Report. Specific questions in the interview guideline were adapted to the informant and to the area of the evaluation matrix which the evaluation team had established need for most attention.

2.2.6 Evaluation matrix

The evaluation matrix (**Error! Reference source not found.**) which contains detailed evaluation questions, ensured that the evaluation team explored the interconnections between different component areas and cross-cutting themes of the project. For each key Evaluation Question (EQ) the matrix shows relevant sub-questions, together with the indicators, data sources and data collection methods that were applied. The question and the evaluation matrix were designed to ensure balance between the overarching key evaluation questions as well as an intuitively logical sequence of enquiry.

2.2.7 Sampling approach

The focus of the sampling was to have an illustrative selection of the main activities, beneficiary groups and stakeholders that were covered by the project. This reflects a pragmatic approach, given the short period of time in the field. It also reflects a concern with avoiding obvious biases that might otherwise arise, such as going to one area of the province, or speaking to only certain groups of beneficiaries.

The table in annex D outlines the sampling approach for each of the main component areas of the portfolio.

2.2.8 Limitations

Due to the difficult and time-consuming nature of travelling to remote project supported locations, the ET was unable to visit all possible locations, and field visits were short and intensive. For some of the field work the team split up to work separately in order to increase efficiency. Furthermore, the turnover of government staff on the project's sites meant that several people who had played an important role during the implementation period were no longer present. General weaknesses and inconsistencies in UN WOMEN monitoring and reporting also constrained the evaluation - this was particularly the case with regards to the limited outcome level data available. The limitations can be summarized as follow:

- The absence of specific baseline data regarding the project beneficiaries;
- Absence of SMART indicators for results and activities;
- Challenges in measuring progress against baselines;
- Challenges in assessing the actual duration of activities implementation versus work plan;
- Incompleteness of the logical framework, which required deciding on which indicators and source of verification were used to assess the results;
- Limited availability and exhaustiveness of Project's activity and financial reports;
- Data gaps in relation to efficiency and immediate/short term impacts of operations which are evident in the documentation;
- Availability of UN Women staff and Project's partners/audience as well as project's related data and information. Numerous specific information we requested were not provided by UN WOMEN, and several possible informants were not available for the realization of interviews. In fact, this was the evaluation's main constraining factor and it had serious negative consequences on the exhaustiveness and objectivity of our assessments.

2.3 Report structure

This report is divided into five chapters and includes the Evaluation Inception Report as its main annex. The first chapter introduces the evaluation work, presenting objectives, methodology, structure, and constraints encountered. The second chapter presents the intervention. It briefly describes the main characteristics of the project (objectives, activities, expected results, stakeholders, etc.). The third chapter addresses the evaluation itself, applying the five classical analysis criteria (relevance, effectiveness, efficiency, sustainability and impact). The last chapter presents the conclusions of the evaluation, summarizing the degree of appraisal of the project evaluation criteria, presenting lessons for the future and recommendations to improve similar interventions.

3. Project operational factsheet

The “operational factsheet” summarizes the main characteristics of the project:

- Project brief (Title, implementing agency, location, duration budget, etc.)
- Goal, outcomes and outputs
- Strategy and main activities
- Inputs
- Project management structure
- Stakeholders
- Main component and activities

Table 1: Operational Factsheet – Project brief

PROJECT BRIEF	
Project title	“Expanding Women’s Role in Agricultural Production and Natural Resource Management as a Strategy for Improved Food Security and Climate Change Resilience in Mozambique”.
Project number	ATLAS 00091587
Executing agency	The United Nations Entity for Gender Equality and the Empowerment of Women (hereinafter referred to as “UN-Women”)
Amendments	There have been no amendments to the initial project document
Location	Districts of Guijá and Mabalane as priority districts, and Massingir, Chigubo, Chicualacuala and Massangena as non-priority districts, in Gaza Province – Mozambique
Duration	48 months (September 2014 – August 2018)
Planned beneficiaries	Rural women (not quantified), provincial and district governments/administration
Budget (Euro)	EUR 1.637.170
Donor	Government of the Kingdom of Belgium

Table 2: Operational Factsheet – Goal, outcome and outputs

GOAL – OUTCOMES - OUTPUTS	
Goal	To empower women and their communities to become change agents and beneficiaries from local decision-making and implementation towards enhanced livelihoods, food security and climate change resilience.
Outcomes and outputs	<p>Outcome 1: Women have access to increased opportunities to enhance their economic and food security status with focus on the most vulnerable in the context of climate change and natural disasters adaptation and mitigation</p> <p>Output 1.1: Targeted strategies developed and implemented for promoting sustainable livelihoods and food security especially for vulnerable women</p> <p>Output 1.2: Women's participation in local decision-making platforms increased and transformation of gender norms at community level accelerated</p> <p>Outcome 2: Plans, budgets and related processes incorporate gender equality commitments to facilitate increased economic empowerment and climate change adaptability by women</p> <p>Output 2.1: Multi-sectorial framework to respond to women's economic empowerment and climate adaptation and mitigation needs in place</p> <p>Output 2.2: Improved availability and use of data to guide planning, resource allocation and monitoring of gender equality commitments in relation to women's economic empowerment in the context of climate change adaptation</p>

Table 3: Operational Factsheet – Indicators per each output for key results areas

INDICATORS FOR EACH OUTPUT FOR KEY RESULTS AREAS	
<p>Goal: Empower women and their communities to become change agents in and beneficiaries of local decision-making and implementation towards enhanced livelihoods, food security and climate change resilience.</p>	
<p>Outcome 1: Women have access to increased opportunities to enhance their economic and food security status, with focus on the most vulnerable in the context of climate change and natural disasters adaptation and mitigation.</p>	
<p>Output 1.1: Targeted strategies developed and implemented for promoting sustainable livelihoods and food security, especially for vulnerable women;</p>	<p>Indicator: Number of interventions implemented to link women with services to improve resilience to climate change on food security, livelihoods and empowerment (financial access, skills development, agricultural inputs, alternative energies – user/producer, extension services – provider/user)</p> <p>Baseline: 2 interventions (updated in 2015)</p> <p>Target: 8 interventions</p>
<p>Output 1.2: Women’s participation in local decision-making platforms increased and transformation of gender norms at community level accelerated;</p>	<p>Indicator: Percentage of women in local level decision-making structures/committees in intervention districts</p> <p>Baseline: Below 15%</p> <p>Target: At least 30%</p>
<p>Outcome 2: Plans, budgets and related processes incorporate gender equality commitments to facilitate increased economic empowerment and climate change adaptability by women.</p>	
<p>Output 2.1: Multi-sectorial framework to respond to women’s economic empowerment (WEE) and climate adaptation and mitigation needs in place;</p>	<p>Indicator: Gender-sensitive planning, monitoring and reporting within key sectors</p> <p>Baseline: MITADER, MASA (SETSAN) and INGC (National Institute of Natural Disaster Management) plans and reports are not gender sensitive</p> <p>Target: Incremental increase in gender sensitivity of all plans and reports produced by Mozambican authorities.</p>
<p>Output 2.2: Improved availability and use of data to guide planning, resource allocation and monitoring of gender equality commitments in relation to women’s economic empowerment in the context of climate change adaptation.</p>	<p>Indicator: Availability of data to guide policy, programming for effective integration of women’s food security and climate change response</p> <p>Baseline: Limited data availability, especially at provincial level;</p> <p>Target: Agreed key indicators and baselines established at national and provincial level</p>

Table 4: Operational Factsheet – Project Strategy

STRATEGY
<p>The project’s strategy includes:</p> <ul style="list-style-type: none"> • Capacity development and promotion of sustainable livelihoods and food & nutritional security for vulnerable women; • Increasing women’s participation in local decision-making platforms and accelerate transformation of gender norms; • Support multi-sectorial frameworks to respond to women’s economic empowerment and climate change adaptation; and • Improve availability/use of data to guide planning, resource allocation and monitoring of women’s economic empowerment commitments. <p>The project aims at facilitating relevant and effective strategies to support women’s economic empowerment and use this as an entry point for promoting transformation of gender relations. The work towards transforming gender relations, on one side, has taken place through awareness raising, advocacy and support to women participation in decision-making at the household and community level. On the other side, it encompasses engagement with gatekeepers of the local socio-cultural norms – community and opinions leaders – to create an enabling environment for women to exercise their rights to access to and control of productive resources.</p>

Table 5: Operational Factsheet – Main components and activities

MAIN COMPONENTS AND ACTIVITIES		
Partnerships	Identification and establishment of key partnerships with local institutions – government, UN Agencies and CSOs under the Belgium Supported Food Security and Nutrition and other stakeholders	Output 2.1
Documentation	Collection of baseline information and data	n/a
	Elaboration of "Situational Analysis of Women Economic Empowerment in Gaza Province" report	2.2
	Elaboration of "Organizations of Rural Women in Mozambique Mapping report"	2.2
	Support to the Mozambican Government in developing a compilation of gender statistics	2.2
Awareness	Awareness raising of local governments, communities and women through local consultative councils and potential partners on the project, to lay the ground for buy in of project objectives, ownership of activities	2.1
	Launch ceremony of Report on the "Organization of Rural Women in Mozambique Mapping Report's" launch ceremony	2.2
	National meeting of the Rural Women’s Movement	2.2
	Awareness sessions on gender-based violence (GBV)	1.2
	Community radio debates on adult literacy and writing contest	1.2

		UN Women sharefair / Celebration of the International Rural Women's Day	2.1
		Activism campaign to end violence against women and girls (Mulumuzane Wa Lisima) - EWAV	1.2
		Radio debates about violence against women and girls	1.2
		Women's month (awareness campaign on women's contribution in the economy and the need to step it up for gender equality)	1.2
		Photo competition on Women's Economic Empowerment	1.2
		Preparation and realization of the IV Provincial Conference on Women and Gender	2.2
Training	Planning and mainstreaming	Training for CDD, Women opinion leaders and formal community leaders on Gender Responsive Planning (GRB) and mainstreaming gender in food security strategies	1.2
		Training for ETD on Gender Responsive Planning (GRB) and mainstreaming gender in food security strategies	2.2
		Intensive course on gender responsive budgeting	2.2
		Training for Men and Women Caucus in the District Consultative Councils on "Mainstreaming Gender into District Economic and Social Plans and Budgets"	1.2
		Training of Government Planners on Gender Responsive Planning and Budgeting: Integrating the Needs of Women and Men for Equity and Successful Development Planning	2.2
	Agrarian issues	Training of rural women on animal husbandry/health care to become community animal health workers (CAHWs)	1.1
		Training in advanced poultry farming, health care and agribusiness management	1.1
		Training on animal husbandry/livestock supplementation during dry season	1.1
		Training/Seminar on "Leadership and Business Management: Unleashing Rural Women's Entrepreneurial Potential"	1.1
		Mentorship program on management of commercial swine farms	1.1
		Training on Capacity Development of Rural Women on Commercial Goat Farming	1.1
		Training on mainstreaming gender into farmer field schools' methodologies.	1.1
	Material support	Allocation of business start-up kits for swine producer	1.1
		Allocation of improved goat shelter and business start-up kits	1.1
Logistical support to the extension services for the vaccination campaign against new castle disease		1.1	

Table 6: Operational Factsheet – Project’s stakeholders

STAKEHOLDERS	
Government	<p>National level:</p> <ul style="list-style-type: none"> • Ministry of Gender, Children and Social Action (MGCAS) • Ministry of Agriculture (MINAG) / Ministry of Agriculture and Food Security (MASA) • Ministry of Land, Environment and Rural Development (MITADER) • Technical Secretariat for Food and Nutrition Security (SETSAN) • National Institute for Disaster Management (INGC) • Mozambican Institute for Agrarian Research (IIAM) <p>Provincial level:</p> <ul style="list-style-type: none"> • Provincial government of Gaza • Provincial Directorate of Planning and Finance (DPPF) of Gaza • Provincial Directorate of Agriculture and Food Security (DPASA) of Gaza • Provincial Directorate of Health, Women and Social Action Services (DPMAS) of Gaza • Provincial Directorate of Education of Gaza • Provincial Directorate of Civil Identification • Provincial Services of Rural Extension (SPER) • Civil Registration Services <p>District/local level:</p> <ul style="list-style-type: none"> • District governments of Guijá, Mabalane, Massingir, Chigubo, Chicualacuala and Massangena • District Services for Economic Activities (SDAE) of Guijá, Mabalane, Massingir, Chigubo, Chicualacuala and Massangena • District Health and Women and Social Action Services (SDSMAS) of Guijá, Mabalane, Massingir, Chigubo, Chicualacuala and Massangena • District Development Fund (FDD) of Guijá, Mabalane, Massingir, Chigubo, Chicualacuala and Massangena • District Level Planning Task Force (ETD) • Secondary schools • Chobela Livestock Research Center (of IIAM) • Consultative Councils (CC) • District Consultive Councils (CCD) • District Councils for the Advancement of Women (CDAM) of Guijá, Mabalane, Massingir, Chigubo, Chicualacuala and Massangena
United Nations	<ul style="list-style-type: none"> • Food and Agriculture Organization (FAO) • United Nations Capital Development Fund (UNCDF) • United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women)

Direct beneficiaries	CDD, Women opinion leaders and Formal community leaders (in the context of UN Women training on GRB and mainstreaming gender in food security strategies)
Donor	Belgian Government (Belgium Diplomatic Bureau)
Private sector	<ul style="list-style-type: none"> • Uvivi Farm • Mozambique Telecom Company (Mcel) • Commercial and Investment Bank (BCI)
Other	<ul style="list-style-type: none"> • Belgium Fund for Food Security (BFFS) • Centre for Gender Studies of the University Eduardo Mondlane (CeCaGe) • Rádio Moçambique (RM), Gaza branch • Institute for Social Communication (ICS) • International Livestock Research Institute (ILRI) • Functional Technical School of Chinhacanine

4. Project performances

The following assessment of the Project's performances is based on the methodology of the logical framework analysis and the assessment of five typical criteria recommended by OECD's Development Assistance Committee: relevance, effectiveness, efficiency, impact and sustainability.

4.1 Relevance

The Relevance criterion examines the consistency of the financing with respect to the objectives and issues determined at the outset. In this respect, we examine to what extent the project was consistent with:

- Needs and expectations of beneficiaries;
- National strategies and policies;
- UN WOMEN strategies;
- Strategies and activities of other stakeholders;
- Internal coherence.

The following questions were addressed regarding the project's relevance:

- To what extent is the intervention relevant to the needs and priorities as defined by beneficiaries?
- To what extent is the intervention contributing to provincial (Gaza) and country priorities for gender equality, economic empowerment and climate change?

4.1.1 *Needs and expectations of beneficiaries*

Women involved in husbandry: a UN WOMEN situational analysis made in 2015 exhaustively lists the main constraints limiting women's economic production and entrepreneurship, and their involvement in local government and administration. Overall, the findings of this study are congruent with our observations and the declaration of our informants. Nevertheless, this assessment is rather theoretical (both at the evaluator and informant levels) and it appears that the project's responses to the contextual constraints negatively affecting women's livelihoods and public participation were not up to the challenge.

Many of our interviewees stated that the project interventions responded very partially or not at all to their needs and expectations, partly because unsatisfied necessities (even the most basic ones) are vast but also, and above all, due to unfulfilled promises (quantities of supplied animals for example), implementation delays (time laps between training and fittings) and organizational changes (from individual support to a collective one).

According to our informants, their involvement in the decision process leading to the definition of husbandry activities to be supported by the project and their implementation modalities was very limited. The six women's groups involved in husbandry that we met, unanimously declared that they were not offered choice regarding the kind of animal to be raised and respective modalities. Their description of the interaction between the groups and the project indicate a typical "top-down" decision making process regarding this issue. In fact, it appears that all our informants would have preferred to farm the animals individually, not within groups. Several women also stated that they would have chosen another kind of animal rather than the one supplied by the project, and some indicated that they were not so interested in husbandry but rather were seeking support for commercial or agricultural activities.

These declarations contradict the information disclosed by the project, verbally, or through its documentation. In its 1st Annual Progress Report, it states that "UN Women and District Departments of Economic Activities selected participants through a transparent process, by reviewing their profiles

to assess the level of vulnerability, interest, and capacity to benefit from Technology, Vocational Education and Training” (2015: 9). While the selection process and vulnerability appraisal raised few polemical comments from our participants, the modality of the “interest” assessment appears to be quite controversial. This issue and the practice of the project is also at odds with one “UN Women Strategic Areas” (“Women lead and participate in decision-making at all levels”) and with the project proposal, indicating that one of the identified loopholes in the “(...) implementation of gender equality commitments in Mozambique” is the “(...) limited participation of women in decision making positions, particularly at local level, coupled with their weak capacity to engage and voice their own needs and interests” (2014: 16).

In these conditions, one could question why the women actually participated in the husbandry activities promoted by the project. The answers were quite straightforward: “You do not turn down a gift”, “it is better than nothing”, “UN WOMEN (and/or the government) would not help us anymore if we had refused”, etc. Such a lack of sincere appropriation is also well reflected by the weak groups’ dynamics and the high dropout rate we observed (as was confirmed by most of our interviewees). Lastly, an obvious indication of the lack of appropriation relates to the ownership of the animals and infrastructure. Several women declared that they could not rescind their group and distribute the animals among themselves because “they come (or are) from the project”. Similarly, goat shelters and pigsties cannot be sold or rented to third parties. In fact, it appears that none of the groups have some kind of document attesting women ownership of animals or infrastructure. The discrepancy between women’s needs and the project inputs/processes fueled a high level of disaffection. It is therefore one of the key factors jeopardizing the overall sustainability of animal husbandry activities as implemented by the project (see chapter 4.4.1).

Despite the quite gloomy picture emerging from livestock breeders’ statements as well as field observations, it must be noted that most of our informants expressly praised UN WOMEN for its material contributions and related trainings. In general, it appears that the skills and knowledge acquired or refreshed through the project responded to their needs and expectations (see chapter 4.1.1). Still, several interviewed women (as well as ones not involved in animal husbandry) pointed to the fact that their needs are not only of economic nature, but include protection against domestic violence, literacy, prevention of early/forced marriage, water and sanitation, health care, children care and support.

CAHWs: Although less judgmental than the women involved in animal husbandry, CAHWs expressed criticisms regarding the quantity of their initial drugs inventory, the non-fulfillment of some promises in terms of equipment and the implementation delays. They would have needed more consistent support and follow-up to quick-start their veterinary services and generate more income from the onset. Nevertheless, their appreciation of the project intervention modalities is by far more positive than in the case of the livestock breeders. All our CAHWs informants declared that their involvement was fully intended and allowed them to respond to their needs for income generation and social recognition. None saw particular interest in forming groups and all appreciate to work alone. Their recording and reporting obligations towards SDAEs are considered as justified, “normal” or “necessary”. The training content and modalities are considered by our interviewees as adequate to their needs. They highlighted the fact that most trainers spoke in local language when required, that accommodations were “nice” and food was “good”. Lastly, the payment of a subsidy was instrumental to allow them to be away from home (i.e. to cater for family sustenance while absent).

Women that received ID cards: All informants registered through Sharefair, and who received ID cards, consider that this particular project intervention was pertinent and responded to their needs. Ease of access to registration services and gratuity were systematically mentioned as the main motivation to participate. Despite the fact that few beneficiaries were able to mention tangible benefits related to their registration, we observed that it was considered important.

Civil servants: All our informants that participated in GRB training and Share Fair expressed their satisfaction regarding its content and modalities. Apparently, GRB was a relatively new topic for most of them and competences acquired through the project responded to their needs and expectations. Share Fairs were unanimously considered as an effective means to increase the emission of ID cards for women. However, it somehow clashed with their routine and generated some extra workload. SDIC staff also considered that organizing/participating in Share Fairs fits perfectly with the SDIC mandate. Interestingly, several civil servants expressed some frustration regarding the practical difficulties of developing and applying GRB within their governmental or administrative entities and constituencies. People's reluctance to adhere seems not to be questioned here, and we understood the limitation was of material and financial nature. Due to severe budget constraints, local government has no resources to invest and they barely cover their running costs. A good example of this can be seen in the absence of funding for the District Development Fund (one of the mechanisms explicitly targeted) of Mabalane and Chigubo in 2017. Likewise, our interviewees regretted not having funds and material support to hold more Share Fairs or to "train community activists" for promoting civil registries.

