



**CARE Denmark
CARE Mozambique**

**Evaluation Strengthening Community Organization
for Rural Empowerment and Natural Resources
Management (SCORE-NRM) Project
Mozambique**

Final report

August 2012

**José Jaime Macuane
Bente Topsøe-Jensen
Ole Stage**

List of content

List of abbreviations	3
ACKNOWLEDGEMENTS	4
Executive Summary	5
1. Introduction	8
1.1 Evaluation methodology and the team.....	8
2. THE SCORE-NRM PROJECT – intention and implementation.....	9
2.1 Project description	9
2.2 Project Implementation per Objective.....	11
3. Evaluation findings	13
3.1 Relevance	13
3.2 Effectiveness	15
3.3 Impact.....	20
3.4 Sustainability	22
3.5 Monitoring and evaluation.....	23
4. Lessons learned	24
5. Recommendations	26
Annexes	28
A. TOR.....	28
Annex 1 – List of documentation	36
Annex 2 – Outline of new program	37
B. Methodological approach	41
C. Evaluation matrix	42
D. Evaluation of SCORE-NRM Project Based on its Logical Framework	44
E. List of persons met	49
F. Documents consulted	51
G. Debriefing presentation.....	53

LIST OF ABBREVIATIONS

AJOAGO	Associação dos Jovens Amigos de Govuro
CBO	Community-based Organization
CC	Consultative Council
CDS-ZC	Centro de Desenvolvimento Sustentável das Zonas Costeiras/Centre of Sustainable Development of Coastal Zones
CSO	Civil Society Organization
DKK	Danish kroner (currency)
FAPIM	Forestry and Agriculture Program in Mozambique
FFS	Farmers' Field Schools
FOPROI	Forum Provincial de Organizações de Inhambane/Provincial Forum of Organizations of Inhambane
GIZ	German International Cooperation
LDC	Local Development Council
NGO	Non-Governmental Organization
NRM	Natural Resources Management
OECD/DAC	Organization for Economic Cooperation and Development/Development Assistance Committee
PEDD	Plano Estratégico de Desenvolvimento Distrital/District Strategic Development Plan
PES	Plano Económico e Social/Social and Economic Plan
SCORE-NRM	Strengthening Community Organizations for Rural Empowerment and Natural Resources Management
SDAE	District Service of Economic Activities/Serviço Distrital de Actividades Económicas
TOR	Terms of Reference

ACKNOWLEDGEMENTS

The evaluation team, and particularly the consultant that carried out the evaluation of the SCORE-NRM project, would like to acknowledge the support of CARE Denmark (Rolf Hernø), CARE Mozambique (Delphine Pinault), the staff of the CARE Regional Office (Monica Musu) and the Project team (Hélder Paulo, Gilda Suzana, Neves Mahumane, Gilberto Jossai, Francisco Tafula) throughout the course of this evaluation and program design process.

EXECUTIVE SUMMARY

The focus of the project Strengthening Community Organizations for Rural Empowerment and Natural Resources Management (SCORE-NRM) is to enable communities to defend their rights and develop strategies to manage their natural resources with sustainability. Its development goal is defined as “Improved livelihood for the poor and marginalized through effective participation of communities in local governance, promoting proper management of natural resources and improved access to basic services.” To attain this goal, the project comprises three components: improving governance, strengthening civil society and working in partnership. The project was implemented from July 2008 to June 2012, in 22 communities of 3 districts of northern Inhambane province, namely Vilankulo, Govuro and Inhassoro. The total budget for the whole project period was DKK 6,744,497. Under the first component, the project objective was the organisation of the communities in Local Development Committees (LDCs) and on linking these entities to the local Consultative Councils (CCs), to promote decentralized natural resources management and strong community participation in local governance. Under the second component, the project prioritized the strengthening of civil society at the district level to manage natural resources sustainably, using decentralized and participatory planning methods. In the third component, the project planned to promote partnerships through Civil Society District platforms, to engage in policy development and monitoring to better address district level poverty and critical NRM issues. The project dedicated a special attention to women in a vulnerable situation, depending on natural resources for their livelihood. The representativeness of women in the LDCs was also a key area of concern.

The evaluation of the SCORE-NRM project has been carried out during June 2012, in combination with the evaluation of the FAPIM program, both being implemented by CARE Mozambique. The evaluation of the two interventions was carried out by a team of two consultants and an intern, with support of other two consultants, as part of the process of designing a new program for CARE Mozambique and with funding of CARE Denmark. According to the Terms of Reference, the evaluation is aimed at determining: the *relevance* of program/project objectives in the local and national context; the *effectiveness* of program/project implementation in achieving set goals and objectives; the direct and indirect *impact* of the program/project; the *sustainability* of results; the *lessons learned* from the implementation of the project and recommendations. The evaluation includes also an assessment of the quality of monitoring and evaluation (M&E) information available for this exercise.

Methodologically, the Evaluation consisted of desk review, interviews and field work. The desk review focused on the analysis of project documents and CARE strategic documents, relevant studies on governance and natural resources management (NRM). Interviews were carried out with CARE Mozambique senior management, a consultant working on CARE’s strategic documents, and CARE staff. In the field work, interviews were made with the Regional Office representative in Vilankulo, the project manager and staff, district government officials and with representatives of 6 Local development councils (LDCs) in the three districts of the project; Vilankulo, Govuro and Inhassoro.

Interviews were systematized in an evaluation matrix based on the Terms of Reference questions and the OECD/DAC criteria of evaluation of programmes of development assistance.

A considerable number of activities were implemented along the three project components, namely:

- 22 LDCs were created with 50% of their members being women and in 17 holding leadership positions and 21 LDCs are represented in the CCs. The project provided training on local governance, planning and natural resources management and project design to LDCs and CCs members.
- Nine communities entitled to receive 20% for natural resources exploitation were supported to assess this fund. The project delivered training on governance of natural resources, LDCs prepared their land use plans, and 17 communities introduced good practices of NRM;
- The project established contacts and organized meetings with CBOs, with NGOs operating in northern Inhambane and government to build a platform to deal with policy issues related to NRM. The project also partnered with a local organization of Govuro (AJOAGO) to support on training on beekeeping, and worked with GIZ in training on local governance and planning.

Regarding overall performance, 4 (out of 15) planned results were achieved totally, and 6 were achieved only partially.

The main evaluation findings are presented below.

The project was **relevant** because it addressed areas of concern and with a deficit of interventions, namely local governance and NRM. However, some informants claimed that it was not designed with proper consultation and profound knowledge of the context where it would be implemented. This point of view is contested by CARE's management, which argues that consultation with relevant stakeholders at local level and discussion with the National and Regional Offices were carried out before the launching of the project. Even taking into account these diverging points of views, the evaluation concluded that a deficient knowledge of the context has influenced negatively the performance of the project in areas such as governance and partnership. The **Effectiveness** of the project was generally low to moderate. **On governance** LDCs were created, trained, represented in the CCs and women are also represented in the LDCs. Although these are remarkable achievements, influence of LDCs in the CCs and on plans, and of women in the decision-making process, are still weak. In the area of **natural resources**, the project helped communities accessing the 20% tax due to the communities for the exploitation of their resources. On a broader sense, communities are more aware of the importance to manage natural resources sustainably and some were capacitated in this regard. Nonetheless, NRM issues are not yet incorporated clearly in the plans and consequently are not being monitored. Moreover, the 20% of the exploitation of natural resources has not so far visible effects on the well-being of the communities, because partially there is no consensus on how to use and manage properly these resources. The project was not effective in **building partnership** for policy development and monitoring in the targeted districts, although it developed good relations with the government and the communities. **With the government**, the partnership is not always based on common interests related to NRM, but on occasional benefits provided by the project on an ad hoc basis. Personal contacts are also the foundation of the relationship with the government. **With the communities** the project interventions to improve their management capacities, taking into account the allocation of resources for implementation of community projects, is not followed by a trust in their management capacities, even for the sake of testing what the project achieved. In some cases, this contributed to reduce the motivation of the communities with the implementation of the project. On **impact**, results are mixed. On one hand, awareness rising on the management of natural resources is changing the livelihood of communities and even their social relations. The existence of LDCs is bringing a new way of managing natural resources in the communities – combating and avoiding bush fires is reducing the risk to the livelihood – and even of resolving conflict involving these resources in the communities, since these entities are accepted as arbiters in disputes. On the other hand, communities with LDCs are considered more

participative in district planning, but there are no evidences of how this changed policy responsiveness and service delivery to them. Generally, the short time of the implementation of the project can be seen as a limitation for a more substantial analysis of impact, coupled with unavailability of sound evidence. Finally, **sustainability** of the project results can be good when it comes to the knowledge about NRM that will remain in the community and will continue producing its results. Some of the LDC members are even training other communities on NRM. This will help replicate this knowledge and consolidate its existence in the communities, rendering it perennial. Regarding governance, specifically the LDCs, much still has to be done to ensure that these entities persist and become consolidated as communities' channels to influence policies, contribute to enforce rights and for sustainable NRM.

Lack of sound evidence to assess impact alluded to before stems from the weak **monitoring and evaluation** system of the project, whose baseline was defined two years after the beginning of its implementation, despite the recommendation of the project document to be carried out at the early stage of the implementation. The information on the project is too generic and not matched with the demands of monitoring, as presented in the logical framework. Information management was acknowledged by the project team as a big weakness of this intervention.

Some **lessons learnt** from the implementation of the SCORE-NRM project are: i) **program design** should be based on a substantial knowledge of the context of implementation, blending theory and empirical information; ii) **programme management** should be more flexible in dealing with communities to avoid reducing motivation of the beneficiaries in implementing the project; iii) **implementation** should be supported with strong management systems, among them a good M&E system and are profound understanding of how participation occurs at the local level and how to boost it; iv) **partnership** with government can be stronger if there is alignment with its plans. With the communities, giving more leeway to use the resources of the project to implement their initiatives and take the credit of that can be a strong foundation for a solid partnership. Project staff with abilities to work with both actors also contributes to a good partnership.

Based on the findings of the evaluation, the **main recommendations are**: i) **program design** should be more participative, with a situational analysis of the targeted beneficiaries; ii) **program management** should select staff with abilities to deal with beneficiaries and, if necessary, provide adequate training; and adopt more flexible management procedures in dealing with communities, but with necessary safeguards; iii) **partnership** with government should use more institutional channels and tools, like plans and policies to make it contribute for the attainment of CARE's programmatic objectives and be mutually beneficial. It is important to build trust with the communities, piloting the capacities being created, testing them through the allocation of resources for the implementation of their initiatives; iv) **gender** interventions should avoid formalistic approaches like "ensuring representation of women" and adopt more substantial ones that produce a tangible effect and transformation. In this regard, it is important to explore and implement CARE's various studies recommendations on gender, which provide good entry points and sound approaches to deal with this matter; v) **monitoring and evaluation** should be a matter of concern of any future CARE program from the beginning. Carrying out baseline studies should be the priority of the inception/preparatory phase of future programs; vi) **sustainability** should be strengthened through partnerships with past CARE's program beneficiaries, were applicable, to ensure that the capacities created are used and shared. Therefore, wherever and whenever possible, CARE should seek to involve the beneficiaries of its past interventions in new programs; hence contributing to consolidate the capacities already created.

1. INTRODUCTION

The SCORE-NRM-evaluation was carried out as part of an assignment including also the evaluation of the FAPIM project and the identification of initiatives for a new program.

According to the Terms of Reference, the evaluation is aimed at determining:

- i. The *relevance* of program/project objectives in the local and national context
- ii. The *effectiveness* of program/project implementation in achieving set goals and objectives
- iii. The direct and indirect *impact* of the program/project
- iv. The *sustainability* of results
- v. The *lessons learned* from the implementation of the project and recommendations

The scope of work also includes the assessment of the quality of monitoring and evaluation information available for the evaluation.

1.1 Evaluation methodology and the team

The evaluation of the SCORE-NRM projects was carried out by one consultant (José Jaime Macuane), a member of a team comprising other four team members. Quality assurance has been performed by team leader and QA-person. The table below presents the names and tasks of the whole evaluation team.

Team	Main responsibility	Specific tasks
Bente Topsøe- Jensen	Team leader	<ul style="list-style-type: none"> • Overall coordination and responsibility for the assignment, including methodology design and planning (i.a. output 1). • Evaluation of FAPIM, including drafting report (output 2) • Prepare a summary report on lessons learned from SCORE-NRM and FAPIM for program design (output 4) with input from Jose. • Prepare descriptions of new initiatives for new program (output 5) • Prepare consultants suggestions for further design work (output 7) • Finalizing all written outputs within the deadline.
José Jaime Macuane	Governance expert	<ul style="list-style-type: none"> • Evaluation of SCORE-NRM, including draft report (output 3) • Provide input to summary report on lessons learned (output 4) • Prepare selected descriptions of new initiatives for a new programme (output 5) • Drafting of subprogram strategy (output 6)
Catherine Hill	Gender expert	<ul style="list-style-type: none"> • Provide gender specific input and comments to design of methodology. • Gender quality assurance of draft and final outputs.
Ole Stage	QA	<ul style="list-style-type: none"> • Provide input and comments to design of methodology. • Ensure “institutional memory” from CS-study 2011. • Quality assurance of draft and final outputs.
Niels Topsøe- Jensen	Intern	<ul style="list-style-type: none"> • Organization of documentation, writing of notes and lists of participants • Assisting interviews during FAPIM evaluation and with key stakeholders in Maputo. • Assisting workshops.