4.1.2 National strategies and policies

According to the UN WOMEN proposal, "(...) Mozambique has made significant advances in the area of gender equality and women's empowerment, including adoption and ratification of key international instruments" and "the project acknowledges national and international efforts to address food security, agricultural production, rural development, environmental degradation and climate change at national, provincial and district levels" (2014: 8). From this perspective, "the project has been developed at a key juncture of the renewal of political commitment, and action for advocacy and action for a more adequate and consistent attention to the needs of rural women, both as drivers and beneficiaries of progress, taking into account adversities such as climate change (...)" (2014: 9). In fact, several national official strategies and policies sustain these assertions. Some were operational at the time of the proposal submission (but not necessarily mentioned) and others were amended or adopted during its implementation:

- National Plan for Investment in the Agricultural Sector for 2013-2017
- National Strategy for the Adaptation to and Mitigation of Climate Changes for 2013-2025
- National Plan on Gender, Environment and Climate Change for 2014-2018
- Gender Strategy of the Agrarian Sector for 2016-2025
- Gender policy and its implementation strategy (2018)
- National Program of Environmental Education (2009)
- National Action Plan for Prevention and Combating Violence Against Women for 2008-2012

Additionally, Gaza districts and provincial development plans disclose some ongoing or planned activities aligned with the above documents addressing women's issues, even though not in a systematic and detailed manner. Lastly, it is worth noting that the project supported the making of the 4th National Conference on Women and Gender Equality in Xai-Xai in 2017, and the elaboration of its official "manifest". All these documents provide background information, analysis, recommendations and stipulations related to and congruent with the project's goals, outcomes, expected outputs and activities. In this sense, the project is perfectly coherent with Mozambican official strategies, policies, programs and plans. Considering that the project components were expected to follow Government established priorities, the extent to which many aspects of the design and delivery were implemented by government agencies, the relevance of this project is, in our opinion, quite significant. This is especially important given that Mozambique has a relatively strong track record in harmonization and alignment, and strongly encourages "cooperation partners" to have a supportive and funding role, rather than a leading role.

Yet, the strong need to align the project's activities to that of the Government of Mozambique, may have, to some extent, compromised the degree to which UN WOMEN was able to follow its own appreciation of the context and respective needs, in terms of women empowerment. This may have negatively impacted the project's internal coherence (see section 4.1.5 further below).

4.1.3 UN Women strategy and priorities

The second programmatic priority of UN Women's Strategic Plan 2014-2017 is closely related to the project goal: "women, especially the poorest and most excluded, are economically empowered and benefit from development" (2013: 8). With regard to this priority, UN WOMEN Strategic Plan details some generic results expected from its intervention, among others: "increased access to sustainable livelihoods, productive assets and decent work, increased resilience in disaster risk reduction and climate change mitigation, poverty reduction (...)" (2013: 12). These foreseen outcomes align with the economic activities supported by the project. Furthermore, the Strategic plan indicates that UN WOMEN intervention should lead to "the adaptation and implementation of national plans, legislation, policies, strategies, budgets and justice mechanisms to strengthen women's economic empowerment" and to "the development and implementation of gender-responsive services (...)" (2013: 12). This matches the project activities in the areas of (i) GRB and (ii) civil registration through Share Fair.

It should be noted that the project also responds to the second and third outcome of UN WOMEN Strategic Plan for 2018-2021, stipulating that "women lead, participate in and benefit equally from governance systems" (2017: 14) and that "women have income security, decent work, and economic autonomy" (2017: 15). For the second outcome, it is indicated that UN WOMEN should promote "gender responsive" budgets and the collection of "more/better quality and disaggregated data and statistics (...) to promote and track progress on gender equality and women's empowerment, including for those who find themselves in vulnerable situations" (2017: 14). For the third outcome, UN WOMEN foresees that "more rural women secure access to, control over and use of productive resources, and engage in sustainable agriculture to increase their income security, work conditions and resilience to climate change" (2017: 16).

In addition to UN WOMEN Strategic Plans, it has to be noted that United Nations Development Assistance Framework for Mozambique (UNDAF) covering 2012-2015, emphasises the need to "increase food security" for "vulnerable groups (with a particular focus on women)" and their access to "new opportunities for improved income and livelihood" (2011: 6-7). UNDAF for 2017-2020 includes a specific "result area" entitled "Empowering Women & Girls" stating that "reducing gender inequality and empowering women and girls will make a crucial contribution to the achievement of development goals" (2016: 8). From this perspective, two stipulated specific development outputs are congruent with the project approach: "transformation of discriminatory socio-cultural norms" and "gender disaggregated data is systematically collected" (2016: 9).

Overall, we consider that the project concept and design is perfectly coherent with UN WOMEN Strategic Plans in particular and the United Nations Development Assistance Framework for Mozambique in general.

4.1.4 Strategies and activities of other stakeholders

According to UN WOMEN project proposal, the project was designed and should have been implemented taking into account strategies and activities from UN and government agencies: "the project acknowledges (...) interventions funded in the context of the Belgian Fund for Food Security in the Gaza Province - namely FAO's Food Security and Nutrition programme in the Gaza Province 2013-2017, WFP's Food Security and Nutrition Programme in 6 districts in the Gaza Province 2012-2016, UNCDF's Local Development Financing for Food Security in the Gaza Province, as well as existing interventions aiming at improving provision of water and sanitation" (2014: 8). On these grounds, "the project aims to work through an incremental partnership approach building on past experiences and

evidence of good practices, to sensitize and mobilize new actors during the course of the project” (2014: 9). Furthermore, it is considered that the project “(...) will strengthen UN WOMEN's role in the context of Delivering as ONE, and bear a positive impact on engendering further the next UNDAF. On the other hand, it will contribute to strengthen inter-agency work and joint delivery. Finally, by supporting UN WOMEN in this context, “the project will contribute directly to the achievement of UNDAF outcomes 1 and 3” (2014: 10-11).

With regards to Mozambican public entities, UN WOMEN partnership strategy “will aim at strengthening the institutional and technical capacity of partners to address gender, food security and climate resilience issues at their place of work” (2014: 11). During the course of the project implementation and according to UN WOMEN project reports, further operational partnerships were considered with both public and private institutions, including national and foreign NGOs.

It thus appears that the project should, from the onset and during its realisation, have capitalized on lessons learnt, nurture synergies and avoid operational overlaps with UN and government entities. However, the project’s partnership approach as presented in its proposal and during its implementation, was quite ambitious in terms of the number of actors to be consulted and/or involved. Due to time constraint, we could not systematically review the terms of the interventions listed in UN WOMEN project proposal and, on this basis, assess the project’s potential for synergies or risks of overlaps. But a brief review of FAO, WFP and UCDF program briefs coupled with observations and discussions in the field, indicate that UN WOMEN partnership approach was coherent and that UN WOMEN took care to avoid duplications. From this perspective, UN WOMEN project proposal states that “partnership negotiations will be refined, and a partnership strategy will be consolidated through a participatory approach and a multi stakeholder meeting at the onset of the project. Final partnership agreements will be drafted and signed to define the roles and responsibilities of the different partners and stakeholders in designing the project, its implementation, funding and monitoring” (2014: 19). Accordingly, the proposal presents a list of measures that it intends to take on in order to “ensure coordination with other interventions”, like “multi-stakeholder meeting”, “steering committee” or “advisory reference board”.

While UN WOMEN project proposal’s wording on synergies and capitalisation is coherent and substantiated by our readings and observations of other UN and governmental entities’ activities in the project’s area, the effectiveness of its partnership approach is very questionable. To the point that it nearly loses its substance (see chapter 4.3 dealing with efficiency).

4.1.5 Internal coherence

This section of the report examines the project’s internal coherence in terms of:

- Design (logical framework and theory of change)
- Geographical coverage
- Beneficiary selection
- Management and coordination
- Partnerships
- Monitoring and evaluation
- Budget

Logical framework: UN WOMEN documentation does not provide insights on the methodology used to formulate the project goals, outcomes and outputs. As per the presentation of these components in the project proposal, we infer that the **Logical Framework Analysis Methodology** inspired their formulation. However, we observe that the project conception did not result from a systematic use of this methodology. We consider that this condition had a significant impact on the effectiveness and efficiency of the project as a whole, as well as on the sustainability of its products.

Moreover, while the “author” of the project is clearly stated in its proposal (i.e. “designed by UN Women Mozambique”), the project’s “origin” is not stated in its “background and justification” chapter. We do not understand if UN WOMEN’s Mozambican counterparts (public entities and... women organizations) were involved, in any manner, shape or form in the design of the project and/or “who requested UN WOMEN intervention”. This raises the issue of the project’s outcomes and outputs’ ownership and, ultimately, their long-term durability and viability. In practice, it is about responsibility for project deliveries and benefit realization. In fact, the proposal indicates that the Ministry for Women and Social Action (MMAS) will be a “key partner” to “support” the intervention “(...) because of its central role in the design, implementation and monitoring of policies and programmes that address women's rights and gender equality in Mozambique” (2014: 10). This is somehow a contradiction in terms, as one would expect MMAS to endorse responsibilities beyond a supportive role in the context of the project.

Nevertheless, under its “ownership, sustainability and risk mitigation” section, the proposal indicates that it “intends to make government actors key stakeholders of the project’s planning, implementation and evaluation phases to ensure buy in, ownership, institutionalization and sustainability. While this may require a certain level of readiness, UN Women is confident that this will build on its previous work with relevant authorities and that additional capacity building will meet arising challenges. A quick risk assessment “could highlight the lack of time by government actors dedicated to the project” (2014: 18). In the context of the evaluation, we did not find tangible evidence of such an approach and its respective measures.

In its “background and justification” chapter, the project proposal presents several problematic issues affecting rural women’s livelihoods, capacities and status, without clearly distinguishing respective causes and consequences of this situation. The main problem, or nexus of problems, to be addressed by UN WOMEN intervention is not expressed in one or a few clear sentences (i.e. “rural women are not agents of change in, and beneficiaries from, local decision-making and implementation” as we could infer from the actual Project Goal Formulation). In this context, causal relations are not explained/established and do not substantiate the definition of the envisioned project’s goals, outcomes and outputs. This concern is not only of a conceptual and methodological nature, but rather addresses the understandability of UN WOMEN intentions and propositions as well as the intended “appropriation” of its processes and products.

While the Project Goal Formulation is clear and helpful to understand UN WOMEN intentions and propositions, we consider that the formulation of the project’s outcomes and outputs is quite vague in the absence of indicators. The project proposal does not disclose SMART indicators (complicating further the timing assessment issue), source of verification and main assumptions (and related risks assessment/mitigation strategy). It should be noted that the mid-term evaluation mentions some indicators (still not entirely SMART) that were apparently provided by UN WOMEN on the basis of its 2016 annual work plan and mapping study. Yet, we consider that these indicators (one for each output) are not sufficient to qualify the proposed interventions and to track the progress made toward achieving the outputs. Overall, we consider that the linkages between outputs and outcomes, and consequently the achievement of the objectives are not obvious, reflecting insufficiencies in the design of the intervention. Chapter 4.2, presenting our analysis of the effectiveness, details this consideration.

For each result, the project proposal outlines specific activities, but their formulation is quite generic, and these activities are not (and, as a matter of fact, cannot be) associated with their respective inputs. Despite the generic description of the planned activities, we deem that all are relevant regarding the project goals, outcomes and outputs. However, these activities are quite ambitious and address multiple sectors (including renewable energy) and levels of intervention (micro, meso, macro). On the

other hand, it should be noted that the Project Annual Work plan for 2016-2017² presents activities in a far more detailed manner. Unfortunately, the Project Activity Report neither reflects planned activities versus realized ones, nor does it systematically indicate canceled or postponed interventions. Furthermore, through the reading of the work plan, it is evident that too many activities were scheduled during the same period to realistically implement them with the available inputs (in particular human resources) and within the stated time frame.

In order to mitigate the problem posed by the activities formulation, we retroactively distributed the project actions between the outputs, as listed in the proposal (chapter 2). But we were unable to precisely allocate respective costs on the basis of the project financial report, as it does not disclose disaggregated data. Along the same line, and in the absence of a Gantt chart, we struggled to set the theoretical/actual schedule and duration of activities' implementation.

Theory of change: From a similar perspective, we note that the project has been built as per a development-oriented focus, while including room for timely and specific related actions, in line with the characteristics and agenda of the country and Gaza province. There is considerable documentation and oral evidence of the reasons behind the project's choices which were made. These sources also illustrate assumptions about Mozambique and UN Women, and the way in which particular interventions should achieve desired short- and longer-term objectives. However, there is no documented overarching "theory of change" for the project as a whole, and the theories of change that underlie its various components are also largely implicit. We thus had to deduce and draw out a sense of what these objectives and strategies would have looked like had they been articulated at the time, and how these might have changed as operations unfolded and experience was gained in the province (and in the country as appropriate). As was the case with the logical framework gaps, these obviously led to quite subjective assessments regarding the production of results and achievement of objectives.

The design issues presented above raise several critical questions concerning the project's internal coherence, its theoretical foundations and implementation modalities (including management, coordination, monitoring and reporting). Finally, it seriously questions the UN's and ultimately, the donor's accountability.

Geographical coverage: As per the project proposal (2014: 13), UN WOMEN intervention targeted six "arid and semi-arid districts of Massangena, Guijá, Chigubo, Chicualacuala, Massingir and Chokwe" and would "directly target women in 2 of those districts". The situational analysis made in 2015 confirmed and detailed this approach by selecting Mabalane and Guijá districts as "(...) models to receive the extended package for women economic empowerment", including "direct support to productive activities". (2015: 38). The remaining districts (Massingir, Massangena, Chicualacuala and Chigubo) received assistance on matters of advocacy, training, dissemination of legislation, without direct support to productive activities.

We consider that the geographical distribution of the project activities is coherent and well supported by UN WOMEN situational analysis data and findings. A review of recent documentation on Gaza province and the declarations of provincial and district officials sustain our appreciation: in general, and taking into account the project's resources, it appears that spreading support to productive activities in all six targeted districts would have been inefficient and would not have offered minimal preconditions for economic sustainability. Nevertheless, efficiency and sustainability concerns could also have dictated further geographical concentration without compromising the project's objectives and expected results.

² This is the only work plan made available to us by UN WOMEN.

Beneficiary selection: This is an important element/input of relevance. The selection of direct beneficiaries (i.e. rural women) under the Income Generation Component was done by local leaders. The criteria for selection were vulnerability and ability to work. Testimony from the field visits found that these instructions were mostly followed, and we did not find evidence that selected women appear to have been enrolled because of personal links with decision makers. However, neither UN WOMEN nor its local counterparts disclosed beneficiaries' lists detailing, for example, their family situation, agrarian production, use of land, source of income and assets ownership. We understood that being members of an association was not one of the selection criteria, despite the relatively high number of such entities in the province, as presented in UN WOMEN funded report mapping organizations of rural women in Mozambique. Lastly, it has to be noted that basic literacy level was required by the trainer of CAHWs, but it was not the case in practice.

It thus appears that the selection process was merely informal and mostly based on reputation as per the appreciation of the local authorities. In fact, some anecdotal information indicates that most of the project's beneficiaries were already listed as "vulnerable" in the context of previous State and/or NGOs' interventions. Nevertheless, we found no indications that such a process led to conflicts at local levels. The main problematic issues with the project's selection practice is probably related with the absence of individualised baseline data and its alignment with the Government of Mozambique's requirements on Social Protection Policy (in particular regarding its provisions toward gender, adult education and food security issues).

Management and coordination: The project management and implementation structure was composed of three staff:

- A Programme Officer, based in Maputo, who was responsible for the overall project and financial management, technical support, partnership building and staff management;
- A Programme Assistant, also based in Maputo, who supported the programme implementation, as well as, support the logistics and financial processes for project implementation;
- A Project Officer, based in Gaza province, was responsible for project implementation, coordination with local partners at provincial and district levels, and for project representation in Gaza province and in the targeted districts.

This structure was foreseen in the project proposal, also mentioning that "(...) the project management strategy encompasses the provision of direct technical assistance to partners delivered by UN Women" the use of "senior national and international" consultants, the constitution of a Project Steering Committee and the participation to "(...) a wider group of stakeholders and partners spearheaded by SETSAN (ToRs still to be defined) that would gather actors engaged in food security, climate change and gender equality at the level of Gaza province" (2014: 20).

Considering the quite ambitious intentions of the project in terms of topics to be addressed and geographical coverage, the project team as foreseen by UN WOMEN was minimally staffed. This is *a priori* not a "killing project assumption", if we consider the project's "partnership approach" and the announced use of senior consultants. According to the project's partners we met, sufficient staff was mobilized to realize the activities, and their involvement in the project did not generate unbearable extra workload (with the exception of SDAE extension services that are considered as understaffed). Yet, we did note serious coordination issues between UN WOMEN and its partners as well as between the partners themselves (in particular, between SDAEs and Chobela station).

Partnerships: According to the Project Proposal, the "establishment of strategic partnerships is a central element of UN Women programming and essential for ensuring buy-in, coordination and sustainability of action" (2014: 18). From this perspective in particular, the project envisioned to partner with "(i) the Ministry of Gender and Social Action, to support implementation of commitments on women's economic empowerment spelled out in the National Plan for the Advancement of

Women, (ii) the Ministry for the Coordination of Environmental Affairs, to support implementation of the Gender, Environment and Climate Change Strategy, to counter negative impacts of environmental degradation and climate change, and to support women's resilience, livelihoods and food security and (iii) the Ministry of Agriculture, more particularly the National Secretariat for Food Security and Nutrition (SETSAN), to engender policies and strategies for food security in Gaza and beyond" (2014: 18). Additionally, the proposal mentions possible collaboration with the "Ministries of Energy and Fisheries", the "Ministry of Agriculture", the National Institutes of Statistics (INE), district and provincial authorities and UN agencies (WFP, FAO, UNCDF).

Whilst most institutions listed above are pertinent possible partners in the context of the project's outcomes and outputs, the intention to partner with the "Ministries of Energy and Fisheries" is not detailed in the proposal. Two related activities are indicated in the proposal under "output 1.1": "capacity building of women and communities in the production of 'green' energy" and expansion, inter alia, of the use of solar power/lighting and fuel efficient cooking stoves to address the issue of indoor air pollution and women's time poverty, largely responsible for health conditions and preventing them from participating in public life" (2014: 14). In fact, these two activities were not implemented.

Monitoring and evaluation: As per the Project Proposal, a quite comprehensive monitoring and evaluation scheme was envisioned: "performance monitoring framework", "periodic external evaluations", "knowledge management component", "joint field monitoring visits" and "support from UN Women Regional Office for Eastern and Southern Africa" (2014: 21).

The proposal states that "monitoring, reporting and evaluating all activities included in UN Women country programmes are guided by the stated outputs and respective indicators against which resources have been allocated" (2014: 21). In practice and on the basis of the project reports, this was loosely done in regard to the project's outputs, and no references were made to respective indicators in general and to inputs versus activity in particular. In fact, the announcement to set-up a "(...) Separate Performance Monitoring Framework (PMF) to guide tracking of progress against the indicators" was not implemented. As per the proposal, such PMF should have allowed "continuous performance monitoring" and lead to "a schedule of monitoring against project indicators based on stated baselines and targets and included means of validation" (2014: 21). In the absence of proper indicators and pre-stated means of verification, such mechanisms were precluded from the onset.

Similarly, the "knowledge management component" appears to have been non-existent. We understand it as an enabler of organizational learning, or as a process of creating, sharing, using and managing the knowledge and information of the UN WOMEN project. This is congruent with the aim indicated in the proposal statement: "(...) to ensure information about the project, experiences and lessons learned will be shared among all relevant stakeholders" (2014: 21). While the annexes of the 2nd project report disclose some "articles" depicting activities and their participants, we did not identify the setup of a proper knowledge management system.

The proposal announces that a "mid-term evaluation end-of-programme participatory evaluation" will be realized. On 27/10/2017, the mid-term evaluation was finalized. In March 2018, ToR for the present evaluation were launched and the respective contract signed at the end of August 2018. Due to several factors out of the evaluator's control, field work for this evaluation started in April 2019. For both evaluations, significant delays occurred between the official start of the work and its finalization, this had some negative consequences (see chapter 2). Apparently, one of the main factors generating such delays was UN WOMEN staff work overload. Finally, it should be noted that the project proposal (and UN Evaluation Group – UNEG) foresees the "(...) effective participation and engagement of programme stakeholders e.g. through the evaluation management/reference group" (2014: 21)". Such a group was not created/activated in the context of the final evaluation. Once again, we believe that this situation was caused by UN WOMEN staff work overload.

A serious oversight of the project monitoring scheme was the absence of an in-built grievance or complaints procedure, which would have allowed beneficiaries and implementing partners to provide feedback on targeting decisions and late implementation. Having such a grievance mechanism is particularly important in a project's initial stages of operation, where, in the first year, there are bound to be problems. Formal feedback mechanisms were also found to be nonexistent. Participants across the project's components consistently raised issues that had been highlighted to superiors (of UN WOMEN or Government), and where answers had been lacking for weeks/months. This was the case for example in animal husbandry and with regard to CWAHs.

Reporting: UN WOMEN project reporting commitment is briefly stated in the proposal: "annual project financial and narrative progress reports will be submitted to the donor" (2014: 21). No indications were provided regarding the progress report format and its table of content. The three progress reports disclosed by UN WOMEN (for 2014-2015, 2015-2016 and 2016-2017) are structured in a similar manner³. No mention is made regarding UN WOMEN internal report frequencies, format and content nor about a "final" project report (that was in fact not done). It also has to be noted that the proposal foresees "(...) quarterly review of partners' progress and financial reports" and the "review of partners' annual reports and work plans at the beginning of each calendar year" (2014: 21). Apparently, such tasks were not systematically done or turned out to be irrelevant. The first (and sole⁴) project's financial report brought to our attention by UN WOMEN consists of two pages and does not provide detailed costs distribution per activity or component. Lastly, it has to be noted that none of the project reports are dated and authored. This makes difficult the project's bibliographical records but, above all, impedes evaluating the efficiency (release date vs. end of reporting period) and accuracy (confidence in and traceability of the source) of the reporting process.

The structure of the progress report is basic, but essentially minimally sufficient to encompass most important topics, providing logical, systematic and exhaustive disclosure of narrative and quantitative information. This was definitively not the case in practice. In general, the information released is very generic, lacks precision and is rarely based on factual description and analysis. This stresses the importance of report authoring, as deficient quality may be caused by a delegation of responsibility in this matter. Most of the reporting corresponds to affirmative statements: "following the training, UN Women allocated improved goat housing and business start-up kits for the 60 goat farmers contributing to close the gap in the ownership of productive assets by rural women and promote the use of women's skills developed through training and coaching", "the initiative also *improved* institutional capacity of four governmental bodies, 240 traditional leadership part of land management committees on mainstreaming gender in the access to secure land" (3rd progress report, 2017: 7) or "14 public extension workers (3 women) from the districts of Mabalane, Chicualacuala, Chigubo, Guijá and Mapai *strengthened* capacity in mainstreaming gender into farmer field schools methodologies (3rd progress report, 2017: 9). These sentences were not inserted in a concluding section but served to describe what has been done. They confuse process/immediate products (i.e. having been trained) with expected consequences (i.e. strengthened capacities). None of the above statements highlighted in italics is supported by factual information (i.e. "80% of the trainees successfully passed the test according to the partner's training report of 3rd of July" or "four weeks after the training, subsequent field monitoring, conducted by UN WOMEN project officer on 3rd of July in Chibembe town – Guija District, allowed to observe that new knowledge and practices are fully understood and dully implemented by around 90% of the trainees"). In a similar line of thought, reporting that training (or a mere "awareness session") was carried out is obviously not sufficient to

³ Executive Summary, Purpose and New Developments, Key Partnerships, Results, Challenges and Lessons Learned, Next Steps, Financial Report and annexes.

⁴ Despite our written request for "detailed Project expenditures data".

pretend that the “institutional capacity of four governmental bodies” had improved. Capacity of individuals should be mistaken with the one of their institution and, in both cases, evidence needs to be collected, analyzed, confronted with baseline data or scenarios and disclosed to support a capacity development assessment. As a matter of fact, none of the reports mention pre or post training evaluation.

As indicated further above, the project proposal does not mention any other report addressee than the donor. In our view, all significant project stakeholders should have received progress reports or at least a summarized version. None of our interviewees declared having received reports from UN WOMEN, even on sporadic basis. In fact, most of our informants have shown a very weak understanding of the project as a whole (none received a presentation document as a preliminary implementation step) and many had partial knowledge of its progress. During the evaluation field work, we were quite embarrassed to note that all the interviewed CAHWs and women involved in animal husbandry had not been informed by UN WOMEN that the project was terminated!

We consider that the project narrative reporting commitments were minimally adequate in terms of frequencies and form (this is not the case for the financial report’s form and content). However, the quality and exhaustivity of the progress reports is globally extremely weak as they do not clearly and systematically depict the activities that were implemented cancelled or postponed and present numerous affirmative statements that are not supported by any evidence. Similarly, financial reports do not disclose detailed costs of individual activities. In general, the reading of the report does not allow an understanding of the constraints faced by the project to implement its activities and the measures to mitigate or surpass them. Moreover, several key problematic issues leading to implementation delays, changes of approach (like switching from individual to collective support), suppliers’ deficiencies and internal limitations of both UN WOMEN and its partners are not portrayed. The absence of SMART indicators seriously compromised the possibility to track progress and to buttress the statement of outputs achievement. Lastly, we deplore the fact that reports were not systematically shared with the project key stakeholders in order to promote dialogue but also basic transparency and accountability. Lastly, we have found no evidence that the donor has ever engaged UN WOMEN to help improve the quality of the reports. All things being equal, we believe that the project donor partakes an undeniable responsibility regarding the reports’ quality and toward the permanency of the situation depicted above during the course of the intervention

Budget: The project’ budget was Euro 1.637.170 or USD 2.230.000. The project proposal discloses a very general budget, distributing the costs between its two outcomes and their respective outputs and allocates significant funds for “learning and influencing strategy” (USD 128.505 or 5.7% of the total budget), monitoring and evaluation (6% of “programmable budget⁵”) and “administrative overhead” (8% of total budget). To which concrete activity corresponds the “learning and influencing strategy” and on how this was calculated. It provided a project expenses record expressed in USD for a total amount of 1.679.672 (as of first quarter of 2019), meaning that the budget would be underspent.

Due to these limitations, we are not in a condition to assess the adequacy of the budget with regards to its intentions. Still, we consider that the amount for monitoring and evaluation looks too high in absolute value, versus total budget, when compared to usual practices by similar organizations.

⁵ This corresponds to the budget allocated to the two project outputs.

Key evaluation questions regarding the project's relevance:

- To what extent is the intervention relevant to the needs and priorities as defined by beneficiaries?

In theory, all of the project's activities and their respective expected results can be seen as adequate responses to the beneficiaries' needs and priorities. Nevertheless, interviewed rural women, the main project's target group, expressed a different opinion, while civil servants, CAHWS and women that received ID cards were globally satisfied with the project's deliverables.

- To what extent is the intervention contributing to provincial (Gaza) and country priorities for gender equality, economic empowerment and climate change?

Overall relevance assessment: We consider that the project was perfectly coherent with the Mozambican official strategies, policies, programs and plans related to gender equality, economic empowerment and climate change. It is also congruent with the analysis and intentions disclosed in the provincial strategic plans.

In general, we consider that the project was moderately relevant. It appears that the needs and expectations of the rural women were defined through a typical top-down approach and did not necessarily cater to beneficiaries' priorities and self-defined needs. Another particular problematic issue corresponds with weak internal coherence of the project, which negatively impacted its implementation and reporting. Nevertheless, the project was well aligned with both national strategies/policies and UN WOMEN strategies. It did not overlap with other donor funded interventions and complemented the approach and activities of other development actors

4.2 Effectiveness

This criterion assesses the extent to which the project's objectives were fulfilled, as well as its possible unexpected (positive or negative) effects. It encompasses a comparison of intended and actual "project results" as an analysis of the gaps observed. As indicated in chapter 3 presenting and assessing the project design, no outcome indicators were specified in the project proposal. Later, each output was associated with a respective indicator, but we consider it insufficient to track the progress made toward achieving the output. In certain case, we also have found that, in some cases, indicators were wholly inadequate or inaccurate. Therefore, our investigation and assessment mostly refer to references obtained through the reading of the project's documentation and the field work findings. To this extent, our assessment of the project's effectiveness is quite subjective and not necessarily systematic.

The following questions were addressed regarding the project's effectiveness:

- To what extent were the expected outputs and outcomes achieved and how did UN Women contribute toward them?
- What are the enabling and limiting factors that contributed to the achievement of results and what actions need to be taken to overcome any barriers that limit the progress?

4.2.1 Achievement of outcome 1 and respective results

Outcome 1: Women have access to increased opportunities to enhance their economic and food security status, with focus on the most vulnerable, in the context of climate change and natural disasters adaptation and mitigation.

Output 1.1: Targeted strategies developed and implemented for promoting sustainable livelihoods and food security, especially for vulnerable women;

Indicator: Number of interventions implemented to link women with services to improve resilience to climate change on food security, livelihood and empowerment (financial access, skills development, agricultural inputs, alternative energies – user/producer, extension services – provider/user)

Baseline: 2 interventions (updated in 2015)

Target: 8 interventions

As per our understanding and as submitted in the inception report, the following activities were implemented under output 1.1:

Agrarian training component:

- Rural women training on animal husbandry/health care to become Community Animal Health Workers (CAHWs)
- Training in advanced poultry farming, health care and agribusiness management
- Training on animal husbandry/livestock supplementation during dry season
- Training/Seminar on "Leadership and Business Management: Unleashing Rural Women's Entrepreneurial Potential"
- Mentorship program on management of commercial swine farms
- Capacity development training of rural women on commercial goat farming
- Training on mainstreaming gender into farmer field schools' methodologies.

Material support component:

- Allocation of business start-up kits for swine, goats and chicken producers
- Allocation of improved goat shelters, chicken pens (aviary) and pigsties (piggery)
- Logistical support to the extension services for the vaccination campaign against new cattle disease

Output 1.1: The activities implemented under "output 1.1" may be seen as the de facto realization of a strategy, but we noted that the project did not formulate a structured approach to design, implement and monitor it. In this sense, we consider that output 1 was not completed as per its terms. Nevertheless, the project actually implemented more than 8 activities (or provided services as per the indicator wording) aiming "to improve resilience to climate change on food security, livelihood and empowerment" as stated by the indicator. These services reached "vulnerable women" as anticipated. Yet, these services did not cover "financial access" and "alternative energies" as initially envisioned.

Overall, in light of the stated output and respective indicator, one can consider the project fairly effective with regard to output 1. But it is quite evident that an assessment of the effectiveness referring to each activity could have led to a quite different assessment, probably more contrasted and generally less positive. For example, several chicken pens were not provided as announced, and the number of supplied animals was far below the initial target disclosed to the beneficiaries at the beginning. Similar statements can be made regarding the composition of the start-up kits that were

incomplete at the time of their distribution. In any case, we did not have enough data to systematically assess the discrepancies between planning and the realization of the activities.

Output 1.2: Women’s participation in local decision-making platforms increased and transformation of gender norms at community level accelerated;

Indicator: Percentage of women in local level decision-making structures/committees in intervention districts

Baseline: Below 15%

Target: At least 30%

As per our understanding and as submitted in the inception report, the following activities were implemented under output 1.2:

Awareness component:

- Awareness sessions on Gender-based violence (GBV)
- Community radio debates on adult literacy and writing contest
- Activism Campaign to end violence against women and girls (Mulumuzane Wa Lisima) – EWAV
- Radio debates about violence against women and girls
- Women’s month (awareness campaign on women’s contribution in the economy and the need to step it up for gender equality)
- Photo competition on Women’s Economic Empowerment

Planning and mainstreaming training component:

- Trainings for CDD, Women opinion leaders and Formal community leaders on Gender Responsive Planning (GRB) and mainstreaming gender in food security strategies
- Trainings for Men and Women Caucus in the District Consultative Councils on “Mainstreaming gender into District Economic and Social Plans and Budgets”

Output 1.2: As per our interpretation and in accordance with the mid-term evaluation approach, we consider that “local decision-making platforms” correspond, in UN WOMEN’s perspective and practices, to “District Consultative Councils” (CCDs), “District Planning Task Forces” (ETDs) and key positions within the local politico-administrative apparatus (like District Administrator or Director of Health, Women and Social Action - SDSMAS). But this reading is not explained in UN WOMEN documentation. In fact, the definition issue is not innocuous as CCDs and ETDs are mere consultative forums rather than “legislative” bodies according to the Law 8/2003 and Decree 11/2005. Furthermore, according to Forquilha e Orre (2012), in practice, their consultative role is very limited, and they are generally confined to the validation of plans and decisions defined at a higher politico-administrative level (not necessarily at district level). In theory and formally, decisions concerning the district and its lower administrative divisions are taken by the “District Government” which is composed of the District Administrator, the Permanent Secretary and the District Services Directors. In practice, the reality of the decision-making is at the provincial level. Moreover, it is worth noting that the major decisions (thus the ones that may have significant impact on rural women) are taken by the ruling political party before being officially endorsed and legally enforced. Lobbying should undoubtedly be exerted there to instil tangible and meaningful changes, in particular in Gaza province! Lastly, one has to recognise that Deciding does not unavoidably mean realizing what was decided. Therefore, any intervention addressing administrative and political decision-making should not be restricted to declaration and should embrace implementation too. This was not at all addressed by the project.

Despite several requests to both, district/provincial authorities and to UN WOMEN, we were unable to obtain comprehensive districts' data for 2018 (and other years depending on the district) regarding the number of women participating in CCDs and ETDs. Compared to the situation in 2014, the mid-term evaluation noted significant progress in terms of women enrolment but did not (or did not have the possibility to) assess whether women effectively participated or if they acted as walk-on actors only. Our first-hand experience of CCDs, ETDs and many of the local "committees" in rural areas, points to this last scenario. Similarly, this source does not report specific issues addressing women's causes that CCDs and ETDs may have discussed or validated. We therefore conclude that both questions, the reality of decision-making and effective women participation, invalidate the pertinence of the indicator for "output 1.2". Clearly, the "Percentage of women in local level decision-making structures/committees" is not enough to depict women's empowerment.

"Output 1.2" also indicates that "increased and transformed gender norms at community level" should be achieved through the project's interventions. This is clearly quite audacious, or presumptuous, as such a process does not occur in a three-year time frame and requires ample sensitizing and mobilization (i.e. the suffragette movement or, more recently, #MeeToo hashtag.). In fact, neither UN WOMEN reports nor our own investigations allow us to distinguish a "transformation of gender norms at community level". The project could have reasonably and eventually considered to "influence" a positive transformation process. Still, it would have been laborious to define respective indicators, and significant resources and time would have been required to adequately inform such pointers.

Despite our quite fundamental reservations regarding the pertinence of "output 1.2" in the context of the project, all activities that were implemented under the components of awareness raising, planning and mainstreaming training were useful measures to advocate the rural women's cause. However, available information is insufficient⁶ to assess the extent to which these activities were effective, i.e. impacted on decision-making process and mentalities. In general, we consider that "output 1.2" was ineffective.

⁶ None of the districts' administration or governments agreed to communicate its previous and current budget to us. This request was also turned down at provincial level and UN WOMEN was of no help to revert the decision. None of our correspondents justified in explicit terms their rejection, but we hear quite fancy justifications, like "such request is sensitive in election time...". But in most case, our request was simply ignored.

4.2.2 Achievement of outcome 2 and respective results

Outcome 2: Plans, budgets and related processes incorporate gender equality commitments to facilitate increased economic empowerment and climate change adaptability by women.

Output 2.1: Multi-sectorial framework response to place women’s economic empowerment (WEE) and climate adaptation and mitigation needs;

Indicator: Gender-sensitive planning, monitoring and reporting within key sectors

Baseline: MITADER, MASA (SETSAN) and INGC (National Institute of Natural Disaster Management) plans and reports are not gender sensitive

Target: Incremental increase in gender sensitivity of all plans and reports produced by Mozambican authorities.

As per our understanding, the following activities were implemented under output 2.1:

Partnership component:

Identification and establishment of key partnerships with local institutions – government, UN Agencies and CSOs under the Belgium Supported Food Security and Nutrition and other stakeholders

Awareness component:

- Local governments, communities and women awareness raising through local consultative councils and potential partners on the project, to lay ground for buy in of project objectives, ownership of activities
- UN Women Share Fair / Celebration of the International Rural Women’s Day

Planning and mainstreaming training component:

- Training for ETD on Gender Responsive Planning (GRB) and mainstreaming gender in food security strategies
- Intensive course on gender responsive budgeting
- Training of Government Planners on Gender Responsive Planning and Budgeting: Integrating the Needs of Women and Men for Equity and Successful Development Planning

Output 2.1: The formulation of Output 2.1 is quite vague, as a “multi-sectorial framework” could take several forms. We understand that it corresponds with the setting or development of measures that could nurture women’s economic empowerment and their adaptability to climate changes. However, it is unclear how this would contribute to the stated outcome. In fact, we are also dubious about how effective the outcome is: how “plans, budgets and related processes” incorporating “gender equality commitments” are supposed “to facilitate increased economic empowerment and climate change adaptability by women”? From this perspective, the Output 2.1 indicator is of no help as “gender-sensitive planning, monitoring and reporting within key sectors” are only one of the many conditions required to achieve the outcome to “facilitate increased economic empowerment and climate change adaptability by women”. In these conditions, it is quite difficult to assess the efficiency of the activities implemented under Output 2.1 in an objective manner.

Project activities related to these outputs correspond to the “identification and establishment of key partnerships with local institutions”, the dissemination of the project among local actors, the implementation of Share Fairs, and training on “Gender Responsive Planning and Budgeting (GRP)”.

Identification and establishment of key partnerships with local institutions: the project proposal and progress report names numerous institutions as potential or effective “partners” (see chapter 4.1.4 about partnership).

One MoU was signed in the context of the project with the Institute of Social Communications (ICS) in February 2016. It lasted for one year and the respective activities in the context of the project were implemented whilst it was still valid. It does not foresee disbursements from UN WOMEN to ICS.

An “agreement” was established with the Centre for Gender Studies and Coordination of Eduardo Mondlane University (CeCAGe/UEM) in June 2017, in the context of other UN WOMEN projects and was amended on 19th of April 2018 to “provide continuity to the rendering of services” by CeCaGe. The amended agreement indicates an amount of USD 261.200 without clearly stating if this was the original amount to be disbursed by UN WOMEN under the initial agreement, or an updated one in the context of the amendment.

Collaborations that had a “commercial nature” (as per UN WOMEN formulation) were outlined and legislated by contracts, for example with the local radios and the Civil registry services (*Serviços Distritais de Identificação Civil* and *Conservatória e Notariado*) of Guija, Massingir and Mabalane districts and with private suppliers of goods and services.

Collaboration with other (entities) institutions involved in the project (like BCI, INSS, *Autoridade Tributaria*, IPEME, or ILRI/PROSUL) was not put into writing. But, according to UN WOMEN, this may well occur in the context of other interventions in the future, as UN WOMEN considers such partnership as relevant.

Dissemination of the project among local actors: according to the 1st progress report, the project conducted awareness sessions with “(...) local governments, communities and women through local consultative councils and potential partners of the project to lay the groundwork for project objectives and ownership of activities” (2015: 3). We were unable to obtain precise information on the number of sessions conducted, their timing and participants. In these conditions, we cannot properly assess the effectiveness of this activity. Yet, it must be noted that none of the participants from the visited districts stated having received documents describing the project., something that should have accompanied the realization of awareness sessions.

Implementation of Share Fairs: in the context of the project, Share Fairs correspond to the implementation of events to promote women’s rights in general and civil registration in particular. From July 2016 to March 2018, the project held four Share Fairs in four districts that reached thousands of women as summarized in the table below. As a result of sharefairs and campaigning held in 2016, 2017 and 2018 in the districts of Guijá, Mabalane and Massingir 8,000 women and girls were granted with identification documents (IDs) and 4,250 with birth certificates sponsored by UN Women through this project. 9,700 women and men enhanced their knowledge on and access to sexual and reproductive health; legal counselling on GBV; social security; financial education and application procedures for the NUIT and DUATs. IDs and other key documents allowed poorly serviced rural women to register their associations, businesses, cellphone numbers, open bank accounts, enrollment in adult literacy classes, be considered for jobs and fulfil their citizenship rights. The table is incomplete, as despite our requests to UN WOMEN, we did not receive detailed information on the implementation of Share Fairs.

Taking into account, the very limited realisation of the four outputs, we consider that the project did not contribute to the achievement of its outcomes.