As can be seen in the table, apart from the evaluation of the two projects the team was responsible for making consultations with organizations and stakeholders dealing with natural resources, as part of an exercise to draw lessons' learnt from these two projects and other various interventions, make consultations about the possibilities of partnership with CARE, and identify initiatives to feed into the next program under preparation.

The project evaluation consisted on desk review of project documents, reports and relevant CARE documents; interviews with key stakeholders and field work in the three districts where the project is being implemented. Interviews were made at the central level with CARE Mozambique management and a consultant working on the development of CARE's strategic documents.

The field work consisted of interviews with government representatives in the three district, namely a district administrator (in Vilankulo), a Permanent secretary (in Govuro), and a staff member of the agricultural and forest services – at District Services of Economic Activities (SDAE) – in Inhassoro, due to the availability of the permanent secretary and the district administrator. In each of the targeted district, meetings were held with two Local Development Committees (LDCs), totalling 6. Interviews, discussion meetings and a final debriefing at the end of the field mission were carried out with the coordinator of the CARE Regional office, the manager of the SCORE-NRM projects and the project officers of the three districts.

Details of people met are in the annexes.

Interviews were systematized in an evaluation matrix based on the Terms of Reference questions and the OECD/DAC criteria of evaluation of programmes of development assistance. The matrix was the same as the evaluation of the FAPIM program to allow for comparability, joint analysis of the lessons learnt, with the final purpose of informing the process of designing the next program, as recommended in the Terms of Reference.

2. THE SCORE-NRM PROJECT – INTENTION AND IMPLEMENTATION

2.1 Project description

The Strengthening community Organizations for Rural Empowerment and Natural Resources Management (SCORE-NRM) project was implemented in three costal district of the Inhambane province, namely Vilankulo, Inhassoro and Govuro, between July 2008 and June 2012.

According to the project proposal¹, the population of these districts is totally dependent on subsistence farming and use of inland and coastal resources, under pressure from the local population and external actors, like private investors in agriculture, fisheries, natural gas and tourism. These districts have been historically affected by natural disasters, namely cyclical droughts and floods. Illegal logging and hunting have also affected the livelihood of the population.

The project adopts as its starting point the idea that Mozambique, since the 1990s, has approved a substantial legislation on land, forests and wildlife, and more recently decentralization that gives the communities considerable rights to use their natural resources, to have 20% of the taxes over the exploration of the natural resources, to authorize and negotiate the investments and use of natural resources that are in their territories and to participate in local governance structures and processes, including planning and monitoring of the implementation of plans and policies. Nonetheless, the power of the communities to defend their rights is limited. Consequently, the

¹ CARE Danmark/CARE International in Mozambique (2007). *Project Proposal: Strengthening Community Organisations for Rural Empowerment and Natural Resources Management (SCORE-NRM)*. December 2007. Pages v and vi.

SCORE-NRM project was designed to enabling the communities to defend their rights and develop strategies to manage their natural resources sustainably. This project was also an add-on to another project SCORE (funded by AUSAID) that was implemented in the same three districts.² According to the baseline study, the project covered about 55.590 people living in the 22 beneficiary communities.³

The long-term goal of the project is “Improved livelihood for the poor and marginalized through effective participation of communities in local governance, promoting proper management of natural resources and improved access to basic services.”⁴

In line with CARE’s governance strategy for Mozambique, at the time the project was launched (in 2008), it consisted of three components, namely:⁵

- Component 1 – Improving local governance
- Component 2 – Strengthening civil society
- Component 3 – Working in partnership

The development goal is expected to be achieved through three immediate objectives, to be attained in the implementation of the above mentioned components:

- Local planning and monitoring are inclusive, participatory and focussed on poverty alleviation.
- Natural resources are managed sustainably at district level using participatory decentralised planning methods.
- Partner NGOs implement quality activities and engage in policy development and monitoring in a way that incorporates grassroots concerns and practices.

The focus of the project was on the organisation of the communities in Local Development Committees (LDCs) and on linking these entities to the local Consultative Councils. The rationale behind this approach was to promote decentralized natural resources management through the strengthening of community participation in local governance. At district level, the project planned to promote Civil Society District platforms, to better address district poverty monitoring and critical NRM issues. The project also included capacitating the Local Development Committees, to prepare local territorial NRM plans.

To implement the project CARE proposed to follow a partnership approach, working with experienced NGOs to train CARE staff and local implementing partner staff in governance and NRM. Partnership with government agencies was also considered. In this case, with CDS–ZC, a semiautonomous centre for sustainable coastal zone development under the Ministry of Environmental Coordination, and the Institute for Development of Small Scale Fisheries, to provide training and technical assistance on planning and in coastal NRM issues, in which CARE’s experience was still limited.

The project proposal states: “developing the capacity of local organisations in district planning and natural resources management constitutes a strong contribution to the sustainability of

² Nhamucho, Luís (2010). *Baseline Design and Monitoring and Evaluation Tool for SCORE Project*. page 6.

³ Nhamucho, 2010, page 13.

⁴ Project proposal.

⁵ CARE Danmark/CARE International in Mozambique (2007). *Project Proposal: Strengthening Community Organisations for Rural Empowerment and Natural Resources Management (SCORE-NRM)*. December 2007. pages v and vi.

participatory democracy. Creating a strong base of civil society organisations capable of defending the rights of the poorest in natural resources will also serve as a sustainable way to address the problems raised above.”⁶

The timeframe of the project was initially defined as from 1 July 2008 to 31 December 2011. Project implementation started officially on 1st July 2008. However, during this year the project has focused only on initially identifying the 24 communities where the project would be implemented, including a mapping of their natural resources. During 2008, the project implementation was delayed, and the inception workshop that was planned for December 2008 to discuss and validate the results of the mapping exercise of the beneficiary communities was held only in January 2009, due to government availability.⁷ As a result of the workshop, 22 communities representing inland, coastal and transitory (between coastal and inland) zones were chosen. The Bazaruto Island was included in the list of beneficiaries, because of the importance of its conservation activities.⁸

Field work activities initiated only in April 2009, due to delay in staff recruitment. The project ran up to 30 June 2012, following the recommendation of a no-cost extension made after the mid-term review carried out in 2010.⁹ The total budget for the whole project period was DKK 6,744,497.

2.2 Project Implementation per Objective

Objective 1: *Local planning and monitoring are inclusive, participatory and focussed on poverty alleviation.*

Under this objective, 22 Local development committees (LDCs) were created in all communities, and the project facilitated their certification by the government. Women representation was also guaranteed, and 47% of the LDC members are women, in 17 LDCs they occupy leadership positions.¹⁰

Members of LDCs and 295 CC's members were trained on decentralization policy, sustainable use of natural resources and participatory governance in communities and government structures.¹¹

The project facilitated also the representation of 21 LDCs members in the consultative councils.

District government contacted during the evaluation mentioned that in communities with LDCs a strong participation in planning is noticeable. However, as will be mentioned ahead, a concrete contribution to the planning is not visible yet.

Objective 2: *Natural resources are managed sustainably at district level using participatory decentralised planning methods.*

⁶ Idem.

⁷ SCORE-NRM Status Report 2008.

⁸ SCORE NRM Final Report 2012. 27 June 2012.

⁹ CARE. *Amendment 4 to Individual Project Implementation Agreement Between CARE Denmark and CARE Mozambique Concerning the Strengthening Community Organizations for Rural Empowerment and Natural Resources Management (SCORE-NRM) project.* Signed on July 12th 2011.

¹⁰ SCORE-NRM Monitoring Tool.

¹¹ Ministry of Foreign Affairs. *SCORE-NRM Status Report 2011.* May 1st 2011

Nine communities entitled to receive 20% of public revenues for the exploration of natural resources have already received these resources. The project has also trained the communities on how to manage the community fund, and in some cases communities built school rooms, provided scholarship for poor students and the project also organizes training activities to community leader, LDC members and on project design, control of forest fires and natural resources management. A total of 300 Consultative council (CC) members were trained on governance of NRM. The 22 LDC and communities' members targeted in this project designed their land use plans valid for three years.

Through the project, 17 communities introduced good practices of NRM, including beekeeping, protection against forest fires, reforestation of 20 hectares using native species, and three communities were supported in acquiring essential licenses for sustainable natural resources harvesting.¹² The project also supported the LDCs in building their offices where they can meet.

Objective 3: Partner NGOs implement quality activities and engage in policy development and monitoring in a way that incorporates grassroots concerns and practices.

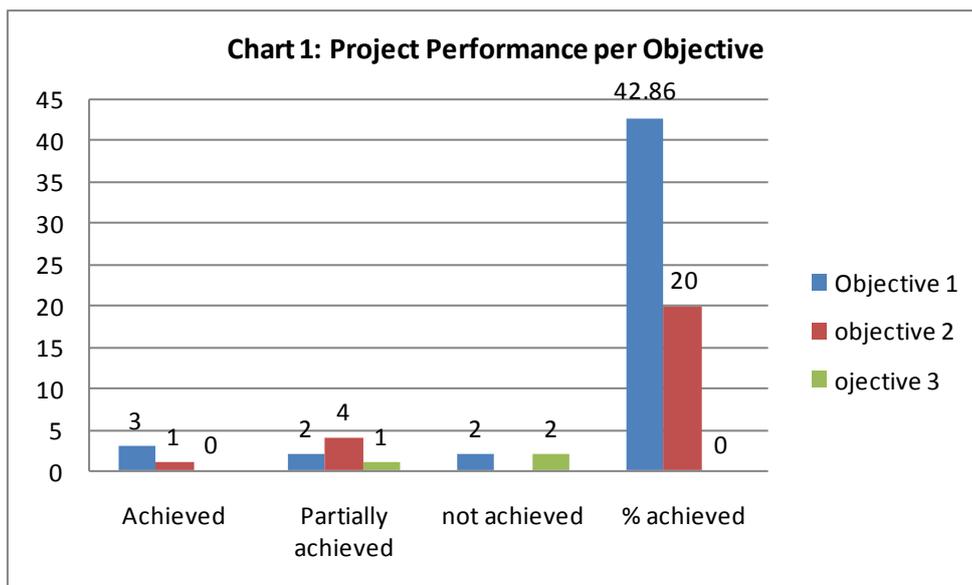
The northern part of Inhambane has few NGOs dealing with natural resources and governance issues. Thus, few opportunities were encountered to engage with partners at the local level. The project attempted to create a district platform, but these efforts did not go beyond initial meetings involving the District Services for Economic Activities (SDAE), the government department responsible for natural resources and agricultural matters, and international NGOs operating in the project area.¹³ The project has cooperated with the German International Cooperation (GIZ) agency in the area of governance. GIZ has shared its experience in decentralization and participatory planning with the project, training of trainers and supporting in the training of LDC and CC members. The project also supported the government on logistics for engaging communities in district planning. The project facilitated the creation of a community-based association, *Thumba Yethu*, in Bazaruto Island, which now is involved in Island park management and is recognized by the latter and the community as representative of the people in the Island, working on the monitoring of the collection of the 20% taxes and managing its use. In the Govuro district, SCORE-NRM worked with the local NGO named AJOAGO (Association of Young Friends of Govuro), in the training of communities in beekeeping, in the context of diversification of livelihoods.

Analysing the implementation at the aggregate level taking into account the project results defined in the revised logical framework, gives a clearer picture of the performance of the project.

Chart 1 summarizes the level of achievement against targets of the 15 results defined in the revised logical framework, in the 3 objectives. The results are considered achieved if the level of attainment of the defined target is 100% or more. Partially achieved is when more than 50% of the target was attained, whilst not achieved fall below the 50% threshold. These data are presented in detail in the annex (Evaluation of the Performance of the SCORE-NRM Project).

¹² Idem.

¹³ Ministry of Foreign Affairs (2011). SCORE-NRM Status Report 2010; SCORE NRM Final Report, 27 June 2012.



Only 4 out of 15 (which is 27%) of the results defined in the logical framework were achieved as planned. Most of these results (3) are under objective 1, and one result is under objective 2. No results were achieved under objective 3. However, whilst this can appear contradictory to what has been said that the project underperformed in the area of governance this is not the case. The two results achieved are related to the representation of LDC members in the consultative councils and the representativeness of women in LDCs. The preparation of land use maps, which was wrongly placed under objective 1 (result 1.3), is clearly part of objective 2. According to the monitoring tool and the 2011 status report, land use maps have been prepared in all the 22 communities.

In the objective 2, related to governance of natural resources, 4 out of 5 target indicators were achieved (1) or partially achieved (4). This confirms the general impression that the project was more geared towards natural resources management. If the preparation of land use plans, that clearly is a misplaced indicator/result that should be this objective 2, is added, the performance improves, reinforcing the evidence of good performance in this component. The Objective 3, on partnership, has the worst performance, with no target indicator achieved.

In sum, many activities of the project were implemented but not at the planned level. This does not mean necessary that the project did not have visible achievements. This will be analysed in depth in the next section on the evaluation based on OECD/DAC criteria.

3. EVALUATION FINDINGS

3.1 Relevance

The project was in line with priority issues, namely rural poverty, feminization of poverty and securing community rights over their natural resources, under risk due to weak rights enforcement – stemming from weak state capacity and corruption, growth of extractive industries and weak capacities of the local communities to participate in local governance.

Meetings held with government officials and communities confirmed the relevance of the project and its importance in contributing to the operationalization of decentralization and natural resources policies, address the country development challenges and the needs of the

communities. The programme was launched after the approval of the by-law of the decentralization law, which was being operationalized in many provinces. In this regard, the timing of the launching of the project was appropriate.

From the design point of view, the project did not properly address the challenges related to the implementation of a governance program, which demanded a better situational analysis and knowledge of the dynamics of this area. This became critical with the qualifications of the staff recruited for the project, which had not enough experience on governance, but on natural resources. Consequently, as properly acknowledged in the project reports, governance ended up being overlooked, which resulted in a weaker performance of this area. Low literacy rates in the targeted areas were also considered a hindrance for the success of the governance component and a point neglected in the design phase.

This lack of attention was eventually changed after the mid-term review in 2010, but not in time to revert the trend of the project, which at the end, as mentioned above, did not perform well in the governance area. Some informants argued that the project was designed without participation of the stakeholders and even of the regional office, and was just handed over to be implemented, without an analysis of the condition for its implementation. The delay in starting the project implementation is considered symptomatic of this gap. As one interviewee mentioned, "it took time to understand what the project was about and how to implement it". The lack of a baseline contributed to make the understanding of the project difficult for the implementers. This reasoning is contested by part of CARE team, on the ground that during the design process, the formulation consultant conducted consultations with a number of stakeholders and visited five districts. Moreover, validation workshops were held with CARE regional and national offices. This different understanding of participation in the design process might be due to the deficient flow of information in the project, combined with the relatively low experience of the project team on this type of interventions. The claim of a CARE top manager that the "implementers" were supposed to conduct or at least facilitate the baseline study, as per normal practice, confirms that a combination of deficient communication and low experience of the project team might have been critical in the understanding and management of the project when its implementation began.

In some communities, it was felt that the project could have combined much better the activities of its portfolio and avoid being too much focused. For example, in the community of Mangalisse¹⁴ the LDC members suggested that focus on supporting activities linked to fisheries has limited the possibilities of the programme to build synergies with other areas and improve the livelihood. The argument was that fishing has been affected by climate change and large scale fishing, with a considerable impact on the production. In this regard, agricultural activities, mainly practiced by women, could be a good complementary source of income and nutrition. Moreover, reforestation would also provide raw materials for the fishing activities, like wood to build and fix boats). Consequently, the idea is that a combination of activities would have been more effective than a focus just on fishing, assuming that this support was more relevant for a coastal zone community. A similar example was given in the community of Matique in Govuro, which has suffered cyclical floods and also develops fishing activities. The member of this LDC argued that they requested a fund to buy a boat, which could be used for their fishing activities and in the case of floods it would also be used for rescue operations. Without going into the merit of this request, the idea per se seems consistent and is worth considering the principle of combining activities to guarantee a more efficient and sustainable use of the resources.

¹⁴ Interview with LDC of Mangalisse, 13 June 2012.

The third component, on partnership, did not take into account the challenges of organizing platforms for policy advocacy in a context with a history of weak policy activism and with few potential partners. Although this was acknowledged afterwards, no sound strategy was devised to address this gap and ensure a successful implementation of this component, which did not have a good performance at all.

All in all, the project was considered generally relevant, but there are issues pertaining to its design process and selection of areas to support in some communities that would have increased its relevance.

3.2 Effectiveness

Effectiveness will be analyzed according to the three areas/objectives of the project: governance, natural resources management and partnership. Gender, because of the concern of the project in empowering women, is also included in this section.

3.2.1. Governance

Creation of the LDCs, as well as their linkage with the consultative councils, are pointed out as the foundations for participatory planning and monitoring for poverty alleviation, the main elements of governance (objective 1) component of the project. This section will analyse to what extent the creation of the LDCs and their linkages with the consultative councils has contributed to achieve the objective defined by the project.

Government granting of certificates to LDCs turned these entities into government interlocutors representing the communities. LDC members claim that their legitimacy in the communities is not questioned. However, in some communities, the importance of these organizations is not clear to some of its members, which has implications on their regular functioning and sustainability of the intervention per se. For example, in the Vuca community, the LDCs members mentioned that some members left because they could not see the importance of participating in that organization and had to be replaced by others. The defectors decided to focus on their livelihood activities that guarantee their income, which is not the case of the LDC. This perception of the opportunity cost involved in participating in this collective action seems to be affected also by the relevance of what the LDCs do in terms of response to their members' needs. If these organizations are perceived as the only opportunity for meetings to discuss general and diffuse things, without a direct impact on members' life the adhesion of the community members will probably wane. However, in cases in which LDCs deal with matters concerning the livelihood of the populations, like in the case of Mangalisse where the LDCs are involved in the preservation of the environment for better results of the fishing activity, its importance for the community members and survival are higher.

The results in strengthening the LDCs and establishing linkages with the local governance structure were also modest, despite 21 out of 22 LDCs have representatives in the local councils. This weakness has been detected in the Mid-term Review Mission carried out in 2010.¹⁵ The project focused more on administrative processes, focusing on how petitions flow from the communities to the district structures, in detriment of capacitating the LDCs on how to contribute to and influence district plans. LDCs members were able to explain how the administrative process flows, thus proving their knowledge about the intricacies of the local bureaucracy, but when questioned about what they have achieved in terms of service delivery or responses to their petition, in all the six communities visited the response was that nothing was achieved. In the

¹⁵ See Ministry of Foreign Affairs (2011). *SCORE-NRM Status Report 2010*.

community of Matique in Govuro¹⁶, LDC members mentioned that they were experiencing many cases of theft of cattle and decided to communicate the District Police Command, and they managed to contact the Head of Locality, afterwards he took their request to the Head of the Administrative Post, who presented the problem to the District Police Command, which had not responded to the request after some weeks. Although this process was described with enthusiasm, (in this case and others), which is understandable, since before the project community members probably did not know how to contact district authorities, clearly having the voice heard in the delivery of services is different from being heard in the policy process. While in service delivery a swift response is required when the “voice is heard”, in the policy process the response goes through a long chain that involves plans which are materialized in concrete services. In the service delivery red tape, lack of capacity and even of professional culture, are immune to requests and pressures of the citizens. This happens in Inhambane and elsewhere in the country. Therefore, it is not realistic to expect substantial results in service delivery from an initiative of this kind. This means that probably the project team has overestimated the potential result that could be derived from this activity, and probably diverted efforts and resources that could have been used in strengthening the planning capacities of the LDCs, which would have ensured that communities’ demands are included in the district plans. Moreover, this focus on explaining the administrative process was not directly linked to the area of natural resources management. For example, knowing and mastering the process of the payment of the 20% tax would have been more relevant for the attainment of the project objectives. In this regard, the project was also conservative, since it privileged the knowledge about the formal process, which was to be followed strictly. At least that was the impression the evaluation team got from the meetings with the LDCs, which stressed “they now knew that the process should strictly follow those steps, starting from the presentation of the process to the head of *povoação*, who subsequently would take it forward up to its final decision at the district level”. This approach, which is based on the normal administrative procedure, can have the side-effect of blurring the vision of the community members to the need of sometimes bypassing local structures to present their demands, when sometimes these structures can be part of the problem for the enforcement of their rights. This concern is not a mere hypothesis. In some communities visited, LDC members mentioned that one of the achievements of this project was the creation of checks and balances at the community level to thwart attempts of the community authorities (traditional and non-traditional) to use or negotiate natural resources (mainly land and allowing logging) for their personal benefit. This is a case where cultural and social norms can clearly be hindrances for the enforcement of rights.

Generally, on governance only formal targets – creation of LDCs, representation of women and linkage with consultative councils – were attained. The objective of ensuring a participatory planning and monitoring was not achieved, even numerically, since only 10 LDCs are participating in the planning process, namely in the Social and Economic Plan (PES) and District Strategic Development Plan (PEDD).¹⁷

3.2.2. Gender

All the LDCs created have a good representation of women (generally 47%), even in leadership positions. In short, the project was successful in supporting the creation of LDCs and also in ensuring the representation of women.

However, questioned about what concretely was done to support vulnerable groups –including women – none of the LDCs visited presented any initiative in this regard.

¹⁶ Interview with the LDC of Matique, Govuro, 14 June 2012.

¹⁷ See Ministry of Foreign Affairs. SCORE-NRM Completion Report. 27 June 2012.

Active participation of women in the LDCs, apart from some exceptions, is still weak. In this point, the team acknowledges that lack of more objective criteria to assess this participation and the limited time of direct contact with LDCs is a limitation for this analysis. Taking these caveats in mind, the general impression from the meetings held with LDCs is that women still have a very passive role, are less participative and in most meetings held during the evaluation women had to be forced by men to respond to questions specifically dedicated to them. In an attempt to circumvent this, the evaluation team asked women to elaborate on what could be considered substantial changes in their participation in community development issues, and one woman pointed out that among the remarkable things, “we now sit on chairs too”¹⁸, which, in rural Mozambique, is a privilege normally reserved to men.

Picturesque evidences aside, two points can be drawn from the gender initiatives of the project. First, there was not an explicit gender component being implemented, apart from the election of women to LDCs. During the project implementation, there was not any visible initiative, with a sound gender approach, being implemented. In some training activities, like of the Community Facilitators in Nhafudo, the report refers that at the end of the training the project manager exhorted the facilitators to train their communities in project design and give particular attention to women.¹⁹ The effects of this exhortation are not documented and, at least taking into account other reports, and the field visits, there are no evidences that this worked out. This might be due to the project staff qualifications, which clearly did not have skills to implement this type of activity and no capacity development was carried out to fill this gap. Second, stemming from the previous point, it is clear that the project overlooked the effects of social norms and culture on gender relations, which cannot be solved only with a formalistic approach, like guaranteeing the representation of women in the LDCs. Even in the local councils, participation of women has been jeopardized by the factors above mentioned, as studies in the area show.²⁰ This lacuna can also be considered a direct consequence of lack of guidance of local staff from the central office, which should have the responsibility of feeding the team with analytical work on key issues and keep informed about the course of the project to prevent it from skidding off. Actually, CARE has a considerable work on gender, and in 2010, a study on Female Headed Households in Rural Mozambique²¹ was carried out. This study raises issues about the constraints to women empowerment and rights enforcement and presents relevant recommendations to address these issues that could have been adopted in the implementation of the project.

3.2.3. Natural Resources

On natural resources, two elements have been defined as the focus of the project: creating capacities in CBOs for the inclusion of NRM elements in planning and for the management of the natural resources by the communities, including access and management of the 20% tax.

Regarding the first point, to some extent the preparation of NRM plans was replaced by a concern in designing projects to access the district development fund. In all the six communities visited during this evaluation, apart from Rumbatsatsa, no examples of projects approved were found, which sheds doubts about the effectiveness of this intervention. Even in cases where projects were approved, their linkage to the community development and particularly the relation with NRM is not clear. According to information gathered through reports and interviews with LDCs,

¹⁸ Meeting with CDL of Rumbatsatsa, Inhassoro, 15 June 2012.

¹⁹ Projecto SCORE-NRM. *Relatório de Formação de Facilitadores Comunitários*. Nhafudo, 31 de Janeiro a 2 de Fevereiro.

²⁰ See Osório, Conceição and Cruz e Silva, Teresa (2009). *Género e governação local: Estudo de caso na província de Manica, distritos de Tambara e Machaze*. Maputo, WLSA.

²¹ Mason, Rachel (2010). *Female-Headed Households in Rural Mozambique: A Situational Analysis*. Study for CARE Mozambique.

no community plans were incorporated in the district plans, and in many cases a plan was not even made. Monitoring of plans did not occur either.

Consequently, the project did not achieve its objective of linking up the work of LDCs and the local consultative councils to promote a sound decentralized management of natural resources. The project was able to introduce some concepts and capacities for NRM in the LDCs, which at least taking into account the meetings the evaluation team held with these entities, are mainly controlling bush fires, being aware of the need to use and manage wisely the existing natural resources and having local inspectors to control the exploration of resources – mainly logging and hunting. In the cases of the communities where logging takes place, the LDC members mentioned that the project helped them be confident to question suspicious transportation of wood, which they would not dare to do before. However, their capacities to perform this kind of tasks are still limited, due to their limited resources (equipment), their fragility to corruption (bribes) and to their impotence when the illicit activities apparently have protection from the local authorities.