ShareFairs were organized and run in partnership with district civil registry services and private companies (phone operator *Mcel* and bank *BCI*). Overall, the public servants that we interviewed involved in Share Fairs, demonstrated a good understanding of the Share Fair purpose and praised its implementation as an adequate and effective way to massify the issuance of birth certificates and ID cards for rural women. Such appreciation is congruent with that of the beneficiaries. All these interviewees considered that Share Fairs had good results in terms of audience and civil registry

documents' emission. The sole but common reservation expressed by public servants involved in the sharefairs that we interviewed correspond with the fuel budget that was considered too tight and limited the event's outreach. Other logistic and practical issues (tents, stationary, etc.) were not problematic.

Training on GRPB: A total of seven GRPB training sessions were conducted by CeCaGe during the project and reached at least 657 people (381 women, members of the District Consultative Councils, public servants and "opinion leaders"), as detailed in the following table. It has to be noted that, despite our requests to UN WOMEN, we did not receive any detailed information about the realization and participation to the training (like course program, training material, participants' list and participants' evaluations).

Table 7: GRPB training

Source	Output	Activities	Dates		Location (target group/activity)								Target group						Participants			Implementing entity	Budget (EUR)	Costs (EUR)							
			Start	End	District								Government				W	M	W & M	Private sector	Other				W	M	W+M				
					Guijá	Mabal.	Chikual.	Massa.	Chigub.	Mass.	Chinh.	Gaza Prov.	Other	Nat.	Prov.	Distr.												Com.			
1 st Annual Progress Report (September 2014 – August 2015)	2.1	Trainings for CDD, women opinion leaders and formal community leaders on GRB/gender in food security strategies	?	?	X/?	X/?	X/?	X/?	X/?	X/?							X	X							118	127	245	?			
	2.1	Training for ETD on GRB and mainstreaming gender in food	?	?	X/?	X/?	X/?	X/?	X/?	X/?							X	ETD								60	91	151	?		
	2.1	Intensive course on GRB	?	?	X	X	X					X/?			X	X										6	3	9	CeCaGE		
2 nd Annual Progress Report (September 2015 – August 2016)	2.1	Trainings for Men and Women Caucus in the District Consultative Councils on "Mainstreaming gender into District Economic and Social Plans and Budgets"	Aug-16	Aug-16			X	X		X						X	DDF-CCD			X					90	90	180	?			
	2.1	Training of Government Planners on GRB	May-16	May-16	X	X	X	X	X	X		X	Maputo		X	Council	X									6	6	12	CeCaGE		
3 rd Annual Report (September 2016 – August 2017)	2.1	Trainings for Men and Women Caucus in the District Consultative Councils on Mainstreaming gender into District Economic and Social Plans and Budgets	Oct-16	Oct-16	?	?	?	?	?	X							X	CCD								30	30	60	UN Women (?)		
4th Annual Report (September 2017 – August	2.1	Training of Government Planners on GRB	15-05-18	25-05-18	X	?	?	?	?	?	?	X	X	X (MASA)	X (DPMAS, governor	X (District planning													CeCaGE		

Due to time constraint (and lack of availability of many potential informants), we could only interview a few GRPB trainees. The latter considered the training sessions well organized; their content was accurate and interesting.

According to the mid-term evaluation “the benefiting government officials demonstrate knowledge on GRPB, and reported that they apply the principles of GRB in their planning, budgeting and reporting systems” (2014: 65). Yet, this assessment is not supported by any evidence. On our side, in the absence of trainees’ evaluation/feedback, and due to the very limited number of official documents (budgets, plans, and reports) available and interviewed trainees, we cannot express an informed and objective opinion about the tangible results of the trainings. Nevertheless, we can mention that all our informants stated that the training brought “new knowledge” and raised their awareness on the topic.

Output 2.2: Improved availability and use of data to guide planning, resource allocation and monitoring of gender equality commitments in relation to women’s economic empowerment in the context of climate change adaptation.

Indicator: Availability of data to guide policy, programming for effective integration of women’s food security and climate change response

Baseline: Limited data availability, especially at provincial level;

Target: Agreed key indicators and baselines established at national and provincial level

As per our understanding and as submitted in the inception report, the following activities were implemented under output 2.2:

Documentation component:

- Elaboration of "Situational Analysis of Women Economic Empowerment in Gaza Province" report
- Elaboration of “Organizations of Rural Women in Mozambique Mapping” report
- Support to the Mozambican Government in developing a compilation of gender statistics.

Awareness component:

- Report on the “Rural Women Organizations in Mozambique Mapping report” launch ceremony.
- Rural Women’s Movement national meeting
- Preparation and realization of the IV Provincial Conference on Women and Gender
- Number and proportion of women occupying leadership Positions at District Level (UN WOMEN, 2015: 22)
- Number and proportion of women occupying leadership Positions at Administrative Posts and localities level (UN WOMEN, 2015: 23)
- Number and proportion of women at local power structures (UN WOMEN, 2015: 23)
- Number and proportion of women working in public administration (UN WOMEN, 2015: 24)
- Number and proportion of women participating in agrarian extension activities (UN WOMEN, 2015: 24)
- Number and proportion of women’s projects financed by the FDD (UN WOMEN, 2015: 26)
- Number and proportion of women’s projects funded by the FDD by activity area (UN WOMEN, 2015: 26)
- Number and proportion of the FDD value allocated to women (UN WOMEN, 2015: 27)

Output 2.2: The formulation of Output 2.2 is clear and well related to its respective outcome. Yet, similarly to the other outputs, its indicator is imprecise and unsuitable to assess effectiveness and efficiency. Therefore, our analysis does not refer to this indicator and instead focuses on the form(s), content(s) and modalities of the activities.

Situational Analysis of Women Economic Empowerment in Gaza Province: The "Situational Analysis of Women Economic Empowerment in Gaza Province" released in 2015 provides both a quantitative and qualitative analysis covering the six districts targeted by the project. This report presents the following data that we deem quite comprehensive⁷ and fully relevant from the perspective of Output 2.2 and for the project in general:

- Number and proportion of women in the CCD structure (UN WOMEN, 2015: 21)
- Number and proportion of women integrating the CTD (UN WOMEN, 2015: 22)

Most of the data is dated (2010, 2014 or 2015) but this is not systematic, and respective sources are imprecise ("District Secretariats" for example, when one would expect reports or registries references) and sometimes intriguing ("interviews with the SP" for example). In general, data presentation and calculations are of average quality: Unit labeling is frequently missing or confusing (i.e. percentage instead of absolute value for example). Eight of the ten tables inserted in the report present calculation mistakes. While these limitations do not hinder us from understanding the context, they point to deficient quality control and proofreading. They may also question the accuracy of the sources used by the reporter, as is the case with some pre-aggregated data (percentages or sums) released by the district administration. Nevertheless, it has to be noted that all our expressed confidence about the accuracy of the data and, above all, the analysis and findings.

The study had the following objectives: "(1) identification of women's groups, their economic activities and potential for replicating women's economic empowerment models; (2) assess the capacities and challenges of key food security actors; (3) collect baseline data to fine-tune project indicators; and (4) identify lessons learned and generate synergies" (2015: ii). While numerous information and comments released in the study address these topics, we observe that the report does not provide a systematic and conclusive review of its objectives versus its findings. This is particularly salient regarding "project indicators", "lessons learned" and "synergies" as none is clearly indicated.

Organizations of Rural Women in Mozambique Mapping report and respective launch event: In March 2015, a report on rural women organizations was released, and was then publicly presented by UN WOMEN on the occasion of the African Women's Day on 31st of July 2015. It was conducted by the Mozambican Movement of Rural Women (MMMR), through the association Women, Gender and Development (MuGeDe), with the technical and financial support of UN Women. This 29 pages' report intended "to contribute to improve access to consolidated information about rural women organizations in Mozambique, as well as to their visibility and strengthening", "to serve as a reference for the government and partners, to include the realities and needs of rural women in their development plans" (MMMR, March 2015: 3). It provides the following information:

- Brief contextual description of rural women's situation and status in Mozambique;
- List of "the main limitations and faced by rural women" (MMMR, March 2015: 6)
- "Gender profile" of three provinces, including Gaza;
- Some quantitative data on women organizations;

⁷ Despite being mentioned in the report (p. 24), "natural resource and disaster management committees" are not well documented as their number, locations and composition are not disclosed.

- Focus groups analysis on several key aspects of women organizations (field of activity, constituency, decision making, etc.).

The report concludes by giving some general recommendations regarding the development of rural women organizations and MMR. It has three annexes, including a list of 813 organizations in Mozambique's 11 provinces. As indicated further above, the report was officially presented as part of the African Women's Day, during an event organized in Maputo by UN WOMEN, and attended by "approximately 100 participants, including women's rights activists, government authorities, academia, media, UN, CSOs and donor agencies, attended the launch ceremony in Maputo". No further tangible information is provided by the UN WOMEN report on this event. Still, UN WOMEN states that it offered "(...) a unique space to reflect on achievements and challenges towards the respect of women's economic rights and gender equality with emphasis given to rural women" and allowed women to "(...) forge partnerships with civil society organizations from different provinces" (1st project report, 2015: 12). According to UN WOMEN, "The report highlights the challenges and opportunities to support women's contribution to rural and national development goals" and "(...) addresses an information/knowledge gap".

Whilst its contents do provide some interesting quantitative and qualitative insight on rural women's organizations, most information is of general nature and does not bring new knowledge. In this context, we consider that the most valuable and useful contribution of the report lies in its main annex, the organizations list. Yet, we found no evidence that the report (or its main annex) is "(...) widely being used to contribute to improve access to consolidated information about the organizations of rural women in Mozambique, as well as to their visibility and strengthening in the field of agriculture, value chains and food security, among others" as claimed in the 1st project report (2015: 12). In fact, it has to be noted that neither the English nor the Portuguese versions of the report, can be easily found and downloaded on Internet.

Gender statistics: In 2017, in partnership with the Mozambican Statistics Institutes (INE), the project supported the realization of a "gender statistics handbook 2016", compiling 286 indicators related to "important socioeconomic areas impacting Mozambican women's life" such as "economic empowerment, education, health, political and public participation, justice and gender-based violence" (MGCAS, 2017: 6). According to its two prefaces, this publication had various complementary aims: To orientate the decision process, to monitor and evaluate public policies and to improve the perception of the "(...) national reality regarding the effective implementation of international commitments in the gender field and to guide the definition of strategies and national priorities" (MGCAS, 2017:4). Interestingly, INE's foreword also indicates that the publication should "serve as an advocacy instrument to promote the production of gender statistics" and show "the huge challenges of the country to produce gender statistics".

This last consideration is in fact well reflected in the handbook itself, as several indicators are not fully documented; they were sourced from UN entities (WHO, UNICEF, UNAIDS, UNESCO) and cover discontinued time periods⁸. It also should be noted that numerous tables disclose relatively old data (2009, 2010 or 2011 for example). Thus, despite its title, the handbook presents statistical data "as available in 2016" and not "until 2016". Overall, the presentation of data and its respective sources is very basic (few charts in particular) and sometimes confusing or incomplete. None of the tables or charts are analysed (at least in statistical terms) nor commented on. In general, we consider that the handbook is of average quality.

⁸ A very succinct review also points to some calculation mistakes...

According to the project's 3rd progress report, "the project enabled consolidation of an evidence-based gender statistics handbook that can serve to shape and inform the development/reform of policies that promote gender equality and women's empowerment" (2017: 3). Despite the fact that qualifying the handbook as "evidence-based" is probably inaccurate, this statement is well aligned with the perspectives of the handbook's prefaces. The same source declares that "Robust evidence is a critical way in which UN Women leads the way in building knowledge on gender equality and women's empowerment, support systematic monitoring and reporting on progress and influence planning authorities and promote national policy debates, to help set the agenda and mobilize partners to take action to advance gender equality" (2017: 15). We found no evidence that the handbook generated such an outcome⁹. This is more a declaration of intent than a reflection of the actual project activities and outputs. Similarly, the report's section dealing with the handbook claims that through the handbook "(...) the project supports women's movements and governments to develop/reform laws, policies and strategies, and strengthen their capacity to make gender equality and climate resilience a (lived reality)" (2017: 15). Once again, this is a desired outcome that was not produced by the project. Furthermore, none of our interlocutors within the State apparatus at the provincial and district levels could confirm having received a copy of the handbook.

In general, we consider that the activities realized under the "documentation component" listed above contributed to improve data availability. Still, we are dubitative regarding the quality and exhaustivity of the data and its possible use in the context of the local administration planning and budgeting exercises.

Preparation and realization of the IV Provincial Conference on Women and Gender: On 21-22 of August 2017, the fourth "Provincial Conference on Women and Gender" was held in Xai-Xai (Gaza province), with the technical and financial support of the project. According to the conference report submitted by the provincial directorate of gender, children and social action (DPGCAS, September 2017), the conference was attended by a total of 82 delegates (55 women and 27 men)¹⁰ "from the district and provincial governments, civil society and women's movements" (UN WOMEN, 2017: 15). The conference had four objectives (DPGCAS, September 2017: 2):

- To promote women's participation in the political, social and economic arena of Gaza province;
- To expand services for victims of violence, including medical assistance services, legal and psychological support;
- To reflect on strategies to reduce violence against women and children;
- To present initiatives on women's participation in the development of the province.

A dozen¹¹ of topics were addressed during the conference and a similar number of situational statements were expressed (like the "existence of cultural practices endangering the harmonious development of girls"). This led to the formulation of 14 recommendations in a formal "Declaration" (DPGCAS, 22 of August 2017).

⁹ Still, it should be noted that the handbook supported UN Women's direct technical assistance toward the Government in approving in July 2019 the first comprehensive National Programme on Women's Economic Empowerment (PROMULHER) that aims at supporting the growth of women-owned enterprises, agribusiness, agro-processing and creation of the enabling environment (institutional and legal frameworks) for women's entrepreneurs. This is part of UN Women's sustainability strategy to keep women's economic empowerment at the top of the Government agenda and prompt the government to replicate innovative and scalable business models to other regions of Mozambique.

¹⁰ According to the 3rd project report, 100 delegates participated (UN WOMEN, 2017: 15)

¹¹ The exact number is not clear as per the available documentation.

Both, the DPGCAS and UN report on this conference are very succinct and provide no details about participants (origins, institutions and functions for example) nor topics' expositions and respective debates. These reports and the conference declarations do not assess how and to what extent the conference's objectives were met. In general, we consider that the descriptions of the listed problems and their respective recommendations are very vague and do not allow to define a proper action plan. In fact, the recommendations correspond to mere declaration of intents (like "To continue to develop action targeting gender awareness"), without any description of the required mechanisms, resources and responsibilities. In general, and based on the reports, it appears that the conference was mostly a formal exercise without real substance. In this we doubt that the conference and its declaration could lead to meaningful contributions toward its stated objectives. This sharply contrasts with UN WOMEN appreciation of the conference's results as presented in its 3rd project report: "The agreed conclusions of the Conference set out the steps and measures necessary to overcome persistent inequalities and barriers women face and take opportunities arising in Gaza. The IV Conference charted a clear path towards women's access to technical and vocational education, in non-traditional occupations, functional adult literacy, access to finance and better markets, as well as, challenging local harmful social norms. As a result, increased attention is being paid to gender mainstreaming in the design of the new Provincial Strategic Development Plan (2017 - 2022)" (UN WOMEN, 2017: 15). Such appreciation is not substantiated by UN WOMEN. We observe that the Provincial Strategic Development Plan 2018 - 2027 reflects most recommendations of the Declaration and that it expresses intentions rather than any concrete measures.

Key evaluation questions regarding the project's effectiveness:

- To what extent were the expected outputs and outcomes achieved and how did UN Women contribute towards them?

We consider that outcomes 1 and 2 and their respective outputs were not achieved. Regarding "outcome 1", the project offered opportunities to vulnerable women, as anticipated, but, out of the limited groups of CAHWS, this only marginally contributed "to enhance their economic and food security" and their resilience to "climate changes and natural disasters" as initially envisioned. Activities implemented under "outcome 1" did not result in the development and implementation of "targeted strategies for promoting sustainable livelihoods and food security, especially for vulnerable women" ("output 1.1") and we had no clear clues that "Women's participation in local decision-making platforms increased and transformation of gender norms at community level accelerated" ("output 1.2") as projected. "Outcome 2" and its respective outputs were also not attained in our views. However, it has to be noted that the wording of these outcome and outputs and their indicators do not allow for a proper assessment.

- What are the enabling and limiting factors that contributed to the achievement of results and what actions need to be taken to overcome any barriers that limit the progress?

The main limiting factors to achieve the project's expected results correspond with the deficient internal coherence of the project, in particular regarding its logical framework. Most activities that were effectively implemented had no explicit and logical links with the expected outputs and they were not well articulated between them (like as a sequence of successive building blocks). From the outset, this undermined the possibility for the project to produce the expected results. Therefore, attention to the consistency and completeness (i.e. that include SMART indicators, sources of information, main assumptions and inputs allocation to activities) of the logical framework would be required in the future to avoid such traps. Regarding "outcome 1", several major constraining factors negatively conditioned the design and operationalization of economic and technical "opportunities" for the improvement of women's livelihoods. Firstly, a real participatory process should have sustained the identification of opportunities and women's decision to embrace it and the way to support such a move. Secondly, the delays between training and the supply of infrastructures and

equipment implied that, at the time of this evaluation, most productive activities were still incipient and did not generate sales. A key recommendation to revert this scenario would be to further invest in participatory business planning and to streamline acquisition processes. Regarding “outcome 2”, we believe that awareness raising and training sessions are not enough to induce “Women’s participation in local decision-making platforms” and to accelerate the transformation of “gender norms at community level”. For this purpose, a far more holistic strategy and practices would be required to be designed and implemented during a longer period. This would probably require addressing the whole governmental and administrative machinery, at both district and provincial levels, as well as to invest in protracted and comprehensive measures to change men’s attitudes and minds at the community level.

Overall effectiveness assessment: The project was largely ineffective in producing the expected results. But this does not mean that it has been not effective at all. Out of the productive and awareness components, some activities yielded tangible outputs: Publications, ID cards, birth registries, operational CAHWs). or had concrete manifestations (radio debates, campaign to end violence against women and girl). The question of their efficiency and sustainability is however very questionable.

4.3 Efficiency

Typically, efficiency examines the relationship between the resources implemented and their costs on the one hand, and the funded outcomes, on the other hand. In this perspective, the evaluation should assess whether the required resources were actually used in a timely fashion and at the least cost and analyzing any observed delays or overspends. However, the financial project’s data provided during the course of the evaluation did not allow for such thorough efficiency assessment, as it was not allocated to specific activities, outputs and outcomes¹². Along the same line, the project activity reports do not allow to reconstruct the planning and effective implementation calendar. Therefore, we were not in condition to respond to the two evaluation questions addressing efficiency as stated in the ToR and our inception report¹³. Consequently, we merely focus our analysis on the timing of operation, capacities (human resources, technical, administrative and advocacy skills, equipment and facilities) of the project management and organizational/operational structure to realize (or support) activities and to deliver and document results.

4.3.1 Capacities

Human resources mobilized by UN WOMEN had four staff members running the project. Additionally, UN WOMEN senior and admin/fin staff based in Maputo also contributed to the project operationalization and follow-up. We consider that the number of staff was, in theory, adequate to the project implementation and management needs. But this have been not confirmed in practice according to our interlocutors in the field. it is probable that its running would have been improved if attributed to a full-time manager position instead of an officer one at 90% workload. One staff, a Project Officer, was based in the project’s province.

The following table summarized UN WOMEN human resources mobilized in the context of the project.

¹² On 17/09/2019, UN WOMEN communicated a summarized presentation of the project financial data (see tables 10 and 11).

¹³ To what extent are project strategies cost-effective in making an impact on the ground, at district and provincial levels? To what extent is the Budget and Expenditure over the project period contributing to desired project results?

Table 8: Human resources mobilized by UN WOMEN

Position	Name and Surname	Workload	Duty station	Period of intervention	
				From	To
Programme Officer	Boaventura Veja	90%	Maputo	2 nd February 2015	31 December 2018
Project Officer	Josina Nhantumbo	100%	Chókwe	April 2015	31 August 2018
Programme Assistant	Lesira Gerdes	95%	Maputo	December 2014	31 August 2018
Programme Specialist	Ondina da Barca Vieira	25%	Maputo	September 2014	31 December 2018

Furthermore, the project implementation relied on several service providers, mostly for awareness (local radios and ASTROGAZA for example) and training purposes (Uvivi farm in Namaacha district) and short-term consultancy (for the redaction of surveys), on civil servants (in particular from IIAM - Chobela zootechnical station, SDIC and SDAE staff), local government representatives (including traditional authorities), and on partners organizations' staff (ILRI, CeCaGe/UEM). It is important to note that, according to prevailing understanding at that time, this was a way of contributing to ownership and supporting the work of national institutions.