Concerning the communities' capacity for the management of natural resources, the communities that benefited with the 20% tax for the exploitation of natural resources do not have evidences of substantial changes in their livelihood, and do not seem to have taken over the process to drive it in the future. This is due to many factors, some of them found elsewhere in the country, such as the lack of transparency in the calculation of the 20%, since the value of the natural resources explored is now known, lack of information about the periodicity of reception of this fund. This process has also been recent, and it is too early to expect it to contribute to radical changes in the socio-economic situation of the communities. Others have to do with the capacities of the community organizations to use these resources, which range from lack of a consensus on how to spend this fund to incapacity in monitoring the exploitation of the community resources.

In the community of Rumbatsatsa in the district of Inhassoro, for example, the LDC informed the evaluation team that the 20% tax was used to buy a mill. However, after some time it was not functioning and the community was facing some difficulties in finding money to buy the spare parts and fix it.²² The utilisation of the 20% in some communities was not consistent with the promotion of community development. For example, in the Vuca community, the consultant was told that the 20% was used to prepare local beverages and buy some food for a community party. In Bazaruto Island, the Thomba Yidho (Thumba Yethu) Association, upon the decision of its member, decided to buy rice and distribute among the households of the community, amidst the recognition of the existence of other pressing needs, like school rooms, water, etc. However, the leadership of the association warned the community that these funds should not be used to buy food but for implementing activities more geared to community development, which shows that immediate needs or short-term vision can sometimes prevail.²³

3.2.4. Partnership

Regarding partnership, the evaluation looked at relations with three sets of actors: the government authorities, the beneficiary communities and other NGOs operating in the province.

Approach to partnership was presented in two ways in the project document. It is initially presented as the collaboration with NGOs operating at the local level and with CDS-ZC, a center under the Ministry of Coordination of Environment that had provided technical assistance to the planning processes in two of the three SCORE-NRM districts. On the other hand, the objective of this component reads: "Partner NGOs implement quality activities and engage in policy

²² Meeting with the LDC of Rumbatsatsa (Inhassoro), 15 June 2012.

²³ Associação Thomba Yidho, Acta nº 3. Bazaruto, 15 February 2011.

development and monitoring in a way that incorporates grassroots concerns and practices.”²⁴ Actually practice was different from what had been envisaged. The project worked only with AJOAGO (in Govuro), specialized in disasters management and with experience in beekeeping and with GIZ which has a considerable experience on decentralization. Lack of a previous mapping of organizations working on governance and natural resources in northern Inhambane limited the possibilities of the project to find suitable partners. Besides this mismatch between defined objectives and implementation, CARE’s practice of partnership is seen in different perspectives by the different stakeholders of the project, namely government, the NGOs and the communities.

Government

In the two districts that the evaluation team had the opportunity to talk to government authorities, namely Vilankulo and Govuro, they expressed their satisfaction with working with CARE. As the administrator of Vilankulo put it, “partnership was good because it allows the government to achieve (its) results that could not have achieved alone. There was not a feeling that CARE was opposing the government. The relation was good because CARE chose the right officials to deal with the communities and the government”.²⁵

However, in the two cases government authorities were not able to distinguish between the various projects of the CARE portfolio being implemented in the province and often they tended to cite examples of conservation agriculture and of the health sector to substantiate their understanding of good partnership. An analysis of communication between CARE and government authorities²⁶, and also based on interviews with the latter, reveals that the basis of this good opinion might sometimes have been for reasons not related to the project. For example, the evaluation team was told that CARE was a good partner because sometimes could provide funds and office consumables to support government events not linked to the project. Whilst resources constraints that local government face are well known and probably they are difficult to ignore, this cannot be considered a good example of a partnership in a context of a project that has clearly identifiable objectives. However, it should be acknowledged that this openness of CARE might have helped to create some willingness for cooperation from the government and might have helped in the implementation of some project components demanding government intervention, like the certification of the LDCs. Nonetheless, the foundations of this partnership are shaky and not sustainable, because they are not founded on a buy-in of the project by the beneficiaries, but on the occasional gains that can be reaped from the implementation of the projects in an ad hoc way.

To some extent, this reflects the kind of relations that have been built with the government, more based on personal relations than institutional ones. It also reflects the kind of planning and programming adopted by CARE²⁷, which, running counter the tenets of nowadays development aid approaches – specifically alignment with national programs – is still project-like, designed and

²⁴ CARE Denmark/CARE International in Mozambique (2007). *Project Proposal: Strengthening Community Organisations for Rural Empowerment and Natural Resources Management (SCORE-NRM)*. December 2007. page 9.

²⁵ Interview with Mr. António Mandlate, Administrator of Vilankulo.

²⁶ See letters of the District Governments of Inhassoro (reference 10/GDI/2011) and Vilankulo (08 December 2011). In the Inhassoro Government letter the request of support includes to sponsor the hiring of the services of a Music Band, as it reads: “because being the launching of the Plan a moment of exaltation of the past achievements and of what we intend to achieve in the next five years, it is a moment of joy, so it is relevant to sponsor a music band to cherish the event presenting a show right after the end of the launching of the plan”.

²⁷ With the shift to programs (the P-shift) this will probably change.

implemented in a top-down fashion. A remarkable element is that, in the case of three districts where the project was implemented, no contact between CARE's national office managers and local government was made. In some cases, district government invited CARE to participate in the planning meetings.²⁸ This could be an opportunity for the project to present the proposals also coming from the communities or at least to advocating for their inclusion. This did not happen.

NGO's

Generally partnership with other organizations was seen as weak due to lack of NGOs dealing with governance issues in northern Inhambane.

The relation with AJOAGO was smooth, without remarks. However, at the same time CARE staff claims that it was very superficial, consisted basically on assistance on beekeeping, an area of expertise of this organization, and consequently with a high potential of success. From the point of view of CARE staff, relation with GIZ was also good, and this organization provided its experience in local governance issues, including in the province of Inhambane, to address the needs of the programme. GIZ also provided training of LDC on planning matters, local participation etc.

However, it was also mentioned that CARE's relations with other NGOs operating in the province are very distant. According to an informant, CARE is seen as an elitist organization which "does not mingle with other organizations". Even the engagement with the Provincial Forum of NGOs of Inhambane (FOPROI) has been minimal. This might limit the capacity of CARE to form coalitions for effective advocacy.

With communities

Partnership with beneficiary communities is seen as paternalistic, and based on the assumptions that organizations at this level – including the LDCs the project helped to create – are still very weak to manage funds directly. Because of this, the amount allocated to community activities is considered very low and sometimes without the necessary scale for an investment with an adequate multiplying effect to help the communities improve their socio-economic condition. In one case, in Matique, the evaluation team was informed that a project of brick production has failed because the community had prepared the bricks to go to the oven, but a rain came and washed the production away, while the producers were waiting to sell part of production to have the money for buying fire wood. Allegedly, this happened because the amount allocated for this activity was not sufficient for the completion of the whole production cycle. The way the project related to the beneficiaries on financial matters was considered an excessive micromanagement. Paradoxically, the project should create management capacities in the LDCs, but, due to the procedures, it did not contribute to that effect through allocating funds for direct management, as a form of testing the existing capabilities. In some cases, administratively burdensome procurement practices delayed the purchase of crops, which ended up being acquired after the agricultural season, rendering them useless for this purpose, which ended up being used for normal consumption. These delays also contributed to erode the trust of the communities on the project officers, putting them in a difficult situation to justify the commitment of the project with the communities' well-being.

3.3 Impact

²⁸ See letters Government of Govuro (Office of the Permanent Secretary) and of the Government of Vilankulo (Economic Activities Service – SDAE), dated 14 June 2011 and 06 April 2011 respectively.

The focus of this section is to assess direct and indirect impact of the project and unintended or unplanned impacts.

To assess the impact of the project it is important to recall its **Development objective which is** “Improved livelihood for the poor and marginalized, through effective participation of communities in local governance, promoting proper management of natural resources and improved access to basic services”.

According to the revised logical framework, this development will be evaluated through 3 indicators, which are:

- % of participants who say that their living conditions have improved as a result of sustainable use of natural resources and participation in local government.
- % of local plans, in the project area that incorporate priorities of CBO’s.
- % of members of CBOs/LDCs who feel they have adequate opportunity to participate in the planning process.

Taking into account these indicators and based on the information available, apart from the second indicator, it is not possible to evaluate the impact of the project. Regarding the second indicator, there are no evidences that local plans incorporate CBO’s priorities. Concerning the other two indicators, no information was gathered, and it is beyond the scope of this evaluation team to carry out data collection to evaluate project performance based on these indicators.

However, based on the concept of impact as defined by OECD/DAC²⁹, as the change produced by the implementation of the project, directly or indirectly, intended or unintended, the evaluation team will present some considerations on this matter.

Throughout the evaluation field work, all stakeholders – project team, government and communities, emphasize that the project built a strong awareness on the need to manage natural resources wisely. Some communities are already applying the knowledge gained through the project. One visible result is the reduction of bush fires, a recurrent problem that endangered the livelihood of communities and even their lives.

Another remarkable result was the legitimization of the LDCs as a mechanism of community articulation and conflict resolution. According to the communities visited, the role the LDCs play as a forum of conflict resolution between community members has been adopted as a way of living in the communities. The role women began to play in the LDCs is a starting point to challenge the existing social and cultural norms, with a potential to contribute to more substantial changes in future. Acceptance of women participation in the debate of public issues, even with a timid role, can be considered a radical change in some communities. This evaluation has not evidences and concrete examples to demonstrate this argument, nonetheless, based on previous habits, of weak or even absence of participation of women in public affairs, it is reasonable to take this participation as a change at its face value.

In short, awareness on sustainable management of natural resources, women participation in public affairs leading to a more rational use of these resources, and reduction of conflict at the community level can be considered some impacts.

²⁹ See http://www.oecd.org/document/22/0,2340,en_2649_34435_2086550_1_1_1_1,00.html.

Impact on planning and policy was not visible, despite claims, even from the government, that communities are more participative. However, without evidences on what this level of participation has changed in terms of policy responsiveness and service delivery (through the district plans) this cannot be considered a strong impact.

Generally, analysing impact of a three-year project on a complex area like governance is complicated, because changes in this area are normally slow. This should be considered a relevant caveat of these findings.

No unintended impact was detected.

3.4 Sustainability

Awareness and skills on natural resources management and conflict resolution are elements that seem to have the necessary embeddedness in local practices to survive the end of the project. As some community members said:

“The capacity created will be sustainable, because the community needs to conserve these capacities for its survival. There is awareness that some species will be extinct in years, if nothing is done on time. It is necessary to conserve the resources which were left by our ancestors, and we should also leave good resources to other generations. We thought that someone could buy a place by the sea and get rid of the mangrove. We now know that mangroves are important for the reproduction of the fisheries. Even if someone offers us a billion to buy our beach we would not accept, because we learnt that these resources should be for everyone and must be used in a sustainable way”³⁰

The continuity of the regular meetings of the LDCs, mainly facilitated by the project, is not guaranteed. The LDCs have depended deeply on facilitation, motivation and resources of the project to meet. This is a risk endangering sustainability. Contribution to planning (PES and PEDD) was very weak, limited only to 10 LDCs³¹, and to monitoring of plans and policies even weaker, as a matter of fact, absent. The other element has to do with the political culture, which is still heavily authoritarian, and in some cases, an outspoken group can be labelled as political opposition with dare consequences. The evaluation team was told that there was a LDC in Chimunda (Govuro) that was very active in supervising the implantation of an irrigation project. People involved in the committee were influential, aware of their rights and willing to participate in the development of their community. The successful implementation of this project contributed to the creation of many jobs and an association of farmers in Chimunda.³² However, the committee faced threats from government officials and was labelled as an opposition group. High illiteracy rate, the sensitiveness of governance issues and lack of organizations working in this area in Northern Inhambane are also pointed out as some of the reasons of the weak performance of the governance component in the project reports.³³ Depending on the government leadership, active communities can be supported or have their room of manoeuvre restricted, sometimes rendering the capacities gained in this area useless.

Some of the LDCs will probably persist or, at least, some people trained and capacitated through this project will continue being involved in governance and NRM. There are examples of LDC members that are participating in the training of other communities (Mangalisse). This will help replicate this knowledge and consolidate its existence in the communities, rendering it perennial.

³⁰ Interview with the LDC of Mangalisse, Vilankulo, 13 June 2012.

³¹ Ministry of Foreign Affairs. *SCORE-NRM Completion Report*. 27 June 2012.

³² Interview with José Mucote, Govuro, 14 June 2012.

³³ Ministry of Foreign Affairs. *SCORE-NRM Status Report 2010*. 30 April 2011.

Thus, in the benefitted communities, if future similar programs are implemented, these groups and people capacitated under the SCORE program should be considered potential partners, because of their knowledge and awareness about the importance and of governance of natural resources. An interviewee argued that the project should have used more community radios and should have produced brochures on relevant legislation in local languages, because most people cannot read in Portuguese but are churchgoers and can read the bible in local languages. Access to information in local languages can improve the sustainability of the capacities acquired with training and can contribute to multiply this knowledge in the community.

3.5 Monitoring and evaluation

In the area of monitoring and evaluation the performance of the project was weak. The original Logical Framework of the project had to be revised because the output and the indicators were not appropriate. The revised version of the logical framework³⁴ has “smarter” indicators. The new logical framework was adopted only in July 2010³⁵, after the completion of the baseline study. This means that, until then, no systematic and consistent monitoring was being done.

Despite the improvement of the logical framework, project monitoring still faced some problems. For example, some indicators in the logical framework do not match with those of the monitoring matrix. This is the case of result 2.3 of the logical framework that refers to alternative practices of NRM identified and implemented by communities, which is not included in the monitoring matrix. Information on education campaign on NRM is also inaccurate and confuse. Whilst the monitoring matrix refers to 10 campaigns carried out (as per May 2012), the final report claims that campaigns were made in 15 communities, not referring if this refers to the 10 campaigns before mentioned. In some cases, evidences are not consistent. For example, the 2012 report claims that 100% of the communities use the 20% funds to improve social services. However, as seen with the community of Thomba Yidho (in Bazaruto), which preferred to buy rice, and also in the community of Vuca³⁶, which bought some food to produce local beer and organize a party, this is not the case. Generally, the project team also acknowledged that management of information was among the main weaknesses of the project.

Apart from the annual reports, which are very generic and in some cases excessively summarized and basically aimed at briefing the Danish Ministry of Foreign Affairs (which set a limit of five pages for the annual progress reports), the information and reporting of the project activities is generally patchy, consisting of pieces of government, communities and project team training reports without any systematic classification, and some of them without a clear date³⁷. The reports of some government entities and community organizations reports are even difficult to understand, due to the poor quality of their writing. This contributes to an unfair assessment of the staff and of the project, which, despite the many challenges faced, has done a good work and was committed in doing its best. The project manager mentioned that there have been many activities carried out but that were not documented. This also limits the possibility of keeping an institutional memory within CARE that could be useful for future initiatives.

According to the project document, a baseline study should have been carried out at the earlier stage of the implementation, but a mid-term review was not foreseen. The baseline was carried

³⁴ SCORE-NRM logical framework (revised July 2010.)

³⁵ SCORE-NRM Logical Framework (Revised July 2010/Approved by the Embassy).

³⁶ Interview with community, 15 June 2012.

³⁷ Example, the Report of the Training of the Community Facilitators (Relatório de Formação de Facilitadores Comunitários), Held in Nhafudo, between 31 January and 2 March, indicates dates without the year. The same also applies to the report *Relatório da formação de líderes comunitários no posto administrativo de Mapinhane*, held on 10-11 November.

out only in 2010, and in an initiative of the project manager, it was combined with a mid-term review.³⁸ It is not clear why the baseline was lacking since, during the preparatory phase in 2008, the project team collected background information on management of natural resources and identified the potential community beneficiaries in the three districts of the project.³⁹ Although the baseline study tried to “recover” the information not gathered during the first years of the implementation of the project, resorting to a methodology called “damage control” to reconstruct the ideal situation at the beginning of the project⁴⁰, the project still suffered from lack of a reliable information management system. The idea to carry out a baseline study and a mid-term review, although justifiable, due to the absence of an information management system, it has considerable methodological flaws, since it tries to retrieve data of the time when the project started and at the same time evaluates the progress of the project based on hypothetical baseline information. Although the circumstances demanded an innovative approach, the final result of this exercise cannot be considered reliable. One of the outputs of the baseline *cum* mid-term was a monitoring and evaluation matrix with a set of quantitative indicators that generally have been monitored well. However, the project team made remarks on the appropriateness of the M&E quantitative matrix to capture the project progress, since it lacked complementary qualitative information that could give a more accurate image of the achievement of the project. Despite this acknowledgement of the weaknesses of the quantitative approach to monitoring the project, there was not any study or an attempt to systematize the existing information using a more qualitative approach.

4. LESSONS LEARNED

The lessons learnt with the implementation of this programme will be divided on the following areas: program/project design, implementation, programme management, gender, partnership and sustainability. The selection of these topics is based on the most relevant insights stemming from the evaluation results.

On program design

Program design must be based on a sound knowledge of the reality where the project will be implemented. Theories of change are good instrument to define sound strategies, but blended with empirical knowledge and information can be more effective and avoid pitfalls in the implementation. In this regard, a sound situational analysis is important for the identification of the conditions necessary for the project implementation, such as how to address the social, cultural and capacity challenges existing in the targeted beneficiaries, how to ensure that staff recruitment and its capacity development are aligned to implementation needs, and how to improve the project results chain, allowing for a better combination of activities to improve the effectiveness.

On program management

Too much standardized management procedures can work well in the urban environment or with bureaucratized organizations but are not viable in projects dealing with communities. Procedures that delay the deployment of agreed resources can contribute to reduce motivation with the implementation of the program and erode trust from the beneficiaries towards the project.

³⁸ Nhamucho, Luís (2010). *Baseline Design and Monitoring and Evaluation Tool for SCORE Project*.

³⁹ Ministry of Foreign Affairs. Status Report – 1 July 2008 – 31 December 2008.

⁴⁰ See Nhamucho, 2010, page 10.

Supervision, strategic and analytical support from the top management of the organization, or other locus of relevant expertise, is important to ensure that the field team does not take operational decisions that divert the project from its strategic objectives. This linkage between the national office and the project team is also important to ensure that existing capacities are matching implementation needs and are handling correctly sensitive issues, instead of overlooking them, as was the case with the gender component (see below).

On implementation

Implementation needs to be preceded by strong management instruments, among them a baseline study and a functioning monitoring and evaluation system. Although this is common sense, the importance of these instruments is even higher when the program involves the implementation of sensitive components, such as gender and governance, in a context with a record of resistance to changes in these areas. A baseline study, founded on the understanding of a theory of change applicable to the context where the project is implemented, and an M&E are tools that can support the management to assess continuously and more consistently the performance of the program and identify bottlenecks that need a different approach. For example, this evaluation has shown that key areas of the project, such as participation in the LDCs, although important, were perceived as entailing an opportunity cost that some community members were not able to bear. Besides, developing capacities in the LDCs and supporting their participation in the CCs did not result in an effective influence of the communities in the policies and had only a modest effect in the planning process, as predicted in the project theory of change. The focus of the project in strengthening the communities in the formal processes of participation, without taking into account the factors that contribute to make this participation effective have limited the attainment of the objectives. A sound monitoring and evaluation system, used as an operational management tool, would have contributed to improve the decisions about the course of the project implementation.

Using local means and resources, like community radios and local languages can increase the outreach of the capacity building initiatives and contribute to more sustainability of their results, since these experiences can be mainstreamed in the community day-to-day life.

Working with influential people in the communities contributes to the acceptance of the program. The buy-in of the SCORE-NRM project in the communities it operates stems from the involvement of influential people, such as community authorities, teachers (or literate people), and small entrepreneurs. Due to respect these people have in the communities, they are good allies to mobilize and motivate others to participate.

On gender

Very formal approaches to gender empowerment, such as representation of women in fora (including in leadership positions), should be looked at with more attention, because can create an illusion of success. Women empowerment should be seen in the context of social and cultural norms as already defined by CARE, and also in the context of the asymmetric power relations with men as well as of the democratic deficit that exists in a considerable part of rural Mozambique. Project staff without the necessary qualifications or experience can hardly have the sensitiveness to handle the complex gender issues at play in the beneficiary communities. This should be considered in future programs.

On partnership

The kind of partnership that has been prevalent so far with the government, based on exchange of favours and contact established personally by project staff, is inconsistent and unsustainable. It has contributed to the recognition of the LDCs created under the project and to their formal participation in CCs and few planning processes, but did not automatically lead to a substantial influence in policy-making as expected. If the intention is to build a strong and sustainable partnership, the best entry point is to align the program intervention with government plans. This ensures the necessary buy-in. Regarding the communities, one interviewee mentioned that the good relation with CARE was due to its approach of not claiming credit for itself, rather it seeks to capacitate the communities to take the lead of their activities and credit of their success. Giving more leeway to the communities to implement their initiatives, even those funded through the project, could be a good way of ensuring buy-in, ownership and a strong foundation for partnership. Choosing right people to interact with government and communities is definitely important to build good working conditions, which can contribute for influencing its decisions, as well.

On Sustainability

Capacities created by a project can be consolidated through networking and a strategic exchange of experiences between the beneficiaries. As mentioned in the sustainability section, some of the LDCs and people involved in the program are good assets for future initiatives in governance and natural resources management, because they are participating in the capacity development of other communities. Therefore, this kind of networking can help to consolidate the human and social capital and contribute to improve and consolidate the changes initiated or brought about by a project.

5. RECOMMENDATIONS

The main recommendations of this report stem from the evaluation and the lessons learnt and are focused on the following points, due to their importance and recurrence as critical points during the implementation of the program: program design, program management, partnership, gender, monitoring and evaluation and sustainability.

- **On program design.** Design of programs should be more participative and, apart from studies in the area, include a specific situational analysis on the relevant areas of intervention in the beneficiary communities or target groups.
- **On program management.** This implies that selection of program staff should take into account relational skills, experience and practice in dealing with communities and government. If, in the staff recruitment process, suitable people are not found, training should be envisaged, or alternatively scale down the ambition of the program to fit to the available resources. Program management should be innovative and flexible, finding ways to respond to the needs of communities (which often are not familiar with administrative procedures) in a swift manner, without necessarily relaxing the demands of accountability and transparency, but reducing the risks of losing credibility because of delays in deploying the necessary resources, often already agreed and announced.
- **On partnership**
 - **Engaging government in a more institutionalized way.** Future programs should explore more how to build a partnership with government founded on mutual interest and complementarities. Hence, a good strategy would be to present the project to the government and other stakeholders right at the beginning. In this

regard, CARE should explore the possibilities of alignment with local government plans and policies in the areas of the programs being implemented, and establish clearly the rules of engagement, including the type of resources that potentially can be allocated to the government and those that are not part of the scope of the partnership. This kind of partnership would also have the advantage of opening a window for influencing government decisions, which could also be considered a form of advocacy to influence the changes that the interventions seek to bring about.

- **Dealing with communities/beneficiaries.** Building a relation with beneficiaries based on trust and, above all, focused on creating capacities imply taking some risks. This means that future programs should take time to pilot the capacities they helped to create, to ensure their consolidation and sustainability. For example, if CARE is supporting organizations in the development of their management capacities, it is important to decentralize the management or implementation of some components of the program to the beneficiaries. Taking into account that the next program will be focused on building organizational capacities of the CBOs, at some point CARE should decentralize the management of funds, after creating some capacities in the beneficiaries. The amount should increase gradually as the beneficiary organization proves the existence of sound management practices and capacities. As a matter of fact, the idea is to take calculated risks, which must be considered as part of the capacity building effort.
- **On gender.** Future programs should pay more attention to the various relations and dynamics that can limit the efficacy of some forms of women empowerment, like representativeness, but in a context of weak citizenship. Various studies on gender commissioned by CARE and other organizations provide good recommendations on the approaches to adopt in dealing with women empowerment that should be more explored and used.
- **On monitoring and evaluation,** CARE should pay more attention to the information management systems and to monitoring and evaluation. Future programs should not neglect starting with a baseline study to allow for a thorough and useful monitoring that can inform the implementation of the program.
- **On sustainability or continuity through partnership.** People trained through the project constitute a strong human and social capital for other development initiatives. Therefore, it is important to involve them in future programs, or keep information on them so they can be recommended as facilitators or even beneficiaries for other CARE programmes or other organizations' programmes.

ANNEXES

A. TOR

Background

CARE International is a leading humanitarian organization dedicated to fighting poverty and social injustice. We place special emphasis on investing in women and girls because our six decades of experience show that their empowerment benefits whole communities.

CARE International in Mozambique (CARE Mozambique) has been working in communities since the 80s in the areas of emergency, agriculture, health, water and sanitation, in Northern Mozambique (Cabo Delgado and Nampula provinces), and in the South of the country (Inhambane Province and Maputo City).

CARE Mozambique is currently going through a more general process of setting a programmatic framework for its future portfolio. CARE internationally is shifting projects into coherent programs. CARE Mozambique has made a long-term commitment to rural vulnerable women, adolescent girls and children under the age of five. CARE identified these groups as the most chronically deprived and vulnerable as well as the most at risk of being impacted by disasters and the effects of climate change. Many vulnerable women, particularly those heading households, are chronically food-insecure and depend on increasingly fragile natural resources for their survival. Malnutrition rates among children in all of Mozambique are extraordinarily high for a country with such agricultural potential.