Obviously, the project implementation also required a significant contribution of rural women involved in training and productive activities, this despite the fact that such participation in terms of preliminary and ongoing consultation is not explicitly considered and described in the project's proposal and reports. The absence of recognition of the women involvement and evaluation of respective workload is a clear lacuna the project monitoring.

According to the project proposal, Mozambican and foreign public institutions should also have been mobilized at the national level in the way of an "advisory board" (UN WOMEN, 2014: 19), a "steering committee" (UN WOMEN, 2014: 20) and "annual review meetings" should have been "organized jointly with the Ministry of Women and Social Action" (UN WOMEN, 2014: 21). Similarly, the mid-term and present evaluations should have been governed by an "evaluation management/reference group" (UN WOMEN, 2014: 21) and an UN WOMEN "Regional M&E officer". Lastly, despite not being stated in the project's proposal and reports, one can infer that donor's staff should also have intervened during the course of the intervention.

In general, we consider that UN WOMEN human resources mobilized for the project were insufficient, both in the field and in Maputo.

UN WOMEN staff skills in advocacy appear to have been quite consistent and effective to mobilize public and private actors in awareness raising activities. All of our respective interlocutors stated that UN WOMEN staff clearly expounded the role of UN WOMEN in general and in Mozambique in particular, the major cultural and socio-economic importance of the gender issue and the need to address its limitations, to the point that several informants stated that UN WOMEN should restring itself to the sole advocacy task (instead of being involved in productive activities). Technical skills required by the project were quite varied in terms of domains (events design and logistic, animal husbandry, climate changes, collective action, sociology, public administration, etc.). Mirroring our interlocutors' statements further above, it seems that UN WOMEN staff faced their major technical limitations in the field of rural business planning in animal husbandry and collective action. In fact, evidence on the ground shows that UN WOMEN staff have been clearly not up to the challenges in these matters. Also, UN WOMEN staff overestimated the capacity and will of national and local public institutions to take ownership of and concretize their learnings in matter of GRPB. Likewise, UN WOMEN staff lacked the capacity to induce more quality and consistency into the process and

outcome of the 4th provincial conference on gender (see chapter 4.2.1) and regarding the gender statistics compendium. Without a deep and inside knowledge of UN WOMEN internal administrative procedures, it is difficult to objectively assess the administration capacity of UN WOMEN staff involved in the project. However, fractional information that we obtained from both insiders and outsiders on this issue indicates that the project design and implementation was severely hampered by administrative red-tape. Apparently, UN WOMEN can be relatively flexible and quick to implement advocacy/awareness activities, but it faces serious limitation when it comes to more “development-oriented” operations, and we found that cumbersome internal systems and processes were a hindrance to effective delivery of such interventions.

Looking at the project’s logical framework defects, it also seems that UN WOMEN project design skills are substandard. More specifically, at the project staff level, it is undoubtedly perceivable that the reporting function is not well mastered. Last but not least, we were surprised to observe that UN WOMEN financial reporting does not allow a proper budget control and cost allocation.

Facilities and equipment used by the project were UN WOMEN office in Maputo, FAO office in Xai-Xai and infrastructures of the partners (like SDAE’s office or IIAM - Chobela facilities) in the districts. Generally, no particular problems related to the facilities and our interviewees indicating that the facilities were adequate, was noted. Equipment used in the context of the project were computers, promotional material (like informational leaflets and gender-related documentation) and the use of UN WOMEN and partners’ vehicles. According to our informants, the project’s logistic and follow-up was somehow constrained by the lack of a project vehicle, notwithstanding the project relied on the district administration to provide a vehicle for these activities. In order to mitigate this issue (and to support SDAE’s field work), the project supplied four off-road motorcycles to Guija and Mabalane SDAEs during the first year (2 each). According to Guija’ SDAE staff, this contribution greatly enhanced its intervention capability in general as well as in the project’s context.

It is arduous to precisely assess the workload of the “project’s collaborators” but we understood that around half of the project activities were directly implemented by UN WOMEN staff (i.e. under its direct leadership and field presence). Yet, for both UN WOMEN staff and “project’s collaborators”, this does not tell us about the effective workload expressed in person/day for example. Nevertheless, it should be noted that the vast majority of the involved civil servants indicated that their roles were quite time-consuming and represented an extra-burden for them, but also for their respective institutions. This situation was exacerbated by deficient coordination and communication between the parties.

Project related workload of Mozambican and foreign public institutions at the national level seems to have been considerably reduced as the “advisory board” was not formally constituted and operationalized, and also due to the fact that the “steering committee” seems to have met only once, on 17/10/2017. Furthermore, we had no information about the realization of “annual review meetings” with the Ministry of Women and Social Action. Regarding this last institution, central to the main project’s topic, we understand that its role was marginal at best or nearly non-existent, even at the level of its provincial and district delegations (in fact, despite reiterated emails and phone calls and one cancelled meeting, we were unable to meet with its “gender department” national director). Regarding the present evaluation (and most probably the mid-term one too), there was only one UN WOMEN staff only involved on a regular basis. Lastly, it seems that donor’s staff involvement was extremely limited and effectively only two field visits were conducted during the course of the project (without taking into account the Queen of Belgium’s visit in February 2019). Apart from the project agreement, no project related document emanating from the donor were communicated to us (such as a field visit feedback note).

4.3.2 Project expenditures

The project's budget presented by UN WOMEN was USD 2.230.000. USD 1.903.426 were allocated by the donor was USD 1.903.426,95 and 99,4% of this amount were spend from 2014 to 2018. The initial budget and expenses distribution are presented in the following table and table 11 further below details the budget and expenditures per each outputs and outcomes. The budget distribution as per the actual donor's contribution was not disclosed by UN WOMEN. Consequently, as the budget figures were communicated on the 17/09/2019 only, we were not in condition to assess witch arbitrage and changes were made by UN WOMEN to reformulate the effective project's budget and how this was done.

Table 9: Distribution of initial budget and effective expenses per main budget positions

		Budgeted	Disbursed
Output 1.1	Strategies promoting sustainable livelihoods and food security	30%	44%
Output 1.2	Women's participation in local decision-making platforms increased and transformation of gender norms at community level accelerated	13%	10%
Total outcome 1		43%	54%
Output 2.1	Multi-sectorial framework to respond to women's economic empowerment and climate adaptation and mitigation needs in place	33%	26%
Output 2.2	Improved availability and use of data to guide planning, resource allocation and monitoring of gender equality commitments in relation to women's economic empowerment in the context of climate change adaptation	5%	4%
Total outcome 2		38%	30%
Indirect project management costs		19%	16%

As depicted in the above table, the proportions of the effective expenses versus budgeted ones are congruent. This may indicate that UN WOMEN managed to stick with most of its initial plan despite the budget's reduction.

Without more details on the budgeting of each outputs' underlying activities and considering that understandable project's financial data were provided to us at the very end of our assignment, it was impossible to assess the financial efficiency of the Project's actions and their respective results. Still, we consider that the proportion and value of the project's "Indirect project management costs" (i.e. M&E, "Learning and influencing strategy" and "administrative overhead") are very high, in particular for monitoring and evaluation (3% and 2% of the total disbursement respectively). Furthermore, activities of both monitoring and "Learning and influencing strategy" are not at all reported by UN WOMEN.

Table 10: Project budget and expenditures



SUMMARY PROJECT EXPENDITURES 2014 - 2018

Project Number: Expanding women’s role in and benefit from agricultural production and natural resource management as a strategy for socio-economic empowerment towards improved food security and climate change resilience in Mozambique
Project Number: ATLAS 00091587
Implementing Agency: UN Women

	Planned during design phase	Actual received contribution	Financial Year (USD)					Total Expenditure		
			2014	2015	2016	2017	2018			
OUTCOME 1: Women have access to increased opportunities to enhance their economic and food security status within the context of climate change and natural disasters, with focus on the most vulnerable groups of women										
Output 1.1 : Modalities developed and targeted mechanisms employed for implementation and monitoring of food security and livelihoods support for vulnerable women	660,000.00		-	130,919.27	296,541.36	253,202.90	153,385.58	834,049.11		
Output 1.2 : A platform for increased women’s participation in local economic and livelihood decision-making in the context of food security and climate change created	290,000.00		-	172,067.93	16,288.28	712.34		189,068.55		
SUB-TOTAL 1	950,000.00			302,987.20	312,829.64	253,915.24	153,385.58	1,023,117.66		
OUTCOME 2: Plans, budgets and related processes incorporate gender equality commitments to facilitate increased economic empowerment and climate change adaptation by women										
Output 2.1 : Multisectoral framework to respond to women’s food security and climate resilience needs in place	730,000.00		-	37,205.11	126,744.11	198,670.94	132,516.96	495,137.12		
Output 2.2.: Improved availability and use of data to guide planning, resource allocation and monitoring of gender equality commitments in relation to women’s economic empowerment and climate change adaptation	120,000.00		2,472.89	8,515.54	44,592.91	6,198.96	17,868.39	79,648.69		
SUB-TOTAL 2	850,000.00		2,472.89	45,720.65	171,337.02	204,869.90	150,385.35	574,785.81		
INDIRECT PROJECT MANAGEMENT COSTS										
Learning and influencing strategy	128,505.00		2,217.82	27,521.76	21,723.95	7,313.95		58,777.48		
Project monitoring (3% of programmable budget)	61,548.00		-	29,825.95	9,358.25	599.99	10,792.37	50,576.56		
Programme Evaluation (3% programmable Budget)	61,548.00		-	-	-		45,145.37	45,145.37		
Administrative overhead (8% of total budget)	178,400.00		38,341.26	36,549.71	35,383.04	30,117.92		140,391.93		
SUB-TOTAL 3	430,001.00		40,559.08	93,897.42	66,465.24	38,031.86	55,937.74	294,891.34		
TOTAL	2,230,000	1,903,426.95	43,031.97	442,605.27	550,631.90	496,817.00	359,708.67	1,892,794.81		
BALANCE BY END OF PROJECT									10,632.14	

4.3.3 Organizational/operational structure

The project proposal discloses little information about the organization of the project and its operationalization in the field. In addition to a broad statement about its “partnering approach”, the proposal merely indicates that “A dedicated Project Manager will be responsible for the day-to-day management and coordination of the project, progress update and partnerships, under the direct supervision of the Deputy Representative and with close oversight by the UN Women Representative. He/she will be supported by a project assistant for administrative, financial, communication and program tasks. The Project Manager will also be responsible for the implementation of the overall learning, as well as the project’s documentation and communication strategy” (2014: 20). As indicated further above, we consider that the project staffing was insufficient to properly implement and monitor the project activities, let alone report it. It should be noted that no “dedicated Project Manager” was in charge of the project as the management function has been attributed to a Program Officer.

In the absence of written information about the project activity planning and coordination mechanisms, we understand that the organization of activities was mostly ad-hoc and strongly relied on the participation of district administration and government staff. This led to frequent delays and serious miscommunication issues between the project, its local public counterparts and the beneficiaries, and diluted activity ownership and operational responsibilities. A particular and recurrent problem which arose was the communication and coordination between SDAE staff and Chobela Zootechnical Station staff.

4.3.4 Timing of operations

Apart from specific events, UN WOMEN project reports rarely disclose precise dates for the implementation of activities and most of the missing temporal information that we highlighted during the preparation of the evaluation and in the inception report (Annex A - Listing of activities realized by the project) were not completed by UN WOMEN. Similarly, both project proposal and reports do not present work plans that could serve as a baseline to assess planned versus effective timing. In these conditions, it is impossible to systematically review the project calendar as we obtained partial, and mostly subjective, temporal information from our interlocutors at UN WOMEN and in the field. On these grounds, it appears that the project’s implementation supported multiple delays, in particular regarding activities realized under “output 1.1”. All interviewed women involved in husbandry activities pointed significant delays between their training and the supply of assets (more than five months in some cases). Apparently, such situations were partly caused by some deficiencies at the suppliers’ level and by a ban on livestock transport due to an outbreak of animal diseases. It should be noted that the mid-term evaluation report also pointed to recurrent implementation delays, including the publication of the actual mid-term evaluation itself.

4.4 Sustainability

We examined here whether the project's outputs are sustainable at the technical, organizational, institutional and economic levels, according to the main project's components, (livestock production and commercialization, CAHWs and sharefair). Additionally, the ToR also required responding to the following evaluation questions:

- How will the benefits of the intervention be secured for rights holders (i.e. what accountability and oversight systems were established)?
- Do beneficiaries demonstrate skills with potential for long term impact on their wellbeing?
- Are livestock production and commercialization activities sustainable?

4.4.1 Sustainability of animal husbandry

Technical sustainability: This level of sustainability assesses the training, equipment, infrastructures, animals and other inputs provided by the project to the women groups involved in animal husbandry.

Most interviewed women declared having sufficient technical knowledge and skills to raise and commercialize goats, chicken and pigs. This is congruent with UN WOMEN Situational Analysis (June 2015: 17) and the findings of the project's mid-term evaluation (October 2017: 84) stating that animal husbandry is a traditional activity in the region and that small animals are typically handled by women. The declarations of the trained women regarding their skills are also aligned with the mid-term evaluation findings (October 2017: 69). As per the declarations of many informants, husbandry training provided in Guija and Chobela through the project, raised interest but none of them detailed the acquisition of any specific "new knowledge" with regards to poultry and goat production. Nevertheless, some informants stated that the training "confirmed" or "reinforced" their knowledge of the latter and former¹⁴ and... that to receive a subsidy for their participation to the training was most welcome. Two people also stated that training participation was mandatory in order to obtain equipment support. They considered this as "normal" because "UN WOMEN's needs to be sure that we are competent and that will well take care of the animals" to be donated. With regard to pig production, the members of two groups formed by the project in Guija district, unanimously declared that their respective training was "very useful", "interesting" and contributed to acquire new skills, in particular concerning nutrition (the use of different feeds, i.e. as per the animal age) and health (i.e. detection of disease symptoms).

Questioned about goat shelters, an uncommon infrastructure in the region (and in Mozambique), the interviewees declared that they would be able to build it without external support (but the involvement of male community members would be required) using mostly locally available material. They also mentioned, albeit quite vaguely, some drainage and ventilation features that should be considered when designing and building the shelters. But it has to be noted that none of the visited groups declared having received drawings, maps of quantities, indicative building budget and schedule. None of the groups' members knew how much the project spent on building the shelters.

In any case, our interviewees made very vague statements regarding the practical benefits of using such a facility. The few goat owning women indicated that they did not replicate shelters at home (and have no intention to do so in the future), stating that it would be "costly" and would not generate benefits. Saving labor, aiding effective management, protecting animals from predation, theft and from climate extremes to reduce stress as well as to allow optimal performance in terms of growth, health and reproduction were not mentioned at all. No more than three informants considered that

¹⁴ This is somehow divergent from the observation of the mid-term evaluation that emphasizes the acquisition of new knowledge and skills (October 2017: 69) by both CAHWs and producers.

housing goats in the direct vicinity of the family house could have serious sanitary consequences should an outbreak of zoonotic diseases (e.g., anthrax) occur. In the same vein, very few women spontaneously considered that housing animals in close quarters also encourages the spread of external parasites, bacterial and viral infections among animals. In general, “collective” shelters (and aviaries) are not perceived as an effective means to protect from theft, as guards (male) are mostly “unreliable” or “lazy”. Supporting the costs of guard is also considered as problematic, in particular because more than one is required to insure full coverage. From this perspective, it is commonly considered that home-based animal production is a lot more secure. Intriguingly, several women acknowledged the fact that shelters’ advantages were presented by their project’s counterparts, including SDAE extension officers. Apparently, these presentations were lacking in order to raise interest and induce a change of practices (custom)... Lastly, it has to be noted that all groups involved in goat production declared not having received any documentation on animal husbandry in general or goat shelter in particular.

One important (at least theoretically) feature of the goat shelters built through the project, it is in line with the production of fodder. Each of these facilities have a fenced area for this purpose but none were used at the time of the evaluation and in the recent past, due to the very low level of precipitation and/or absence of pumped (irrigated) water. It has to be noted that some goat shelters (and piggeries) are located close to drinkable water sources. Apparently, connecting the goat shelters to these sources was considered by the project, but was not followed up due to lack budget. All interviewed women acknowledge the usefulness of fodder production, stating that it would “help the animal to grow and breed” and “keep it in good health”. But they were mostly unsure on the kind of adequate fodder (only a couple of people from the same group mentioned “elephant grass”) to cultivate and where seeds could be sourced. Similarly, nobody was able to provide indication about the planted area required to feed a certain number of animals. Notwithstanding a clear understanding of fodder benefits for animal nutrition and health, our interviewees firmly stated that they would not adopt this set-up or method for their own goat because of watering issues as well as the cost of fencing (considered as mandatory to avoid invasion of alien animals). Regarding goat production, it has to be noted that the problematic issues related to goat shelter and fodder depicted above are not endemic to Mozambique. In the past, numerous interventions were tried out and failed to promote improved goat shelter, alimentation and management, mostly due to organizational problems (see further below).

For poultry and pig production, the infrastructures and equipment financed by the project were considered as mostly adequate by our participants (we share this opinion). Yet, all sites showed some failings and a lack of finishing, which constrained the production. In general, many women deplored the fact that several equipment promised by the project were not supplied. For example, in Mabalane district), poultry producers complained that several items (phone, boots, working clothes, solar panel, etc.) were not supplied as promised. With the exception of the henhouse in Mabalane district), water supply is a common critical issue raised by the beneficiaries because it has to be carried by hand, thus implying a heavy workload for the women. As is the case of the goat shelters, the visited groups declared not having received drawings, map of quantities, indicative building budget and schedule. None of the groups’ members knew how much the project spent on the building of the piggeries and henhouses. This is clearly a significant hindrance to the replication of the infrastructures, and it is in contradiction with the project’s stand regarding “involvement in the project investment cycle” and “ownership”¹⁵.

¹⁵ “For sustainability purpose it is key to involve beneficiaries throughout the project investment cycle. Women are employed as apprentice mason so to grant their ownership and development of important skills to maintain the infrastructure” – UN WOMEN Third progress report (2017: 18).

The variety of each animal group supplied through the project is considered as adequate by the recipients. They are common to the region and already practiced by the involved women. None expressed reservations regarding the supplied varieties. However, the supply of sick chicken in Guija district generated huge (and fully legitimate as per our opinion) outcries from the project counterparts and had grave consequences (hundreds of preexisting chickens were infected and died)¹⁶. Regarding the quantities of animal, all groups complained about discrepancies between the promised numbers and the quantities effectively provided. In the absence of clear records of the project's commitments, it is arduous to systematically assess the groups' claims and quantify it. But it seems that the discrepancies were so significant that it implied reshaping the interventions' concept and modalities (supply to a group instead of individuals for instance). This obviously had important consequences in term of business organization, management and, ultimately, overall viability. This issue is further developed in the following sections dealing with the other levels of sustainability.

On all producers' sites, the supply of "start-up" inputs such as feeds, firewood or sawdust appeared to be inconsistent in terms of quality, diversity, quantity, frequency and logistic. As in the case of the promised number of animals, it is difficult to thoroughly measure the issue. Nonetheless, we collected sufficient testimonies to consider it as nearly systematic rather than occasional. In all situations, we observed that the lack of inputs jeopardized the production (for example the absence of adequate pork feed limiting growth) and increased workload and costs supported by the women. It should be noted that all inputs provided by the project are very common in the region, they were already known to the users and are available in the province. Thus, their reposition and routine use should not be problematic.

In general, background documentation, direct observations on site and informants' indicate that poultry, goat and pig production is technically sustainable (but, in the case of goats, not necessarily as per the project design). In theory, it should not necessarily be the case for "formal" entrepreneurs, but the effort and adaptability of the women made it plausible. For all activities, water supply is however a particularly critical issue. It relies on women's constant effort and generates heavy workload. Such a solution is most probably unsustainable and inefficient in the medium and long term, and it is very doubtful that the producers' group will generate enough funds to quickly remedy the situation.

Organizational sustainability: This level of sustainability considers the "soft" component of husbandry ventures supported by the project (mostly related to paperwork, "collective action" and the distribution of responsibilities).

For all three types of animals, our interviewees acknowledged the importance to "keep records", although in quite generic terms ("to control the production" or the "business" for example but also to... "show to UN WOMEN and government"!) yet were definitively uneasy about how to do so. In fact, only two groups of producers disclosed some kind of records (loose school notebooks) and we observed that information was not systematic, incomplete and quite messy (mixing punctual occurrences with routine data or production data with expenses). From a total of six producers' groups, only two provided precise and actualized animal headcounts. None of our informants declared having received printed forms and most did not remember training sessions addressing records issues (only two group "leaders" mentioned it). In a similar perspective, and as already pointed in the mid-term evaluation (October 2017: 85), none of the ventures promoted by the project have a business plan or even a basic investment¹⁷ or operational budget. Expenses and sales records forms were also not

¹⁶ At the time of the evaluation, this issue was still not responded by the project.

¹⁷ It should be noted that no beneficiary knows the exact value (of) the assets financed by the project, and UN WOMEN financial project records do not aggregate such figures.

provided. In these conditions, it is not surprising that nobody was able to indicate consistent profit and losses figures (past or foreseen ones).

All interviewed women expressed serious concerns regarding their “collective action” capability to realize commercial husbandry activities as a group. Few were capable of naming actual benefits of such “collective action” (like the wholesale purchase of inputs for example), either in the context of their recent activities or in the future. On the contrary, many listed past, ongoing and potential problems related to “collective action” in general, as well as in the context of the activities promoted by the project. Furthermore, all women assuming “leadership” or “management” functions stated that they do not feel sufficiently skilled and experienced to endorse it, in particular regarding the administration of revenues and expenses. Some women even indicated that “more experienced men” should be involved to run the group... Even though none openly questioned the legitimacy of their leaders, we were unable to clearly distinguish on which grounds and according to which modalities they were designated (and monitored). In general, it seems that a good “social reputation” and a basic literacy level were the main criteria to do so, but we also have some credible clues that male-headed local Frelimo party and government structures had a strong say on the designation process and outcome. Project staff role is also unclear (a group indicated that its “chief” was named “by the project” and others state that it has no role at all). In any case, no one spontaneously mentioned multiple candidates and the realization of “elections”. The genesis of the groups’ establishment is uncertain too. In all sites, it appears that “vulnerable” women were pre-listed by local authorities (including traditional ones) and a Frelimo party cell. Some women declared that they were coopted by their leader and/or by their fellow members. It seems that no records were kept by the project, local authorities and the group regarding the membership make-up. Therefore, as in the case of the leaders, we were unable to get a complete picture and understanding of the group formation process.

In a similar way to the case of leadership tasks, we noted that none of the groups have clear-cut definitions of the functions and responsibilities to be endorsed by its members. In practice, they are “multifunctional” and distribute the tasks on an ad hoc basis, according to their availability and interests.

At the internal project level, the distribution of responsibilities toward the accompaniment of the group and coordination of activities between the parties has provoked controversies. District extension services were at the forefront of the project. They mobilized women’s groups and provided technical assistance. However, the relation between SDAE and Chobela agrarian station (in charge of training, supply of animal and technical assistance) was characterized by miscommunication and by a general lack of coordination. In several instances, SDAE extension services were not duly informed about the field activities realized by Chobela, including the supply of animals.

Institutional sustainability: This level of sustainability refers to the women’s group status adequacy versus their mandate/field of intervention as well as to the institutional structure in effect in the country. It is assumed that the institutional form and respective organizational structure has a direct incidence on the planning, decision-making and internal control processes. It is thus closely related to the women’s group governance arrangements and to their capacity to demonstrate probity, integrity, strategic vision, accountability, awareness/management of risk, and effective monitoring of performance.

All women’s groups involved in the project are characterized by their institutional informality. They are neither “association” in the sense of the Decree-Law nº 2/2006 of May 3 (agrarian association) or as per the Law nº 8/91 of July 18 (non-profit association) nor are they “companies” as per the Commercial Code. Consequently, the women’s groups cannot be fiscally registered (i.e. they cannot obtain a fiscal identification number – NUIT), they cannot open bank accounts, and, in theory, they cannot trade as a collective body and request land title deeds (DUAT) and property titles. Therefore, the production and commercialization activities of the group can be labeled as eminently informal, like in the case of the ample majority of the business ventures in rural Mozambique. In these

conditions, planning, decision-making and internal control processes of the groups are not defined by written status and/or internal regulations. These processes are thus handled through interpersonal interactions and tacit arrangements. While such mechanisms may work relatively well in a family business setting, it is unlikely that they would be viable in the long run in the case of the project's women groups and in the context of income generating activities. In fact, our discussions with groups' members show that few could precisely describe how decisions are taken within their group. They mention the realization of "meetings" and "discussions" but it appears that such encounters are not scheduled on a regular basis and do not require a minimal quorum, that no vote occurs and that written records of the debates and participants is not at all systematic. We were also unable to clearly comprehend how the "chiefs" were designated and if they were considered as legitimate by the members. In two cases at least, it appeared that leaders' names were stipulated by the local authorities. Quite meaningfully, some informants highlighted the fact that "few decisions have to be made" because "we do not have money to purchase" (animal feed for example) and as "there is nothing to sale for the moment". Only one out of four poultry group producers in Mabalane district operates in an organized manner. They conducted weekly meetings, maintained and disclosed purchase and sales records, and opened a joint bank account (with collective signatures).

The mere informal nature of the women's groups' institutional framework raises numerous problematic issues for their operations and management. In the absence of status and/or internal regulations, rights and duties of the members are undefined (and undermined). In these conditions, responsibility for planning, decision-making and internal control processes cannot be formally attributed, and their eventual implementation might be subject to opposition and conflict. Furthermore, the group's commercial activities are barely legal in the absence of a fiscal registration number (NUIT) and properly sequenced receipts. Groups' assets ownership is also endangered as purchases of equipment cannot be invoiced in the group's name. Land use rights and the property of the infrastructure are not fully guaranteed because they cannot be formalized by a land title deed (DUAT) and a property title. From this perspective, the project is not contributing to reduce the gender gap in control over land and other productive assets. This is quite deceptive in light of the project proposal statements, about women empowerment and taking into account that it effectively conducted an assessment on the gender gap in land tenure security in Mozambique (UN WOMEN, 2018: 5)!

A quite astonishing observation is that UN WOMEN was perfectly aware of the limitations raised by the informality of the associations: "most of the associations of rural women as per UN Women Supported Mapping Report are not registered and therefore have no legal existence and cannot apply for funding. Due to their legal status [sic] these associations are in turn excluded from institutional capacity building, since registration is a donor requirement before establishing any partnership" (1se project progress report 2015, undated).

In general, we consider that the "institutional framework" of the groups as collective bodies for decision making and income generation are unsustainable in the medium to long term due to their overall informality. It is extremely doubtful that such groups can enforce proper governance principles, as the risks of mismanagement, nepotism and corrupted practices are high. Institutional conditions are also not met to upgrade the activity; through access to credit for example (the infrastructure cannot be used as collateral in the absence of clear ownership, amongst other reasons). Remarkably, the formalization of associations, in particular women's, is described in the first UN WOMEN project annual report as one of the challenges of the intervention, and it recommends supporting the "legalization" of associations (2015: 16). This report and others also mention "cooperatives" as an adequate structure to nurture women's economic empowerment. Nevertheless, no activities were realized to address the "legalization" of associations or the constitution of cooperatives. Along the same line, UN WOMEN third project progress report indicates that it will "promote the use by rural women of existing productive assets, infrastructure and land title deeds as collateral to access credit from financial institutions" (2017: 19).

It has to be noted that several informants pointed the fact that they were neither consulted nor trained regarding the collective nature of their endeavors. When asked about the reasons leading to the group's constitution, many responded that "the project requested it". It is thus unsurprising to observe a general lack of concern by the women for the fate of their group (or the fact that many "members" dropped out). In fact, several women clearly expressed that they would prefer to individually produce and sale goats and chicken. Neither the project proposal nor its reports provide information about its approach to structure husbandry activities. However, numerous informants involved in goat and poultry production affirmed that the project intentions were to provide individual support. Allegedly, the constitution of groups was an unplanned measure resulting from the lack of resources and time to comply with the initial plan (or promises).

Economic sustainability: This level of sustainability refers to the products' eligibility for the market and to the ability of the women's groups to support the production and commercialization of these products. It considers the extent to which assets created will yield benefits beyond the lifetime of the project.

All informants considered that poultry, goat and pig production are profitable endeavours, adequate to the local environmental and the economic context (see chapter 4.1 dealing with relevance). In this context, they stated that sales would not be problematic, but many highlighted the fact that it should occur "in towns" to be regular and lucrative, as local clients are sporadic and cash-strapped. They did not express concerns regarding the identification of possible buyers "in towns" (or active marketplaces), but frequency and cost of transport were seen as major obstacles to access this market (transport is also mentioned as a problem for the acquisition of inputs). This analysis is congruent with recent livelihood baseline reports for Gaza province of organisations such as USAID or IFAD. Interestingly, two informants in Guija district mentioned a "butchery" mounted by the NGO *Save the Children* in 2015, that could purchase their production at a "good price". However, they were not sure if this butchery was still operational

Most of the husbandry ventures supported by the project were still initiating at the time of the evaluation. It is therefore not possible to assess their outputs and commercial performances. Nevertheless, since July 2018 one henhouse in Mabalane district is fully operational and discloses useful data. On this basis it appears that the business is barely lucrative, despite the fact that the women in charge have a different understanding of their figures. This is due to a difference in interpretation as to what is understood by costs. The women do not include their work and depreciation in their profit calculation. They also do not pay taxes, insurances and social security. If such costs were contemplated, the venture would most probably have a deficit. In fact, it appears that women have received less (around 45%) than the official monthly minimum wage in the agrarian sector and that the business had no available funds at the time of the evaluation. Even when we consider that they do not work full time, the generated income is extremely low (around 23 Euro/month/person on average). It has to be noted that this group should have received 1.200 chicks for its start-up as per the project promise, but received only 506. Quantities of other start-up inputs such as feeds, firewood and sawdust did not match the effective needs and were supported by the women. They also had to retain the equivalent of around 280 Euro from the proceeds to connect the henhouse to the water grid. It is probable that the henhouse would be profitable if it could operate with the initially foreseen production. Though, such consideration would require a more precise and systematic analysis to be ascertained and the project did not elaborate a business plan (or at least a basic cash-flow projection) that could be used for a proper ex-post assessment.

Other husbandry ventures supported by the project will possibly face a similar situation than the case depicted above, as it seems that start-up assets and inputs were generally incomplete as well as due to fact that work is not accounted for. This situation alone jeopardizes the economic viability of all husbandry ventures. Furthermore, the extent to which assets created will continue to yield benefits beyond the lifetime of the project depends very much on the maintenance and improvement of these

very assets and their associated management structure (institutional and organizational sustainability). From this perspective and in general, we consider that the economic viability of the husbandry ventures supported by the project is doubtful.

4.4.2 Sustainability of Community Animal Health Workers

Technical sustainability: Every Community Animal Health Worker (CAHW) interviewed considers that the training provided through the project brought new knowledge and was fully adequate to their own needs as well as to the needs of the producers. Practical conditions of the training in terms of materials, food and facilities were also praised, and this significantly contributed to the motivation of the participants. All aspects of the course were delivered in a clear and professional manner. When needed, the information was translated from Portuguese into local language. Many interviewees also appreciated the fact that training was split into two sessions, as this reduced the time spent out of home, and allowed to test skills and reinforce them. None indicated that their absence from home created problems for the other family members, including the babies or elderly dependents. According to these statements, we consider that all necessary conditions were created by the project to sustain the acquisition of new skills by the CAHWs. In fact, none of our CAHWs informants indicated facing unanticipated and/or unknown sanitary issues when working. Furthermore, SDAE extension officers and producers we met stated that the knowledge and practices of the CAHWs is adequate and that they respond well to their needs. Nevertheless, we found that CAHWs technical sustainability is compromised by several technical factors, and this appreciation is amply endorsed by both CAHWs and SDAE extension officers.

Start-up equipment and drugs kits supplied by the project to the CAHWs were considered as minimal in order to realize the work as per the received training. Our informants consider that the quantity of drugs should have been higher, that the bicycles were of very poor quality and that some items were missing (like bags and boxes to store drugs and equipment). All complained about the fact that very few suppliers of veterinary drugs are operating in the region and that they are frequently out of stock. Additionally, transport costs to the supplier's location are considered high and thus compromise the reposition of the CAHWs' stock. From our side, we observed that many CAHWs operate without masks or gloves, that the drugs are kept in inappropriate conditions (plastic bags) and are leaking, and most bicycles are out of order. This observation contradicts UN WOMEN statements that CAHWs "(...) demonstrate to have mastered the use and maintenance of business start-up kits" (UN WOMEN 3rd progress report, 2017: 6).

Organizational and institutional sustainability: As in the case of the husbandry ventures, CAHWs organizational and institutional framework is unclear. CAHWs consider that they are somehow under the responsibility of SDAE, due to the nature of their work but also because they report to this public service and may receive, from time to time, drugs from it. In practice, according to SDAEs in Guija and Mabalane, this is actually the case but there is no formal links between SDAE and the CAHWs. One aspect of the relation between CAHWs and SDAE that we were unable to fully clarify corresponds to the drugs' price setting. Some CAHWs indicated that they are obliged to use a price table defined by SDAE, others stated that they do not have such obligation and SDAE responded that only drugs supplied by them are subject to a predetermined price. We believe that these confusing statements originate from the lack of clarity regarding the relation between the parties. In a context of budget constraints and understaffing, SDAE informed us that its accompaniment of the CAHWs is seriously constrained. On the CAHWs side, we observed that there is no intention to form a collective body, for the purpose of purchasing drugs for example. Lastly, it has to be noted that none of our informants declared having problems to conciliate veterinary services with other routine tasks in the household or in the field. From our side, the "internal" organization of CAHWs interventions did not look as streamlined, as we understood that CAHWs could not fulfill their functions if they would not have

family members¹⁸, in particular their children, to fill-in some gaps for them. This may be a factor undermining the internal organizational sustainability of CAHWs activity (and may even generate adverse consequences on the CAHWs family members). It also has to be noted that family support is not always available, meaning that some CAHWs have to take their babies with them when providing services.

Economic sustainability: All CAHWs and SDAE extension officers that we interviewed consider that CAHWs' services are most needed and fulfill previous needs in term of animal health treatment. Prices of drugs and services are considered as acceptable by the producers. While CAHWs interventions varies significantly from one CAHWs to the other (from 2-3 interventions per week to 3-4 interventions per month), CAHWs considers that this new source of income is of major importance and contributed to improve their lives. These declarations would indicate that CAHWs work is most probably sustainable from an economic point of view.

However, we noted that all CAHWs believe that their work is underpaid and that margins on drugs (when applied) are very low. Additionally, it seems not uncommon for producers to request CAHWs intervention on credit. Nevertheless, none intend to stop working for the time being. In fact, in the view of the CAHWs, it appeared that the main economic constraints are related to the availability of drugs, to the transport costs for their acquisition, and to fact that the current drugs' prices list do not allow to make a margin. On our side, we observed that none of the CAHWs had a complete set of drugs and equipment. In two cases, it appeared that some drugs consumption dates were expired. This situation indicates that CAHWs face financial difficulties to reconstitute the stock and equipment and may thus jeopardize the economic (and technical) sustainability of CAHWs activity. The women that we met also seem to accept to be underpaid and to be paid on credit. But it is quite obvious that such an endorsement would not last if better economic opportunities arouse. In fact, this was clearly stated by one woman, who declared that she would by far prefer to "work with (her) own animals" and that she is trying to save money to do so. In general, despite the confirmed need for the service, the income generated and the positive appreciation of the users, we believe that its economic sustainability is rather weak.

4.4.3 Sustainability of Share Fairs

Technical sustainability: Share Fairs realized through the project proved to be an effective means to quickly and massively process the emission of ID cards. According to UN WOMEN reports and to our informant within the district government, Share Fairs do not require mobilizing unusual human and technical resources and could easily be replicated without direct involvement of UN WOMEN, providing that financial resources would be available.

Organizational and institutional sustainability: The beneficiaries that we met did not express reservations about the location and organization of the fair and all considered that the set-up to obtain an ID is very convenient. Similar statements were made by SDIC staff, which also considered that organizing/participating to Share Fairs fits perfectly with the SDIC mandate. Accordingly, we believe that Share Fairs are sustainable in terms of organization and institution.

Economic sustainability: When reported to the number of women who pre-registered or registered, the costs of Share Fairs was probably quite low (but we did not have the opportunity to check this hypothesis). However, these costs are quite significant when compared to the SDIC budget. Therefore, in a context of budgetary restrictions, it is doubtful that Share Fairs could be replicated by SDIC without external support. From this perspective, we consider that Share Fairs are financially not sustainable.

¹⁸ According to several CAHWs, one sole intervention may require a few hours to be settled due to transport problem.

4.4.4 Sustainability of Gender responsible planning and budgeting

Due to the nature of Gender Responsible Planning and Budgeting (GRB) activities and outputs, we present here a general assessment of its sustainability, without a clear distinction between its diverse dimensions. Participants to GRB training considered that the target audience, location, schedule, form and content of the course were adequate and aroused their interest and engagement for the topic. In addition to theoretical GRB fundamentals, the course provided several real-life examples of women empowerment measures or programs that may be applicable in the participants' context and functions. Though, as expressed by one of the GRV training participants, "knowledge is good and necessary but GRB needs political will and resources to be effective". Apparently, according to our informants within the district and provincial authorities, such will exist, but resources of all kind are missing to produce meaningful results (i.e. to design and implement women empowerment programs as foreseen by the project). In Guija district, the Permanente Secretary stated that the "district's annual plan" foresees women empowerment but that a "fund dedicated" to this purpose should be established to make it happen.

All our participants stated that their training emphasized the need to record and use gender disaggregated data. But some acknowledged the fact that in practice it is still not systematically the case. We also observed that several official district records (in particular SDAE and SDIC ones) do not disclose such disaggregation. According to our informants, this situation does not result from technical issues but from a "lack of habits and practices", that may be maintained due to the relatively high staff turnover within the State apparatus. These observations and information are congruent with the situation faced during the mid-term evaluation (2017: 65). Nevertheless, it is worth noting that the proportion of women employed by the State in Guija, Mabalane and Massingir district significantly increased since 2014.

Key evaluation questions regarding sustainability:

- How will the benefits of the intervention be secured for rights holders (i.e. what accountability and oversight systems were established)?

As the project generated very few tangible benefits for its target group members in general, this question turned to be irrelevant. Furthermore, no "accountability and oversight systems" were established.

- Do beneficiaries demonstrate skills with potential for long term impact on their wellbeing?

This question mostly relates to the agrarian technical training as other courses (like GRB) are not supposed to enhance skills towards the improvement of their participants' "wellbeing". Overall, on the basis of our participants' declarations (i.e. not necessarily evidenced), and in the absence of proper post-training tests, it seems that all technical trainings improved their productive or veterinary competences. This is clearly a factor that could improve wellbeing.

- Are livestock production and commercialization activities sustainable?

The straight answer is no at all levels.

Overall sustainability assessment: We consider that most projects' outputs are unsustainable at all levels (technical, organizational, institutional and economic) as well as for all components.

4.5 Impact

Impact measures the benefits of an intervention through an analysis of its immediate effects (or changes) on the actors involved - particularly on the final beneficiaries - that can be reasonably attributed, either partly or entirely, to the project under evaluation. This chapter is thus about the changes that can be attributed to the project, both the intended ones, as well as the unintended ones. It presents our findings regarding the impact of the project at different levels (social, economic, environmental and institutional) according to its components or target groups. It concludes with the responses to some key evaluation questions formulated in the inception report.

The perspective of longer-term effects (especially with regard to the economic and social impact) is not assessed, because the evaluation occurred at a time when several activities had just closed and had not produce tangibles results for their stakeholders.

The following evaluation questions addressed the impact issue:

- Is the project likely to contribute to long-term social, economic, technical, environmental changes for individuals, communities, and institutions related to the project?
- What changed in the lives of the beneficiaries? (Assess scenarios of before and after the project)
- What are the social changes the intervention contributed for at community level? (attitudes, behavior, knowledge, socio-cultural practices & norms related to GE)
- What institutional changes did the intervention achieve in the partners organizations, especially regarding GRB?
- How did the project change the availability of data on WEE, gender equality and climate to guide policy and programming?