CARE Denmark is a key partner of CARE in Mozambique and supports both the FAPIM and SCORE initiatives. CARE Denmark focuses on partnering with civil society organizations (CSOs) of and for poor and marginalized natural resources-dependent groups with a view to building their capacities for representing the voice of their constituencies and securing better services for them. CARE Denmark and CARE Mozambique are seeking to further re-focus their joint programming on capacity building for advocacy and policy engagement for CSOs that legitimately represent poor and marginalized rural groups. Service delivery for target groups – such as agricultural inputs, training services, etc. – will continue to play a role in the programs, but must be strategically linked to piloting and demonstration of models with potential for scaling up and generation of evidence for advocacy purposes. Gender equality and women's empowerment are strong cross-cutting themes in all CARE Denmark and CARE Mozambique activities. CARE Denmark implements all activities in Mozambique through and with CARE International in Mozambique.

The FAPIM program

With financial support from Danida through CARE Denmark, CARE Mozambique is implementing a pilot phase program (April 2009 – May 2012) in Meconta District under the heading of the *Forestry and Agriculture Programme in Mozambique (FAPIM)*. The primary objective of the program is *'reduction of poverty and vulnerability of the population living in or nearby forests by increasing the sustainable benefits by communities from woodland resources.'*

This objective was to be achieved through four components:

1. The 'AENA component' implemented by the *Associação Nacional de Extensão Rural* focuses on improving livelihoods of communities through introduction of sustainable agricultural and agro-forestry practices.
2. The 'ORAM component' implemented by *Associação Rural de Ajuda Mútua* looks specifically at securing access to 20 per cent of government tax revenue from forest exploitation for communities with a view to transform these funds into productive investments in the administrative posts of Nacavala and Corrane.
3. Evidence-based advocacy based on solid experience generated from policy studies and involvement in the community-based work in Meconta, linking up to the international level as well.
4. The Program Development and Coordination Facility (PDCF) component facilitates CARE's coordination and support to partners in implementing a coherent program, while securing capacity building in relevant areas and mutual learning from program implementation.

The third component was not initiated as the environmental advocacy movement *Justiça Ambiental (JÁ)*, based in Maputo, selected as a project partner, pulled out, citing reluctance to open up a representation in Nampula.

The SCORE-NRM project

The *Strengthening Community Organizations for Rural Empowerment and Natural Resources Management (SCORE-NRM)* project has been implemented in Govuro, Inhassoro and Vilankulo districts of Inhambane province since July 2008 and will end in June 2012. The main objective of the project is that *'the livelihood for the poor and marginalized has improved through effective participation of communities in local governance, promoting proper management of natural resources and improved access to basic services.'* Specific objectives include establishing participatory and pro-poor local planning processes, sustainable management of natural resources at district level, and capacity building of local partner NGOs

Next steps for FAPIM and SCORE-NRM

The current phase of FAPIM ends in May 2012. CARE intends to build on the lessons and experience from the first three years of the program to transit to a five to six year second phase. SCORE-NRM will not be continued as such, but it is expected that select follow-up activities to SCORE-NRM will be included in the next phase of the FAPIM program as part of a broadening of the experience base of the program from Nampula to other provinces, including Inhambane.

CARE Mozambique will further seek to align the future program more closely with the civil society strengthening objectives of CARE Denmark and Danida, in alignment with its own commitment to play a more substantial role to support the emergence of a legitimate, autonomous and vibrant Mozambican civil society. As CARE Mozambique moves towards a programmatic approach, the future of FAPIM is seen as a sub-program within CARE Mozambique's emerging program focusing on the impact group of *'socially, economically and politically excluded women experiencing food and nutritional insecurity, who are highly dependent on natural resources.'* Follow-on activities to FAPIM will constitute a critical part of the impact group-based program but is also expected to build linkages to other CARE Mozambique initiatives, particularly for advocacy purposes.

A mapping study of civil society organizations working with advocacy in the agriculture, natural resources and environment sectors was carried out by a consultant in November-December 2011, as part of FAPIM. The study was focused on the provincial level in Nampula and the national level based on our ambition to include a strong CSO engagement and policy advocacy component in in the next phase of the program. The report describes a range of organizations that carry out relevant work in areas of natural resources including extractive industry, rural poverty and women's empowerment at national and provincial level. It points in particular to ORAM, our existing partner, as one which is building up advocacy experience and with which we could expand our work more both at the provincial and national levels. Another potentially very interesting partner opportunity is UNAC, the national peasants' organization, which already works with policy and advocacy in areas related to CARE's interests.

Based on consultations between CARE Mozambique, CARE Denmark, existing partner organizations as well as a number of potential partners, an outline of potential activities and focus areas for the next program phase has been prepared (see Annex 2).

Objectives of the consultancy

The consultancy requested by CARE has two main objectives:

1. **Conduct an evaluation of the first phase of FAPIM** and the SCORE-NRM project aiming to determine (i) the *relevance* of program/project objectives in the local and national context (ii) the *effectiveness* of program/project implementation in achieving set goals and objectives (iii) the direct and indirect *impact* of the program/project (iv) the *sustainability* of results, and (v) finally the lessons learned from the two initiatives (that also need to be documented to inform the design of the next phase of FAPIM)

For this objective DAC evaluation criteria will need to be followed with the exception of the question of efficiency in using resources.⁴¹ The first phase of FAPIM was deliberately designed as a relatively small pilot program in which cost-efficiency was not a key design criterion. Efficiency gains are expected as the program moves into its next phase, particularly through scaling up and dissemination through advocacy and policy channels.

2. **Facilitate the design and drafting of documentation of a new phase of the program** building on the lessons learned from SCORE and FAPIM and on CARE Mozambique and CARE Denmark's new strategies that consist of actively engaging with CSOs at all levels and at developing evidence based advocacy as a key component of the new program.

Both the evaluation and program design will need to be carried out in a participatory manner and will actively engage existing partners, AENA and ORAM, and CARE staff. For the program design objective of this consultancy, it will also be critical to engage potential new partners in the process, building on the recommendations of the civil society study carried out in November / December 2011 (increased partnership with ORAM at national level, potential partnership with UNAC and certain networks, etc). New initiatives must reflect both CARE's general preferences for the new program as well as be rooted in partners' strategic plans and

⁴¹ DAC evaluation criteria must be considered in Danida-funded external evaluations.

strategic directions. This interaction will need the active involvement of CARE staff together with the consultants to ensure the foundation of a partnership relation.

CARE seeks to recruit a team of consultants to carry out both above mentioned tasks for greater continuity in the process and to ensure that lessons learned in the first phase are informing the next one. Although there are separate tasks and outputs, the work must be carried out in an integrated way.

Detailed tasks / Scope of work

Preparation

The consultants will:

- Review relevant program documentation (proposals, , progress and annual reports, M&E documentation, etc.);
- Familiarize themselves with relevant background documentation, including, but not limited to the civil society mapping study, CARE Mozambique's situational analysis for rural vulnerable women, documentation of CARE Mozambique's program approach, CARE Denmark's Think Piece on Civil Society Strengthening, CARE Denmark guideline documents on various issues, Danida's Strategy for Danish Support to Civil Society, and other relevant policy and strategy documents of the Mozambican government and potential CSO partners (see list of documentation in Annex 1);
- Engage in briefings with CARE Mozambique and CARE Denmark contact persons before the beginning of the field work and at designated times throughout the process;
- Present a work plan and methodological approach for how to carry out the consultancy.

Evaluation of FAPIM

For the evaluation of FAPIM, the consultants will:

- Assess the relevance of FAPIM objectives and activities in relation to the local (district, provincial) and national context;
- Assess the effectiveness of the program in achieving its goals and objectives, including the work of partners AENA and ORAM;
- Assess direct and indirect impacts of the program, including any unintended or unplanned impacts;
- Consider the potential for (economic, social and environmental) sustainability of program results and for partners' continued work with the processes;
- Comment on the nature and quality of partnerships with AENA and ORAM, particularly with a view to continuing the work in the next phase;
- Assess the quality of monitoring and evaluation information available to the consultants;
- Conduct debriefing session with CARE project and management and partners staff in Nampula;

- Present findings and assessments on the first phase of FAPIM in an evaluation report;
- Present lessons learned and recommendations in a separate lessons learned document (jointly with SCORE-NRM but with a separate section for FAPIM specific lessons learnt);
- Finalize the evaluation and lessons learned reports taking into account comments received from CARE & partners.

Evaluation of SCORE-NRM

For the evaluation of SCORE-NRM, the consultants will:

- Assess the relevance of SCORE-NRM objectives and activities in relation to the local (district, provincial) and national context;
- Assess the effectiveness of the project in achieving its goals and objectives, considering the constraints met and overcome for working with local governance;
- Assess direct and indirect impacts of the project, including any unintended or unplanned impacts;
- Consider the potential for (economic, social and environmental) sustainability of project results and for partners' continued work with the processes;
- Assess the quality of monitoring and evaluation information available to the consultants;
- Conduct debriefing session with staff from CARE staff and relevant partners in Vilankulo;
- Present findings and assessments of the project in a report;
- Present lessons learned and recommendations in a separate lessons learned document (jointly with FAPIM but with a separate section for lessons unique to SCORE);
- Finalize the evaluation and lessons learned reports taking into account comments received from CARE and partners.

Design of new program phase

For the formulation of a new phase to follow FAPIM, the consultants will:

- Base their work on the outline of new program activities in Annex 2, discussions with CARE Mozambique and CARE Denmark, including grounding the design in CARE Denmark and Danida civil society strategy and in CARE Mozambique poor rural women theory of change, and the lessons learned they have pulled from the evaluation of FAPIM and SCORE-NRM;
- Meet with and engage in discussions with existing and potential partner organizations to identify areas of common interest and strategic plan elements of partners that may be supported by the program;
- As part of the recommendations, give suggestions to CARE for activities that may be carried out during the transition period from June to December 2012 in preparation of the work in the next phase;

- Develop an outline of new program initiatives for the five to six years new program, starting from January 2013 for a first round of discussion with CARE Mozambique, CARE Denmark and existing and potential partner organizations in a design and validation workshop in Nampula;⁴²
- Draft a coherent sub-program strategy document for the five to six years new program that (i) describes the different elements or initiatives of the sub program in a coherent manner (ii) articulates the linkages and relations between and across the initiatives (iii) the overall rationale and justification for the selected initiatives (iv) the initiatives' contributions to CARE Mozambique's women impact group theory of change and CARE Denmark's CSO strategy (v) describes the context for the overall program, including the civil society and governance in relation to natural resource management and poor rural women context, Facilitate a final debriefing workshop in Maputo with participation from CARE Mozambique to discuss the suggested sub program strategy and initiatives and seek inputs and feedback from CARE Mozambique staff. ;
- Finalize the sub-program strategy and initiative descriptions based on comments and suggestions received, both written and verbal.

Methodology

The consultants should apply participative and empowering methods that engage partners, staff and community representatives to the extent possible. Direct CARE participation in discussions with potential partner organizations is important for building good partnership relations from the outset.

Specific methods will be suggested by the consultants. For the evaluation exercise, CARE recommends considering conducting key informants interviews and reflection sessions. The drafting of new initiative descriptions and sub-program strategy must be done in close dialogue with CARE in informal and ongoing discussions to ensure that the consultants are on the right track.

Profile

CARE is seeking two to three consultants (depending on ability to cover topics) for a team consisting of one internationally recruited team leader and one or two national consultants. As a team, they should ideally cover the following competency areas:

- Thorough understanding of and experience from working with civil society, including organizational assessments and strengthening, civil society networking, legitimacy and constituency of organizations, creation of linkages between CBOs and actors at national level; evidence-based advocacy and policy engagement, watchdog functions and other participation in governance;
- Good understanding of the poverty and agriculture, natural resources and environment sectors (including Farmer Field Schools methods, Conservation Agriculture replication and scaling-up of small-scale natural resources-based livelihood models);

⁴² CARE Denmark potentially via Skype.

- Good understanding of gender equality and women's empowerment issues in civil society work in the agriculture, natural resources and environment sectors (such as gender and land access and tenure);
- Language proficiency in Portuguese and excellent written English.

Key deliverables

The consultants will be responsible for delivering the following outputs:

1. A detailed itinerary, work plan with time line and budget and methodological approach (articulating clearly the roles and responsibilities of each of the consultant) to be presented to CARE Mozambique and CARE Denmark. The approach will describe tools and methods that will be used in the evaluation and design processes.
2. Evaluation report for phase 1 of FAPIM. The report should reflect the detailed evaluation tasks described above and should not exceed a maximum of 15 pages with annexes. There is no prescribed format for the report.
3. Evaluation report for SCORE-NRM. Same format requirements as for item 2 above.
4. Separate report on lessons learned from SCORE-NRM and FAPIM for use in design of new program activities.
5. Descriptions of new initiatives for the five to six years sub program starting from January 2013 based on ideas in Annex 2 and according to an outline format provided by CARE. Each initiative description should not exceed 10 pages. Each initiative description must include a check lists for cost items that need to be included in the budget (i.e., not a detailed budget).
6. A sub-program strategy document or proposal in line with an outline provided by CARE. The program strategy document is expected to not exceed 25 pages.
7. Consultants' suggestions for further required design work for consideration by CARE.