4.5.1 *Social impact*

Social impact for CAHWs: A systematic and thorough survey would have been necessary to fully capture the social impact generated by the project with regards to CAHWs. This was not possible due to time constraint, but our interviews and group discussions allowed us to identify some revealing patterns. CAHWs unanimously consider that their new functions and skills are well appreciated by their respective communities in general, and by men in particular. This was not automatic, as several participants highlighted the fact that they had to be introduced by local leaders to be accepted by male livestock breeders. Some also pointed out that being “sponsored” by UN WOMEN was instrumental to raise their profile. But, for all our informants, including SDAE staff, it is the adequacy and effectiveness of their intervention that was the main factor fueling their recognition by men. In several instances, we heard that superstitions related to the presence of women in animals’ kraals were also abandoned. Despite the fact that the number of CAHWs is very limited in relation to the districts’ population, we consider that their intervention generated a significant social impact at both individual and collective levels.

Social impact for rural women involved in husbandry: Some husbandry ventures were still not fully operational at the time of the evaluation. In terms of social impact, animal husbandry activities produced mixed results at best. All four groups of women involved in commercial goat farming expressed frustration at several project setbacks and implementation delays which, in turn, resulted in women losing hope their involvement in the project was worthwhile. Interviewees stated that some women were no longer actively participating in their groups’ activities or meetings. Many of those who remain actively involved stated that they do so mainly because they do not wish to embarrass their community leaders and risk being excluded in similar projects in the future. as they had not seen a tangible result of their involvement more than a year into the project.

The three groups interviewed involved in poultry farming expressed frustration at the project delays, limited support and lack of honesty. For example, women stated that the project delivered the first chicks more than six months after the construction of the chicken pens. They observed that UN WOMEN did not give them all working equipment that they had promised them during the training. They also noted that they gave them fewer chicks than they had promised. A group of women in Mabalane received 506 chicks when they had been promised 1200. Another group in Mabalane received 500 chicks when 900 were announced according to group's members statement. Some members of a poultry farming group in Guija were demanding that their group be disbanded because of lack of transparency in their own internal workings. On a positive note, the groups in Mabalane expressed a sense realization at some of their accomplishments. The group in Mabalane Sede were able to connect running water, electricity and build bathroom and latrine in their project site. They have also opened their group bank account.

The two young girls who implement their own individual poultry farming projects have demonstrated a sense of satisfaction as they are able to support their families with less reliance on relatives and neighbors. Swine farming activities were still incipient, and it was not possible to objectively assess the social impact of the activity.

Social impact for women that obtained their ID card: We interviewed 15 women beneficiaries of the ID card fair. They all expressed satisfaction that "... we officially exist and known." A twenty-five-year-old young lady exhibited a sense of positive readiness for a future job because she, at long last, had an ID card. She had previously missed three job opportunities because she did not have an ID card. Four girls also expressed relief that they no longer face the risk of not taking school exams for lack of an ID card. Several of these 15 women recognized that "an ID card opens new doors" for them. One of them had already opened a bank account and three of them had already obtained their NUIT (tax identification number).

There are evidences that this activity has increased the perception of local communities on the importance of having an ID card. An officer at the District Identification Services in Mabalane said "We have witnessed an increase in the number of ID card applications. We used to have about 160 applications a month before the campaign. We had more than 170 applications last month. We had well over 300 applications in November 2018."

4.5.2 Economic impact

Economic impact for rural women involved in poultry farming and animal husbandry: As indicated previously, very few women have seen tangible results from their involvement in these activities. Swine and goat farming (activities that involve most women) had not produced a positive economic impact by the time of the evaluation. In fact, there is strong evidence of missed economic opportunities both within and outside the project as a result of factors such as implementation delays, deficient risk analysis and mitigation and setbacks including death and theft of goats. For an example, a group of 10 women in Mabalane had been promised 70 goats but the project gave them 46 and they lost 11 by death and theft. They had 36 goats at the time of the evaluation and, more than a year into the project, they were still not expecting to sell any goats in the next six months.

The two groups of women implementing poultry farming in Mabalane had each made five sales and the economic results achieved strongly point to an immediate better-off scenario. See the table below for a demonstration of economic gains for the Mabalane Sede group.

Table 11 - Economic gains (Mabalane Sede group)

Lots	Period	Chickens	Deaths		Other losses	Production cost (MZN)	Revenue (MZN)	Profit (MZN)
1	July 2018	506	42	8.3%	6	n/a	116 000.00	116 000.00
2	Sept 2018	350	27	7.7%	2	78 750.00	80 750.00	2 000.00
3	Nov 2018	500	67	13.4%	1	4 450.00	108 250.00	23 800.00
4	Jan 2019	473	45	9.5%	0	84 370.00	107 000.00	22 630.00
5	Mar 2019	470	24	5.1%	0	88 500.00	111 500.00	23 000.00
-	-----	2 299	205	8.9%	9	336 070.00	523 500.00	187 430.00

Each of the four women members of this group has earned a total of 13 500,00Mt in seven months, a monthly average of 1 928,57Mt. Although project sales data were not readily available in Combomune, each of the women in the group had earned a total of 11 000,00Mt in seven months, a monthly average of 1 571,43Mt (for comparison, the minimum legal monthly salary in the agricultural sector is 4 390 Mt).

Contrary to Mabalane, poultry farming in Guija produced whole negative results. Sixteen women members of Associacao Vutlari bya Vurimi reported that UN WOMEN sent them New Castle infected chickens that began dying the day after their delivery and caused the death of their own old chickens and of several community members. One member said "...the project left us worse off than before."

Economic impact for Community Animal Health Workers (CAHWs) and their clients: Among all contributors, CAHWs are clearly the ones that obtained the most significant economic benefit from the project. Their veterinary assistance activities yielded return and continue to do so, and this has contributed to improve their livelihood at different levels (nutrition, clothing, housing, hygiene, livestock). Nevertheless, with monthly net income varying from around 20 to 80 Euro per CAHWs as well as during the course of the year¹⁹, the magnitude of this impact differs widely from person to person. While some CAHWs only mention an improvement in terms of food supply (more quantities and varieties), few others indicated having purchased livestock or being in the process to build a house with conventional material. We did not have the opportunity to fully assess the economic impact of veterinary services on the CAHWs clients. Yet, the effective use of this service and some statements by livestock breeders tends to indicate that it is positive.

Economic impact for women that obtained their ID card: None of the women that received ID cards in the context of the project declared having obtained economic benefits from attaining or using their card. This is not a surprise as a "chain of events" would be necessary for this effect (using ID to incorporate a formal business, to be formally contracted, to obtain a loan, to claim a pension, etc.). Such proceedings are also quite unlikely considering the very low socio-economic level of the beneficiaries and the current economic crisis. Nevertheless, some women indicated that, they had lost some opportunities in the past (formal job or mosquito nets distribution for instance) due to the absence of ID card. In any case, it has to be noted that the gratuity of the civil registration process was

¹⁹ Some CAHWs had months without any income, either due to lack of demand or because of payment/credit default.

systematically praised by the beneficiaries (a registration would normally cost 875 MZN/person, less than 13 Euro but a significant amount in the context of harsh poverty).

4.5.3 Environmental impact

A priori, activities promoted by the project should not have significant and harmful impacts on the environment. The number of goats supplied through the project is not so high, or geographically concentrated, that it could compromise the regeneration of pastures or negatively interfere with crop areas. In fact, none of our informants mentioned problems related with goats' pasture. Piggeries and henhouses are sufficiently distant from habitations and other infrastructures such as school or health units to avoid olfactive pollution and other sanitary risks.

Nevertheless, we observed some minor potential environmental and sanitary hazards originated by the practices of the CAHWs and the producers. None of the CAHWs we met used proper storage for their drugs, and some drugs flasks were leaking. This may create a risk for CAHWs and their entourage. We also found two products in use but that had expired, this may become harmful to the animals. In the direct vicinity of the piggeries, we observed drugs packaging lying on the ground. This could endanger children and animals if used or swallowed.

The sole direct negative environmental consequence of the project that we identified is with regards to the contamination and death of around 700 chicken. In 2019, the project supplied 500 chicken to a group of women. After their arrival they quickly died and contaminated chicken already owned by the women. No remediation measures had been taken by the project at the time of our visit on site.

Key evaluation questions related to impact

- Is the project likely to contribute to long-term social, economic, technical, environmental changes for individuals, communities, and institutions related to the project?

Too few activities resulted in tangible and durable results to expect long-term changes at any level.

- What changed in the lives of the beneficiaries?

Out of the CAHWS case, very few (positive) changes in the life of the beneficiaries could be assessed. In the case of women involved in husbandry, it is probable that the project generated some negative changes (extra-burden without benefit, stigmatization as looser that have been unable to take profit from the project). None of the women that received IDs mentioned an effective and positive consequence related to this (they only indicated some potential measures made possible by IDs). With regards to the public servants involved in training or awareness sessions, we did not note (or perceive) any positive or negative change at individual levels.

- What are the social changes the intervention contributed for at community level? (attitudes, behavior, knowledge, socio-cultural practices & norms related to GE)

We did not observe significant social changes at community level resulting from the intervention. If CAHWs indicated that their social status improved among men due to the recognition of their function and utility, this did not modify the general gender relation patterns and its consequences within the communities (women continue to be silenced and beaten, girls continue to be married to poor older men without their express and sincere consent...).

- What institutional changes did the intervention achieve in the partners organizations, especially regarding GRB?

No institutional changes at all were observed as a consequence of the project.

- How did the project change the availability of data on WEE, gender equality and climate, to guide policy and programming?

No change occurred regarding the availability of data (in general and on the project's topics in particular). In fact, apart from one sole exception, we face insurmountable and Kafkaesque barriers to access any data collected and compiled by the district and provincial administration! In any case, one can question the immediate relevance of this topic when it appears that the exhaustibility and reliability of State apparatus data is very poor...

Overall impact assessment: The project impact is very limited.

5. Conclusions

This chapter summarizes our overall assessment of the project's performance in the light of the evaluative analysis, highlights some key lessons for future interventions and provides some recommendations. Our analysis of the various evaluation criteria indicates that the project components were quite relevant from a design perspective and that the implementation was generally ineffective and inefficient. The project will likely not have a noticeable impact on the beneficiaries, in particular due to the fact that the different dimensions of sustainability are not assured, particularly given the weakness of the project institutional, economic and organizational aspects. Overall, we consider that the project fell short of reaching its ambitious targets, and our assessment of its performance is negative. Still, we were faced with many limitations in collecting information and data, consequently our assessment is incomplete and partly subjective.

5.1 Summary of evaluation criteria assessment

Relevance: The project was strongly coherent with the Mozambican policy framework. There are in fact numerous correlations between government strategies and policies and the project as a whole, or at least at the level of its various components. The project is also very relevant in relation to the specific situation of Gaza province.

However, because beneficiaries were excluded from the design phase, the project missed an opportunity to hear beneficiaries regarding other economic empowerment activities they deemed more relevant and viable based on local demand and supply dynamics. Also, we found no evidence selection of communities and their respective activities were informed by relevant data.

Effectiveness: Having clearly achieved the intended results, ID cards fair and CAHWs activities were by far the most effective interventions at the beneficiary level. There is strong evidence these activities have contributed to social and economic empowerment of women.

Poultry farming was effective in Mabalane and a failure in Guija mainly due to weak risk assessment at the project management level and due to lack of transparency at the level of beneficiary groups. However, the activity was effective when single individuals cared for their own business.

The implementation modality of goat farming has so far rendered the activity ineffective leaving beneficiaries despondent and questioning the viability of the activity. It was not possible to assess the effectiveness of the swine farming activity as it had just begun at the time of this evaluation.

Beneficiaries of trainings on GRB have stated that they have acquired new skills and knowledge that would greatly improve the quality of their planning and budgeting.

Overall, the project was marked by long and regular delays that have greatly contributed in diminishing the possible effectiveness of project activities.

Efficiency: As indicated in chapter 4.3, the financial project's data does not allow for a thorough efficiency assessment as they are not allocated to specific activities, outputs and outcomes. Along the same line, the project activity reports do not allow for the reconstruction of the planning and effective implementation calendar. Therefore, we were not in a position to respond to the two evaluation questions addressing efficiency as stated in the ToR, and our inception report and our analysis do not assess the cost/ benefit ratio of activities and results.

Sustainability: Strong ownership and immediate impact point to sustainable CAHWs and poultry farming activities and results. However, there is no evidence of sustainability of poultry farming by women's groups in Guija.

While District Identification Services have witnessed an increase in the levels of demand for ID cards, the high cost associated with obtaining an ID card coupled with extremely low cash availability at

family level, mainly due to prolonged, severe and recurring drought, threaten to reverse the demand for ID cards.

With the current situation around goat farming, there is no evidence current implementation modality will produce and sustain intended results. As for swine farming, our subjective assessment is that, having the same social and economic situations and implementation models as the goat farming intervention, this activity is unlikely to produce and sustain intended results.

Regarding GRB trainings, our assessment of the sustainability of this intervention is negative. We faced challenges getting gender disaggregated data at the district level. In fact, District Identification Services in Mabalane and Guija told us most of their data is not disaggregated by gender.

Overall, we consider that the sustainability of the project achievements is weak.

Impact: Overall, we consider that the impact of the project was limited, and we even identified real and possible negative impact. Of the four income generation activities, only CAHWs and poultry farming had evidence of positive social and economic impact. Swine farming activities were still incipient, and we could not assess their impact. There was no evidence of positive impact of goat farming due to reasons already addressed above.

The ID card fairs were successful raising women's awareness on the importance of the ID card as a key step to their empowerment. Unfortunately, despite significant investment in training, GRB related activities do not point to a lasting impact – for example, mainstreaming the use of the tools and methods to track progress by the rural women causes and monitors outcomes under the public sector role and intervention.

5.2 Key lessons for the future

Delivery of the programme fell short of the high targets it set itself. It was ambitious in what it expected to achieve considering the budget. Either some fairly erroneous assumptions were made regarding capacity development, or there is an organisational blind spot regarding this issue. While it can be argued that the overall context was different at the time of the project design, there were indications that government funding of its routine activities might be a challenge. In these conditions, it was overoptimistic that provincial and district authorities could allocate increased resources in favour of rural women. In addition, given that UN WOMEN had experience working with the Government there should have been a more explicit and direct learning from that experience.

The second major lesson learned concerns the nature of the partnership. In most countries, UN agencies allocate resources to NGOs and public institution who execute elements of the programme/projects to their specifications. In Mozambique, and in the specific context of the project, UN WOMEN plays an active role alongside different ministries and other Government agencies in line with the principle of government ownership, and in support of the principle of Mozambique being a One-UN country. This means that UN WOMEN does not have the authority to demand certain levels of performance or delivery, while at the same time the nature of its funding arrangements (small and sporadic) limit the extent to which resources can be used as leverage. This leaves UN WOMEN in limbo: trying to deliver on objectives that have been set as if the partner is an international NGO, but actually working through structures that are not as efficient, and over which UN WOMEN has little control. The tripartite informal agreement in animal husbandry (UN WOMEN, SDAE and IIAM, Chobela zootechnical station) is an example of this. While in theory it was a good idea, there were no mechanisms to enforce what was in the agreement and there was no way of ensuring that what was done met standards of quality.

A third observation is that, in the case of this project, UN WOMEN appears to be operating in areas and with modalities that are outside its comfort zone. The atypical nature of animal husbandry activities and the kind of partnership between UN WOMEN and the Government described above are some of the reasons for this discomfort. A second is the difficulties associated with doing

development-type programming under quite short and nonrecurring funding streams. This compromised a possible follow-up. As things stand, it seems that many of UN WOMEN internal systems are not set up for development work (the total lack of M&E system is a good example of this). It is fair to say that UN WOMEN is developing policies and approaches that are aimed at supporting development rather than humanitarian programmes for example but is challenged in delivering this agenda because of internal systems that are not wholly compatible with this kind of work and because of its own financial and human capacity constraints.

Fourth, in a province the size of Gaza, centralised decision making does not make for efficient programming. At a Government level – through necessity - there is a fair degree of decentralisation, and it would appear that power will increasingly be returned to the provinces and districts. It seems odd therefore, that UN WOMEN Mozambique has refrained from giving its sub-office more decision-making power. Centralisation has other hidden costs such as a negative impact on morale and speed of decision-making.

Finally, UN WOMEN's M&E practices are not good enough to serve as a tool of management and accountability. The fact that targets for timely delivery of services under the different project's components are not included in the logframe does nothing to encourage staff to address the huge problems of late delivery affecting the project. Similarly, the indicators associated with the outputs have very little to do with the activities actually implemented. Much of this is the result of flawed project design,

5.3 Recommendations

Recommendations toward relevance: UN WOMEN project should focus on areas where it has demonstrated comparative advantage. Based on the findings of this evaluation this might imply the exclusion of agrarian productive and marketing activities, and to focus on training, advocacy and awareness. By building on areas of comparative advantage, UN WOMEN will likely be more efficient and effective as well as enhance its chances at resource mobilization.

UN WOMEN project design should include specific baselines (i.e. at target-groups' level), clear and specific indicators to measure the envisioned changes at the individual, collective, and institutional levels, and periodic measurements of progress in conjunction with Government.

In designing projects, UN WOMEN should ensure that priorities and activities of each of the future project components are based on an assessment of partners' capabilities in that particular sector/area, and on an assessment of realistically achievable change in the area, taking into account the timeframes needed for bringing about the envisioned change. Project design should ensure that it includes appropriate support (training, technical assistance, systems and corresponding budget) to address loopholes, and that targets and expectations are revised to realistically achievable levels (likely downwards) in line with this assessment. In terms of resources allocation, UN WOMEN needs to encourage for adequate Government resources to be mobilized enabling a smooth and sustainable hand over.

Project's logical framework should be significantly refined and systematized, in particular with regard to its indicators and means of verifications. It should be fully endorsed by all project stakeholders and revised/amended if needed. Indicators calculation and assumptions should be detailed in an annex. The Project's Foreseen Implementation Schedule should be added to the documentation and a periodic review should allow to record any major delay.

In planning the strategies, activities and targets for the next UN WOMEN program and projects, UN WOMEN needs to take specific stock of the implementation and coordination capacity of Government institutions and the many technical and financial constraints that they face. This implies increasing support to collaborating Government institutions/services, adjusting targets and expectations to

realistically achievable levels (likely downwards), and taking into account the time frames needed for bringing about the envisioned change.

UN WOMEN should develop a capacity development strategy and plan for its engagement with key partners in order to avoid ad-hoc trainings. The strategy should set measurable targets for the changes that are being targeted at individual, collective, and institutional levels, and should periodically measure progress against these targets. This should include ensuring a capacity baseline is drawn up (i.e. training need assessment) and that it is regularly followed up.

An overall assessment of the gender relations is not enough to set baseline and design field activities. UN WOMEN should ensure that all its project's components conduct an equity and gender analysis and use this to inform specific results and activities programming. This may require sensitizing partners' staff and engagement with target communities about the validity of developed project approaches and activities.

UN WOMEN should ensure that feedback mechanisms are in place so that beneficiaries can provide information on the implementation of its project. This is a requirement for UN agencies social protection programmes and a good practice in other areas of programming.

Recommendation toward effectiveness and efficiency: UN WOMEN systems for monitoring and evaluation and for accounting need to be significantly overhauled in order to fill its role as a development agency. From an accounting perspective, UN WOMEN could look at the systems used by other UN agencies focused on development interventions. With regard to M&E, there needs to be a recognition that more detailed and reliable data on outcome is necessary, both for program/project management and for accountability to donors, and the CO should be able to draw on support in identifying relevant outcome indicators and reporting against them.

UN WOMEN monitoring needs to significantly improve its reporting format and content. Information loopholes impede a proper and independent identification of the causes as well as the lessons to be learnt. We believe that a well-documented project is also a necessary tool for risk mitigation and, if required, for "damage control" as it is a substantiation of UN WOMEN responsibility toward the use of public funds. Collection of data needs to be systematized and standardized for regular monitoring of progress, both quantitatively and qualitatively. This will provide more regular feedback on progress and allow the management to take appropriate decisions and make appropriate changes to enhance the relevance, efficiency and effectiveness of the intervention. It will also provide valuable information to the CO on areas of strength/progress that can feed into dialogue with government and in fund raising with donors.

We faced serious difficulties in interpreting the description of activities as presented in the project reports. In general, activity reporting is unsystematic and rarely complete, and it is not possible to clearly compare the time needed for implementation in itself and in relation to the initial planning. We recommend systematically including dates and places of activities, type and number of participants, the means used, as well as quantitative and qualitative results obtained. This form of presentation should be based on standardized planning tools depending on the type of activity and target group. Periodic reports (annual and semi-annual) should distinguish between results obtained during the period covered, from the results "accumulated" from one year to another. Typically, the "accumulated" results should appear on the report's conclusion as a summary, and not mixed in the text. Reports should systematically refer to the Project Logical Framework, particularly its indicators, and mention (in the text and as an annex) all reference documents that support the activities (preliminary technical studies, plans, maps, technical reports, manuals, minutes, agreements, etc.). Particular attention should be given to ensure that these reference documents mention the author (not only the institution, but also the person) and the date when they were written. A relatively short plan of activities to be developed in the following period should be included in the document. The subsequent report should refer to this chronogram and clearly identify any delays, their causes and

consequences. Finally, project partners should use a commonly agreed template to present their activities and results.

UN WOMEN headquarters should develop specific guidance for CO and its field offices on the standards that need to be met in designing, planning and implementing pilot projects, such as the need for adequate support, monitoring and follow-up. In developing this guidance UN WOMEN can draw on a vast volume of literature on best practices in pilot approaches. UN WOMEN headquarters (guidance) should ensure that its review mechanisms for program/project planning and reporting include specific measures to determine whether pilot projects meet these standards/criteria.

From the perspective of a higher or similar level of funding than the Gaza project, UN WOMEN CO in Mozambique should have a permanent presence in the field. It should capitalize on the experience of staff mobilized at sub-office level and improve efficiency by decentralizing operational elements of decision-making to these kinds of offices. As part of this process, UN WOMEN CO should give sub-offices performance targets and support and incentivize them to meet these targets. In the context of the Gaza project, we understood that field staff was disempowered and have little incentive to improve the project quality.

We recommend documenting systematically and thoroughly training activities as well as to produce specific summarized reports about such activities. These documents should facilitate the planning, monitoring and reporting of awareness and training activities.

We found that very few project documents were readily available. Therefore, an internal information management (system) should be developed through standardization and systematization of the information flow. Specific attention to the management of information would sustain UN WOMEN transparency policy, would allow a more efficient monitoring and would facilitate evaluation. Specific and mature computerized data management tools could be gainfully used for this purpose.

Evaluation should not be considered as just a mandatory project component. Evaluation should be considered as a tool for self-assessment and programme/project improvement. Evaluation should thus benefit from proper support by UN WOMEN.

Recommendation toward sustainability: Sustainability of the expected project results should be considered during the project design phase and according to each project component and levels of sustainability (technical, organizational, economical, etc.). Any productive activities promoted by the project should include a detailed technical and financial viability study.

Sustainability of training and awareness measures is difficult to grasp. Still, UN WOMEN should consider how to capitalize its training and information investment and look at mechanisms that could institutionalize such activities (like Share Fair conducted routinely). Regarding training, an approach that would contribute to sustainability corresponds with the training of trainers in the context of established educational institutions, such as the Superior Institute of Public Administration (*Instituto Superior de Administração Pública* - ISAP) or the Training Institute of Public Administration and Municipalities (*Instituto de Formação em Administração Pública e Autárquica* – IFAPA). In this perspective, UN WOMEN could review the existing curriculum and enrich it with specific content related to gender equality and women empowerment.

Recommendation toward impact: It is not enough to train partner staff to generate impact. In order to strengthen its approach to capacity development, UN WOMEN should, in the context of similar projects, support skilled staff to partner departments within collaborating Government institutions. This kind of mentoring will ensure on-the-job-support and consolidation of newly learned skills.

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Annex B – Field work program and list of informants

XAI-XAI

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Samuel Ngovene	DPDIC	Chefe de identificação	-----		22/05/19

GUIJA

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Admira Chongo		Membro	-----		
Leonilde da Graca Domingos Macamo		Membro	-----		
Leia Jose Chinguelezi		Presidente	-----		

Matilde Wilson Mahundla		Membro	-----		
Hortencia Machaieie	Associação Bindzula – Criação de suínos	Presidente	874814079	Chimbembe	11/04/19
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Aurélio Machava	Escola Familiar Rural	Diretor	849471002		
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Beatriz Mario Nhamazan	Escola Familiar Rural		861074935		
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Monica Malhayeye		Membro	-----		
Delfina Macamo		Membro	-----		
4 mulheres	Grupo de criação de caprinos	-----	-----		
Juventina J. Massinga	Associação Vutlhari La Vurimi ni Vufuyi	Membro	-----	Ndonga	
Catarina António Cossa		Membro	-----		
Martelia E. Massingue	Criação da galinha nativa	Membro	-----		
Sandra António		Membro	-----		

Sorte Fabiao		Membro	-----		
Nazordina Ngovene		Membro	-----		
Lidai Macamo		Membro	-----		
Dona E. Malhawule		Membro	-----		
Elvira Malhaieie		Membro	-----		
Teresinha Muthombene		Membro	-----		
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Constância Tembe		Membro	-----		
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Telma E. Massingue		Membro	-----		
Milagrosa Sigauque		Membro	-----		
Beneficiarias do BI	As mulheres não tinham recebido informação da nossa ida para la. Não se fizeram presentes.			Nalazi	12/04/19

MABALANE

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Judite Jossias Manhice	Beneficiarias do BI	-----	-----	Mabalane-Sede	
Antonieta France Chauque		-----	-----		

Assucena Saraiva Mbalate		-----	-----		
Sheila Horcidio		-----	-----		
Thembi David Marindze		-----	-----		
Zaida Alberto Chauque		-----	-----		
Elvira Chauque		-----	-----		
Cheila Siteo		-----	-----		
Prezinalda Joao Ngovene		-----	-----		
Hortencia Trazenta Baloi		-----	-----		
Lucrencia Edite Paulino Mucavele		-----	-----		
Helena Jose Sumbane		-----	-----		
Valdmira Jorge Macamo		-----	-----		
Felicia Ernesto Cossa		-----	-----		
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Marta da Alzira Wilson Mathusse		-----	-----		
Antonieta Joao Hlonguane		-----	-----		
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Crizalda Valoi		-----	-----		
Oivia Julio Chauque	Criadoras de frangos	Membros	-----	Combomune- Estação	
Joana Guidion Chidzinga		Membros	-----		

Filipe Rafael Muchanga	Radio Comunitária	Coordenador	861232528	Mabalane-Sede	18/04/19
Jordina Ngovene		Promotora	-----		
Helena Mulhanga	DIC	Directora	-----		

MASSINGIR

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Adélia Ernesto Simango Chana	DPIC	Antiga funcionaria em Massingir – agora na DPIC Xai-Xai		Cidade Xai-Xai	

Annex C - Evaluation criteria and questions listed in the ToR

Relevance:

- To what extent is the intervention relevant to the needs and priorities as defined by beneficiaries?
- To what extent is the intervention contributing to provincial (Gaza) and country priorities for gender equality, economic empowerment and climate change?
- What are the priorities for Gender Equality, Economic Empowerment and Climate Change at provincial and country level? Is the project responding to them?

Effectiveness:

- To what extent were the expected outputs and outcomes achieved and how did UN Women contribute towards them?
- Did UN Women effectively contribute to the outputs?
- What are the enabling and limiting factors that contributed to the achievement of results and what actions need to be taken to overcome any barriers that limit the progress? (see indicator table below for details)

Organizational efficiency:

- To what extent are project strategies cost-effective in making an impact on the ground, district and provincial levels? (analysing the budget and project expenditure over the two-year period of the MTE)
- To what extent is the Budget and Expenditure over the two-year period contributing to desired project results?
- What have been the capacities (technical, administrative and advocacy skills) of the project management structure to deliver the project objectives and how could they be strengthened to improve impact?

Impact:

- Is the project likely to contribute to long-term social, economic, technical, environmental changes for individuals, communities, and institutions related to the project?
- What changed in the lives of the beneficiaries? (Assess scenarios of before and after the project)
- What are the social changes the intervention contributed for at community level? (attitudes, behaviour, knowledge, socio-cultural practices & norms related to GE)
- What institutional changes did the intervention achieve in the partners organizations, especially regarding GRB?
- How did the project change the availability of data on WEE, gender equality and climate to guide policy and programming?

Sustainability:

- To what extent was capacity developed in order to ensure sustainability of efforts and benefits?
- How will the benefits of the intervention be secured for rights holders (i.e. what accountability and oversight systems were established)?

- What are the contextual factors in Gaza for sustaining and replicating the project interventions and its impact;
- To what extent have Government Partners committed to mainstream gender-responsive planning and budgeting at district level;
- Do beneficiaries demonstrate skills with potential for long term impact on their wellbeing?
- Is the community endowed to continue changing attitudes?
- To what extent have Government Partners committed to mainstream gender-responsive planning and budgeting at district level?
- What are the contextual factors in Gaza for sustaining and replicating the project interventions and its impact?

Human Rights approach and Gender Equality principles:

- To what extent has gender and human rights considerations been integrated into the programme design and implementation?
- How has attention to/integration of gender equality and human rights concerns advanced the area of work?

Strategic positioning:

- What is the level of engagement between the Partners and key Stakeholders at all levels and the ability to leverage the partnership process to inform the advocacy strategy?
- How has the project aligned UN Women's position to the regional and global context?
- What is the value addition of UN Women in terms of the resources oversight and technical support?

Identification of lessons learned and good practices:

- Which are potential good practices, challenges and lessons from the interventions and recommend forms to improve project strategies in the remaining implementation period.
- What could have been done differently?
- What has worked well and could be replicate?

Annex D - Main evaluation questions, type of analysis and principal sources of data

	Key Evaluation Questions	Type of Analysis	Principal Sources of Data
Relevance	To what extent is the intervention relevant to the needs and priorities as defined by beneficiaries?	Primarily qualitative analysis, with some quantitative analysis in terms of beneficiary analysis (numbers, gender and types of beneficiaries).	<p>Secondary data analysis: Mozambique National Development Strategies and Plan; UN Women policy documents, UN Women strategy, UN Women “Mapping” and “Situational Analysis” reports, mid-term evaluation report;</p> <p>Primary data analysis: Individual and group interviews (UN Women, GoM partners/ministries (decentralized levels), UN agencies, donor, NGOs/CBOs, beneficiaries.</p>
	To what extent is the intervention contributing to provincial (Gaza) and country priorities for gender equality, economic empowerment and climate change?		
	What are the priorities for Gender Equality, Economic Empowerment and Climate Change at provincial and country level? Is the project responding to them?		
Effectiveness	To what extent were the expected outputs and outcomes achieved and how did UN Women contribute towards them?	<p>Analysis of output and outcome indicators.</p> <p>Additional triangulation/ understanding to be derived from qualitative and quantitative information from interviews and field visits.</p>	<p>Secondary data analysis: UN Women project documents including monitoring reports, baseline and Outcome monitoring reports (if existing), mid-term evaluation report, project steering committee minute;</p> <p>Primary data analysis: Interviews with UN Women, GoM, partner UN agencies, donor, NGOs/CBOs; focus groups and interviews with beneficiaries; sites visit (local facilities, infrastructures, utilities).</p>
	Did UN Women effectively contribute to the outputs?		
	What are the enabling and limiting factors that contributed to the achievement of results and what actions need to be taken to overcome any barriers that limit the progress?		
Organizational efficiency	To what extent are project strategies cost-effective in making an impact on the ground, district and provincial levels?	<p>Analysis of project’s budget and expenditure registries, planning vs effective implementation, identification of delay’s/over-under spending’s causes and consequences.</p> <p>Analysis of human and technical capacities mobilized by UN Women and partners for project</p>	<p>Secondary data analysis: UN Women project documents, mid-term evaluation report;</p> <p>Primary data analysis: Interviews with UN Women, GoM, partner UN agencies, donor, NGOs/CBOs; focus groups and interviews with beneficiaries; site visits.</p> <p>Comparison of strategies, approaches and costs across project’s components (in order to identify synergies and evidence of attempts to ensure value added);</p>
	To what extent is the Budget and Expenditure over the two-year (?) period contributing to desired project results?		
	What have been the capacities (technical, administrative and advocacy skills) of the project management structure to deliver the project objectives and how could they be strengthened to improve impact?		

	Key Evaluation Questions	Type of Analysis	Principal Sources of Data
		implementation and monitoring.	
Impact	Is the project likely to contribute to long-term social, economic, technical, environmental changes for individuals, communities, and institutions related to the project?	Both qualitative and quantitative analysis.	<p>Secondary data analysis: UN Women project documents; mid-term evaluation report, District Annual Operational Plan, District level data, annual FDD Investment Plans, evaluation survey;</p> <p>Additional data collection in field as relevant; additional quantitative data analysis as needed.</p> <p>Primary data analysis: Interviews, group discussion with beneficiaries, project partners, donor, NGOs/CBOs, GoM (province and district).</p>
	What changed in the lives of the beneficiaries? (Assess scenarios of before and after the project)		
	What are the social changes the intervention contributed for at community level? (attitudes, behaviour, knowledge, socio-cultural practices & norms related to GE)		
	What institutional changes did the intervention achieve in the partners organizations, especially regarding GRB?		
	How did the project change the availability of data on WEE, gender equality and climate to guide policy and programming?		
Sustainability	To what extent was capacity developed in order to ensure sustainability of efforts and benefits? How will the benefits of the intervention be secured for rights holders (i.e. what accountability and oversight systems were established)?	Primarily qualitative analysis, with some quantitative analysis in terms of beneficiary analysis (numbers, gender and types of beneficiaries).	<p>Secondary data analysis: UN Women project documents, mid-term evaluation report, project steering committee minute; District Annual Operational Plan, District level data, annual FDD Investment Plans, SETSAN surveying and M&E tools and reports, documents of/related to the IV Provincial Conference on Women and Gender</p> <p>Additional data collection in field as relevant; additional quantitative data analysis as needed.</p> <p>Primary data analysis: Group discussions with key stakeholder groups to reflect on the processes and results.</p>
	What are the contextual factors in Gaza for sustaining and replicating the project interventions and its impact?		
	To what extent have Government Partners committed to mainstream gender-responsive planning and budgeting at district level?		
	Do beneficiaries demonstrate skills with potential for long term impact on their wellbeing? Is the community endowed to continue changing attitudes?		

	Key Evaluation Questions	Type of Analysis	Principal Sources of Data
	<p>To what extent have Government Partners committed to mainstream gender-responsive planning and budgeting at district level?</p> <p>What are the contextual factors in Gaza for sustaining and replicating the project interventions and its impact?</p>		
Human Rights approach and Gender Equality principles	<p>To what extent has gender and human rights considerations been integrated into the programme design and implementation?</p> <p>How has attention to/integration of gender equality and human rights concerns advanced the area of work?</p>	Qualitative analysis;	<p>Secondary data analysis: UN Women policy documents, UN Women strategy, UN Women project documents, mid-term evaluation report;</p> <p>Primary data analysis: Group discussions with key GoM stakeholders' groups to reflect on the integration; interviews with Un Women and project partners, donor</p>
Strategic positioning	<p>What is the level of engagement between the Partners and key Stakeholders at all levels and the ability to leverage the partnership process to inform the advocacy strategy?</p> <p>How has the project aligned UN Women's position to the regional and global context?</p> <p>What is the value addition of UN Women in terms of the resources oversight and technical support?</p>	Qualitative analysis;	<p>Secondary data analysis: UN Women policy documents, UN Women strategy, UNDAF (local context), MoUs, agreements, contracts, mid-term evaluation report, Project steering committee minute;</p> <p>Primary data analysis: interviews with Un Women and project partners, donor, NGOs, GoM.</p>
Identification of lessons learned and good practices	<p>Which are potential good practices, challenges and lessons from the interventions and recommend forms to improve project strategies in the remaining implementation period?</p> <p>What could have been done differently?</p> <p>What has worked well and could be replicated?</p>	Primarily qualitative analysis;	<p>Secondary data analysis: UN Women project documents, mid-term evaluation report, annual FDD Investment Plans;</p> <p>Primary data analysis: Group discussions with key stakeholders' groups to reflect on the processes and results; interviews with Un Women and project partners, donor, NGOs, GoM.</p>

Annex E - Details of sampling for the evaluation field work

Component/Main activities: Partnerships			
Universe		Sampling	Target groups
Project partners	Donor	Government of the Kingdom of Belgium	Interview with UN Women counterpart within Belgium government
	GoM /public institutions - Central	1 x MGCAS representative	Interview with UN Women counterpart within MGCAS
		Institute for Social Communication (ICS)	Interview with UN Women counterpart within ICS
		Centre for Gender Studies of the University Eduardo Mondlane (CeCaGe)	Interview with UN Women counterpart within CeCaGe
	GoM - Province	Provincial Directorate of Health, Women and Social Action Services (DPMAS) of Gaza	Interview with UN Women counterpart within DPMAS
		Provincial Directorate of Planning and Finance (DPPF) of Gaza	Interview with UN Women counterpart within DPPF
		Provincial Directorate of Agriculture (DPA)	Interview with UN Women counterpart within DPA
		Provincial Services of Rural Extension (SPER)	Interview with UN Women counterpart within SPER (and/or chief of services)
	GoM - district	2 x SDAEs (Guijá, Mabalane), 2 interlocutors	In each district: interviews with SDAE Directors and officer(s) responsible for agrarian extension
		2 x SDSMAS (Guijá, Mabalane), 2 interlocutors	In each district: interviews with district staff responsible for social action/women
		2 x FDD (Guijá, Mabalane), 2 interlocutors	In each district: interviews with district staff responsible for FDD
		2 x CCD (Guijá, Mabalane), 8 interlocutors	In each district: group discussion with 4 CCD members (2 women and 2 men)
		2 x CDAM (Guijá, Mabalane), 8 interlocutors	In each district; group discussion with 4 CDAM members (2 women and 2 men)
		1 x IIAM representative in Magude district, Chobela	Interview with UN Women counterpart within IIAM in Magude district, Chobela
	UN agencies	UNCDF (1 staff)	Interview with UN Women counterpart within UNCDF
		FAO (1 staff)	Interview with UN Women counterpart within FAO
		WFP (1 staff)	Interview with UN Women counterpart within WFP

Component/Main activities: Partnerships			
Universe		Sampling	Target groups
	NGOs	Save the Children (1 representative)	Interview with UN Women counterpart within Save the Children
		Africa Works (1 representative)	Interview with UN Women counterpart within AW
		World Vision (1 representative)	Interview with UN Women counterpart within WV
	Private sector	Gapi S.I. (1 representative)	Interview with UN Women counterpart within Gapi S. I.
		Saving and credit cooperative of Baixo Limpopo – CPL (1 representative)	Interview with UN Women counterpart within CPL
		Uvivi Farm (1 representative)	Interview with UN Women counterpart within Uvivi Farm

Component/Main activities: Documentation			
Universe		Sampling	Target groups
Project partners	GoM - Central	MGCAS (1 representative)	Interview of UN Women counterpart for Gender Statistics Handbook
	National NGO	MMMR (1 representative)	Interview of UN Women counterpart for mapping report

Component/Main activities: Awareness			
Universe		Sampling	Target groups
Project partners	National/local NGOs	MMMR (1 representative)	Interview of the UN Women counterpart within MMMR regarding the Mapping report and the National meeting
		UNAC – Guijá (1 representative)	Interview of the UN Women counterpart within UNAC branch in Guijá
		Limpopo Community Radio (1 representative)	Interview of the UN Women counterpart within Limpopo Community Radio
		Chicualacuala Community radio (1 representative)	Interview of the UN Women counterpart within Chicualacuala Community radio
		ASTROGAZA (1 representative)	Interview of the UN Women counterpart within ASTROGAZA

Component/Main activities: Awareness			
Universe		Sampling	Target groups
	GoM - province	UN Women GoM counterpart(s) involved in the preparation and realisation of IV Provincial Conference on Women and Gender. To be defined as per UN Women guidance (i.e. available reports do not specify GoM counterpart)	Group or individual interview(s) of the UN Women GoM counterpart(s) involved in the preparation and realisation of IV Provincial Conference on Women and Gender
		Multisectoral team for civil registration involved in 2016 and 2017 Sharefairs (IPAJ, Civil Identification Directorate, Civil Registration Services), min 3 staff	Group discussion with min. 3 representatives (at least one representative of each institution members of the Multisectoral team for civil registration)
	GoM - district	2 District Permanent Secretaries	Interview of the district permanent secretaries of Guijá and Mabalane
	Private sector	BCI and Mcel representatives (2)	Separate interviews of the UN Women counterparts within BCI and Mcel

Note: Awareness sessions on Gender-based violence (GBV) realised in Guijá during July-August 2016 are not included above as the consultant will address this activity in the context of the group discussion to be held with community members (farmers, CCD) as per the following table.