Inputs from CARE

CARE Denmark will sign individual contracts with the consultants. Terms and conditions will be specified in the individual contracts based on negotiation.

CARE Mozambique will provide the following services:

- Office supplies;
- Provision of relevant information;
- Transportation to different program sites places within Nampula and Vilankulo.

CARE Mozambique's Assistant Country Director for Program Quality and CARE Denmark's Program Coordinator for Mozambique will be jointly responsible for this consultancy and supervise the consultants. CARE Mozambique's Northern Region Coordinator will supervise and coordinate the work of the consultants in Nampula province (FAPIM). The Southern Region Coordinator will have the same functions for work in Inhambane province (SCORE-NRM).

- Delphine Pinault, Assistant Country Director for Program Quality, CARE Mozambique Country Office, Maputo, email dpinault@care.org.mz, mobile +258-82 318 8970
- Rolf Herno, Program Coordinator for Mozambique, CARE Denmark, Copenhagen, email rherno@care.dk, mobile +45-27 53 83 01
Nicholas Dexter, Northern Region Coordinator, CARE Mozambique Nampula Sub-Office, email nicholas@care.org.mz, cell ph. +258-829 422 139
- Monica Tucker, Southern Region Coordinator, CARE Mozambique Vilanculos Sub-Office, email monica@care.org.mz

Timeframe

A plan for the evaluation and design work will be finalized with the consultants.

ANNEX 1 – LIST OF DOCUMENTATION

The documentation that the consultants should familiarize them with includes, but is not limited to, the following materials.

FAPIM documentation

Forestry and Agriculture Program in Mozambique (FAPIM) Program Document. April 2009

Associação Nacional de Extensão Rural (AENA) Component Document. April 2009

Associação Rural de Ajuda Mútua (ORAM) Component Document. April 2009

Program Development and Coordination Facility (PDCF) Component Document. April 2009

FAPIM annual program progress reports 2009-2011

SCORE-NRM documentation

Strengthening Community Organisations for Rural Empowerment and Natural Resources Management (SCORE-NRM) Project Proposal. December 2007

SCORE-NRM annual project status reports 2008-2011

SCORE-NRM revised logical framework. July 2010

Baseline Design and Monitoring and Evaluation Tool for Score Project. May 2011

Programmatic documentation

CARE Denmark; Guidelines for:

- HIV/AIDS (March 2007)
- Gender Equality (June 2007)
- Microfinance (March 2011)
- Rights-Based Approach (April 2009)

CARE Denmark; *Think piece on civil society strengthening and its role in programs funded by CARE Denmark*. December 2011

CARE International; *CARE 2020 (Version 2)*. June 2011

CARE Mozambique; *Women Impact Group – notes from flipcharts, cards, etc.* February 2012

Dnet Consult ApS for CARE Denmark and CARE International in Mozambique; *Civil Society Study for Forestry and Agriculture Programme in Mozambique (FAPIM)*. January 2012

Ministry of Foreign Affairs / Danida; *Strategy for Danish Support to Civil Society in Developing Countries*. December 2008

Rachel Mason for CARE Mozambique; *Female-Headed Households in Rural Mozambique: A Situational Analysis*. April 2010

ANNEX 2 – OUTLINE OF NEW PROGRAM

Background and context

CARE International is currently developing its joint ‘Vision 2020’ which positions CARE as a supporter of social movements, civil society and other change agents, with a particular focus on empowering poor women and girls as a means to overcome poverty.

CARE Mozambique is in the process of shifting from a projects to a program approach for deeper and more lasting impact on poverty and gender equality in Mozambique. CARE Mozambique’s analysis points at the strong linkages between poverty, poor governance and lack of participation of rural poor women, leading to an increasingly fragile natural resource base (including access and use of land) due to the magnitude of non-transparent foreign investments in Mozambique in the extractive and agro-industry sectors (e.g. for charcoal mining, sand mining, biofuels and agriculture for foreign markets, etc). These factors are further exacerbated by years of under investment in domestic agriculture and the impacts of climate change. CARE considers these factors key underlying drivers of poverty and vulnerability for ultra poor rural women who depend on natural resources for their survival and wishes to systematically address these issues in its future programming, in partnership and coalition with local CSOs. These elements should form the foundation for the design of the next phase of FAPIM.

CARE Denmark is sharpening its focus on civil society strengthening in the field of poverty and natural resources in line with a new program strategy under formulation and to be fully compliant with main donor Danida’s expectations.

Strategic focus and priorities

The new CARE Denmark-funded program is expected to fit in as a ‘sub-program’ in one of CARE Mozambique’s new programs, specifically the program that has *socially, economically and politically excluded women experiencing food and nutritional insecurity, who are highly dependent on natural resources* as its primary impact group. This program is planned to work in four domains of change:

1. Positive, enabling, gender-equitable socio-cultural norms, behaviors, attitudes and perceptions;
2. Inclusive institutional and policy environment with gender-equitable rights, policy and laws;
3. Sustainable, equitable, efficient use and management of natural resources and diversified livelihood options (improved resilience, reduced dependency on natural resources);
4. Equitable access to basic social services (e.g. education, social protection, health services, etc.), maximizing potential ‘mega-project’ benefits.⁴³

The new (sub-)program is expected to contribute in particular to domains of change 2 and 3, but to some extent also 1 and 4.

A key focus area and pathway of change for the new program will be civil society strengthening. It is important for CARE to step up the work with strategic partners among civil society

⁴³ Formulations are draft text from a program workshop in Maputo in February 2012 and subject to change.

organizations (CSOs) at national and provincial level, while retaining the strong linkages CARE maintains with CBOs and local NGOs in order to inform policy advocacy with experience on the ground.

Naturally, new program activities must be based on experiences and lessons learned of FAPIM and SCORE-NRM. Certain, but not all, FAPIM and SCORE-NRM activities may be carried over into the new program. The key criterion is whether services provided by CARE or partners are ‘strategic’, i.e., whether they have perspectives that reach beyond the immediate project area in terms of linkages to learning, up-scaling and advocacy.

Learning and advocacy issue areas

Workshops for CARE and partners in Maputo and Nampula in February 2012 identified a long range of issues that could be looked at in a new phase of the program. Not all issues can be covered equally well, and other issues may be added in the design or later, but the list can serve as a catalogue for inspiration. The issues are grouped under the two general headings of ‘land’ and ‘livelihood diversification’:

LAND	LIVELIHOOD DIVERSIFICATION
<ul style="list-style-type: none"> • Facilitate a process of delimitation of land for relevant communities • Support the development of land use plans • Facilitate voices of the poor to feed into District Development Plans • Participatory planning • Protection of high value community resources from land grabbing and loss of land • Addressing specific cases of land grabbing (paralegal support and keeping a list of cases for advocacy purposes) and land grabbing in general • Impact of extractive industry, agricultural projects, ‘mega projects’ 	<ul style="list-style-type: none"> • Access to and use of 20% tax • License fees need to increase • Advocate for proper use of 7 million funds • Link to 15% from district for reforestation for sustainability • Promoting FFS as alternative to the PITTA government model of extension • Document and address impact of climate change on livelihoods and natural resources use • Agricultural policy dialogue • Advocate for targeted agricultural subsidies for access to inputs • Advocate for government investments in agriculture, promoting women’s role • Promoting access to credit (VSLA and other) • UNAC issue

These are all areas of strong CARE interest and either represent areas where CARE has previous experience to build on or represent development challenges that CARE believes are important to address. However, it is important that the design of new initiatives takes its starting point also in potential partners’ strategic interests. It is where partners’ and CARE’s interests coincide that there is potential for fruitful collaboration and a program with strong ownership by participating national organizations.

Potential initiatives

CARE at this stage envisages a number of potential initiatives that can make up the new program. There is flexibility in terms of how initiatives may be combined or split, as long as they are interconnected and contribute to overall program goals in a coherent way.

1. **Strategic support to UNAC at the national level.** As recommended by the civil society mapping study, CARE wishes to engage in further dialogue with UNAC about support to relevant parts of its strategic plan. CARE's starting point are the priority issues mentioned above. Support may include funding and technical assistance to UNAC in carrying out priority activities, but may also include organizational capacity building, constituency building, strengthening poor women farmers' participation in UNAC's program and UNAC's gender strategy, and core funding, if justified. It is hoped that UNAC may become a 'strategic partner' for CARE.
2. **Establishment of UNAC presence in Nampula.** UNAC is currently represented by one of the member organizations and does not have a provincial entity in one of the most important agricultural zones of the country. CARE and UNAC could collaborate on setting up a proper provincial representation and support its engagement with relevant civil society networks and provincial government departments.
3. **ORAM** is already an important partner at the provincial level. CARE could engage with ORAM at both national and provincial levels for joint documentation and advocacy work, e.g., based on the important work that ORAM does in delimitation of community land. ORAM is also a likely 'strategic partner' for CARE in the future.
4. Potentially **similar types of collaboration with other civil society organizations** that display a good 'fit' with CARE priorities and have at least potential for advocacy in the areas we work in. Candidates for partnerships identified in the civil society mapping study include AENA and Facilidade, but others could be relevant as well.
5. **Collaboration with one or more important national institutions or civil society organizations in climate change.** The aim is to link the work on natural resources and livelihoods issues to what is going on the somewhat parallel sphere of climate change. At the same time, there are opportunities for international linkages through the Poverty, Environment and Climate Change Network (PECCN) of CARE International, which is hosted by CARE Denmark. The work could look at climate change impacts on livelihoods where CARE and partners work, communicating climate change predictions and seasonal forecasts, integrating concerns for climate change adaptation into advocacy in other policy areas, etc.
6. Support to joint advocacy activities of members of the **NGO platform for natural resources and extractive industries.** This could be in the form of support to specific campaigns and activities. If needed, CARE could also support the organization and coordination of the network. A particular interest of CARE is to link the platform more effectively to provincial, district and community-level voices, e.g., CBOs.
7. Support to **thematic NGO networks for governance and natural resources in Nampula** under the provincial civil society platform. The networks are already active in advocacy activities, but have requested support for increased effectiveness and coordination, as well as increased funding for specific activities. Similar to work with the national platform, CARE's support could be issue-specific or organizational – or both at the same time.
8. One or more initiatives that **test, pilot and model livelihoods diversification and local mobilization** activities at the community level. As a rule, activities should be led and implemented by local civil society partners (NGOs or CBOs). In exceptional cases, CARE may implement activities itself particularly when it involves testing new models and approaches with a strong learning agenda. The aim is to implement 'strategic services'

that have clear linkages to learning, up-scaling and advocacy. Key issues include Farmer Field Schools, linking FFS to farmers associations and promoting women leadership roles in farmer associations, supporting access to subsidized inputs for poor farmers, community management committees, promoting participatory local governance processes with participation of the poorest groups of society, access to and use of 20%, land delimitation, securing women's rights, participation and leadership in local processes, etc.

9. **'Add-on advocacy' to non-CARE Denmark-funded interventions.** Several CARE Mozambique projects and programs are active in natural resources management and livelihood support that fall under the thematic interest areas, but do not have sufficient resources to use their work in provincial or national advocacy. The CARE Denmark-funded program can include flexible resources for reaching out to such projects and programs for inclusion in dialogues, production of evidence, and application in advocacy work.

B. Methodological approach

A number of principles will guide the evaluations and the formulation of a new programme:⁴⁴

- **Participatory approach.** The evaluations of the two programmes will be based on extensive a participatory approach and make use of appreciative inquiry to ensure that key stakeholders among partners and beneficiaries, as well as other informants are heard.
- **Learning approach.** Lessons learned will be captured, analyzed and fed into formulation of the new programme. It is important that the reflection on lessons learned takes place at different levels in the organization and involves both partners and staff.
- **Qualitative focus.** The evaluations are rapid evaluations and will be based mainly on qualitative information and registration of stakeholders' perception. Quantitative information will be mainly from internal sources, as time will not allow for extensive external verification.
- **Keep it simple.** Evaluation exercises do easily get lost in comprehensive data collection and evaluators often get into detailed reconstruction of project history. The evaluations will be *forward-looking* and will aim at feeding important lessons learned into the formulation process.
- **Building on existing experience and knowledge.** The team will draw upon knowledge and experience within the existing CARE programs, their staff and partner organizations. Programme documents, progress reports and additional reports will provide basic information and will be carefully analyzed.
- **Working within the strategic frame of CARE.** The formulation of the new civil society programme will consider the framework established by CARE International, CARE Denmark and CARE Mozambique in terms of scope and focus. Key documents are the CARE 2020 Vision; CARE Denmark Programme Strategy (draft April 2012) and the CARE Mozambique: Program Design Elements (February 2012).
- **Good donor/partnership.** Adherence principles of harmonization and alignment will be a fundamental principle for the formulation of a new programme, recognizing the importance of local organizations' ownership to development and policy processes. The revised Danish Strategy for Civil Society is a key document in this context.
- **Thinking out of the box.** We will deliberately seek to explore new partners and innovative initiatives. Some new partners have been identified during the CS-study which took place by the end of 2011. We will explore these and seek validation and inspiration from key informants.

⁴⁴ Inception Note, 08.06.2012

C. Evaluation matrix

No	Evaluation questions	What to do? What to ask?
1	Assess the relevance of SCORE-NRM objectives and activities in relation to the local (district, provincial) and national context;	<ul style="list-style-type: none"> a)What has been the Most Significant Change you have noted since SCORE started? b)What are the main challenges in the area (land issue, forest exploitation, logging, access to social services, access to information on legislation...)? c)How does the SCORE programme activities respond to the needs of its target group and of the district / province? d)Does SCORE support the District Development Plans?
2	Assess the effectiveness of the project in achieving its goals and objectives, considering the constraints met and overcome for working with local governance;	<ul style="list-style-type: none"> a)What are the results achieved through the support received from SCORE? (capacity building of CBOs?) b)Does the support from SCORE correspond to the priorities and needs of the organization? Of the farmers? Of the female farmers? c)How do the Management Committees work? And what have been their main results? d)Why do you think SCORE has succeeded (or not) in achieving its objectives?
3	Assess direct and indirect impacts of the project, including any unintended or unplanned impacts;	<ul style="list-style-type: none"> a)Has any results of SCORE support been registered? b)Agro-forestry practices? (soil conservation, crop selection, IPM, IGA and forestry resources) c)Knowledge about forestry legislation and community rights to 20% income from forest exploitation? (logging control) d)Were they expected or unplanned? e)Have women and children benefitted from specific programme activities? f) What is the Most Significant Change since you started working with SCORE?
4	Consider the potential for (economic, social and environmental) sustainability of project results and for partners' continued work with the processes;	<ul style="list-style-type: none"> a)Discuss definitions of sustainability b)What are the lessons learned from the SCORE implementation? c)Has any of the good practices been replicated in other areas? d)How dependent are the CDL of the support from SCORE? Any other funding? e)Will the Management Committees continue after SCORE support has ended?
5	Assess the quality of monitoring and evaluation information available to the consultants;	<ul style="list-style-type: none"> a)What are the key strengths and weaknesses of partnership? b)Does the partnership with CARE bring any added value to your organization? c)Capacity building activities?

No	Evaluation questions	What to do? What to ask?
		d)How is advocacy undertaken in relation to provincial (forum for NR?) and national level? e)Describe the partnership in 5 words?
	Other tasks	
6	Conduct debriefing session with staff from CARE staff and relevant partners in Vilankulo	
7	Present findings and assessments of the project in a report;	
8	Present lessons learned and recommendations in a separate lessons learned document (jointly with FAPIM but with a separate section for lessons unique to SCORE);	
9	Finalize the evaluation and lessons learned reports taking into account comments received from CARE and partners.	

D. Evaluation of SCORE-NRM Project Based on its Logical Framework

Project Outputs		Evaluation based on Indicators			Sources of information
Proposed (new)	Evaluation of outputs/objectives	Proposed Indicator	Proposed Target	Result Against Target	
Immediate Objective 1: Local planning and monitoring are inclusive, participatory and focused on poverty alleviation					
Result 1.1: By 2010 LDCs constituted and strengthened	Partially achieved.	# of LDC's constituted and strengthen # of LDC's with regular meetings.	22 LDCs constituted and strengthen in the three districts by the end of the project. 22 LDC's with regular meeting	22 LDCS constituted not all with regular meetings	SCORE Monitoring Tool
Result 1.2: LDCs with skills to influence and Monitoring development plans and budget.	Not achieved	# of meetings between LDC's, CC's and government to Monitoring PES.	At least two meetings take place per year per district evolving LDCs and CC's members.	Only 21 meetings took place (until May 2012)	SCORE Monitoring Tool
Result 1.3: land use plans elaborated by LDCs.*	Achieved	# of communities with thematic maps elaborated.	22 maps elaborated, representing the same number of communities in the tree districts	22 maps elaborated	SCORE Monitoring Tool
Result 1.4: CCs, LDCs trained in: - Local governance	Partially achieved	# of training sessions per year. # of trained people.	At least 7 training sessions per LDC by the end of project at least 2 training sessions	420 LDC members and 300 CC members (total 720)	SCORE Monitoring Tool Final Report 27-06-2012

Project Outputs		Evaluation based on Indicators			Sources of information
Proposed (new)	Evaluation of outputs/objectives	Proposed Indicator	Proposed Target	Result Against Target	
- Poverty vs NRM;			per CC by the end of project 840 members of LDC and CCs trained by the end of the project		
Result 1.5: LDCs and CCs monitoring PES and PEDD	Not achieved	# of LDC who participate in monitoring PES and PEDD	22 LDCs participate in monitoring PES and PEDD by end of project.	10 LDCs involved in planning	Final Report 27-06-2012
Result 1.6: LDCs with members in CCs	Achieved	% of LDCs with members in CC	At least 50% of LDC with Member in CC	21 LDCs have members in CCs	SCORE Monitoring Tool Final Report 27-06-2012
Result 1.7: Woman included in LDCs	Achieved	% of women in LDC % of LDCs with women in leadership position	At least 50% of LDC members are women At least 80% of the LDCs has women in leadership position	210 (against 220) members are women In 17 (out of 18) LDCs hold leadership positions	SCORE Monitoring Tool
Immediate Objective 2: Natural resources are managed sustainably at district level using participatory decentralized planning methods.					

Project Outputs		Evaluation based on Indicators			Sources of information
Proposed (new)	Evaluation of outputs/objectives	Proposed Indicator	Proposed Target	Result Against Target	
Result 2.1: At least 6 CBO and government partners trained in NRM mapping, planning and monitoring	Partially achieved	# of CBO and government and other partners trained	At least 30 technicians from different partners trained by end of project	18 technicians	SCORE Monitoring Tool
Result 2.2: Easy-to-read brochures produced by the project ; Education campaigns on NRM carried out	Partially achieved	# of brochures produced; # of campaigns about NRM carried out,	Two brochures with 1000 copies each produced by the end of project At least two campaigns take place per year per district.	No brochure produced but 500 posters on avoidance of forest fire distributed in cooperation with a Spanish-funded project 10 dissemination campaigns in 15 communities	Final Report 27-06-2012 SCORE Monitoring Tool
Result 2.3: Alternative NRM practices for inland and coastal resources identified and implemented.	Partially achieved	# Alternative NRM practices identified and implemented by communities.	At least one NRM alternative practice take place in each community	17 communities designed and implemented new NRM practices	Final Report 27-06-2012
Result 2.4: Community Fund used by LDCs for community development activities.	partially achieved	# of LDCs that benefits by the community fund. # of profit activities funded by the Project.	100% of the LDC benefits from community fund. One activity/initiative per community is funded by the project until December 2011.	Only 7 benefitted from the community fund Only 17 projects funded	SCORE Monitoring Tool

Project Outputs		Evaluation based on Indicators			Sources of information
Proposed (new)	Evaluation of outputs/objectives	Proposed Indicator	Proposed Target	Result Against Target	
Result 2.5: Dialogue between communities, private sector and government for acquisition of the 20% tax of natural resource exploration.	Achieved	% of communities that benefits by the 20%	all communities that have the right to benefit by the 20% have access to this amount	5 communities planned and 9 have access to the 20%	SCORE Monitoring Tool Final Report 27-06-2012
Immediate Objective 3: Partner NGOs implement quality activities and engage in policy development and monitoring in a way that incorporates grassroots concerns and practices.					
Result 3.1: Potential partners for Monitoring NRM policy mapped.	Partially Achieved – not all organizations are involved in continuous monitoring	# of partners for policy Monitoring identified. At least one partnership established per district to Monitoring public policy.	All partners mapped by the project 3 partnership established by the end of project.	4 organizations working with CARE in governance and NRM assessment (Bazaruto National Park, Thumba Yethu, GIZ and AJOAGO)	Final Report 27-06-2012
Result 3.2: Inter-district platform for policy monitoring established in the three districts.	Not achieved. Results not clear, because the final report refers to the existence of challenges that limits the attainment of this objective	# of meetings to Monitoring public policy held.	At least two meetings take place per year per district	Only one platform created	SCORE Monitoring Tool Final Report 27-06-2012

Project Outputs		Evaluation based on Indicators			Sources of information
Proposed (new)	Evaluation of outputs/objectives	Proposed Indicator	Proposed Target	Result Against Target	
Result 3.3: CBOs trained in advocacy and organizational management.	Not Achieved	# of CBO's trained in advocacy and organizational management. # of training session held	At least 6 CBOs trained in advocacy by end of project. At least 2 sessions take place per year in each CBO	0 CBOs	SCORE Monitoring Tool

*misplaced, it should be under objective 2.

E. List of persons met

The list includes all people met for the evaluation of SCORE-NRM and FAPIM projects and for program design.

	Name	Position	Organization / institution
CARE Denmark			
	Rolf Hernø	Program Coordinator	CARE Denmark
CARE Mozambique			
	Delphine Pinault	Assistant Country Director	CARE Mozambique
	Nicholas Dexter	Regional Coordinator	CARE Mozambique
	Gancelei Soca	FAPIM Project Manager	CARE Mozambique
	Fatima Bernardo Jaime	FAPIM Supervisor	CARE Mozambique
	Steve Perry	Consultant	CARE Mozambique
	Rachael Greenfell-Dexter	Intern	CARE Mozambique
Partner Organizations FAPIM			
	António Mutoua	Executive Director	AENA
	Abdul Jahapa	Extension worker	AENA
	Aurélio da Costa Julio	Extension worker	AENA
	Esmeralda António	Extension worker	AENA
	Jordão Matimula Junior	Extension worker	AENA
	Fátima Algy Sousa	Extension worker	ORAM Nampula
	Samora Mulessiua	Extension worker	ORAM Nampula
	Cantiflas Jeronimo	Program officer	
Key informants – Stakeholders Nampula			
	Aníbal de Oliveira	Director operativo	OPHAVELA
	Momade Bin	Program officer	Facilidade – ICDS
	Alcídio Faria	Program officer	OPHAVELA
	Daniel Abeco Main	Director	UGCAN
	Rosa Vianeque	District administrator	Meconta District
	Celestino Marcelo	Head of Posto Administrativo 7 de Abril	Meconta District
	Nunes Omar	Planning technician, SDAE	Meconta District
	Felicidade A. Muniocha	Head of technical secretariat	Governo da província do Nampula / UCODIN
	Ernesto Joel Pacule	Head of Provincial Extension Services	SPER Nampula
Village Associations and Management Committees, Meconta District			
	Associação 12 de Outubro de Napita	18 participants (12 men; 6 women)	
	Comité de Gestão de Japir	n.a.	
	Comité de Gestão de Nicarro	n.a.	
	Associação 7 de Abril NONEQUETHO de Mele	17 participants: 5 men; 12 women)	
	Associação de Tucaneque OPHAVELA	7participants (4 men; 3 women)	

Name	Position	Organization / institution
Comité de Gestão de Nacoma	21 participants (14 men; 7 women)	
Key Informants Stakeholders Inhambane		
Monica Musu	Regional Coordinator, CARE	CARE Vilankulo
Hélder Paulo	SCORE- NRM project Manager	CARE Vilankulo
António Mandlate	Administrador Distrital	Vilankulo
Gilda Susana	SCORE-NRM Project Officer	CARE Vilanculo
Amina Ussumane	District Permanent Secretary	Govuro
José Mucote	Director	AJOAGO, Govuro
Gilberto Jossai	SCORE Project Officer – Govuro	CARE Vilankulo
Neves Mahumana	SCORE Project Officer, Inhassoro	CARE Vilankulo
Joaquim Macamo	Staff Member – Agriculture	SDAE, Inhassoro
Meetings with Communities (Inhambane – Vilankulo, Inhassoro and Govuro)		
LDC of Mangalisse (Vilankulo)	13 participants (8 women, 5 men)	
LDC of Madongane (vilankulo)	9 participants (3 women, 6 men)	
LDC of Singue (Govuro)	19 participants (11 women 8 men)	
LDC of Matique (Govuro)	3 participants (1 men, 1 woman)	
LDC of Vuca	11 participants (10 men, 1 woman)	
LDC of Rumbatsatsa	10 participants (7 men, 3 women)	
Key informants / Stakeholders Maputo		
Carla Chebeia	Administration and Finance Officer	ORAM Maputo
Dan Mullins	Africa Manager	WWF-Mozambique
Rito Mabunda	Forest Program Coordinator	WWF-Mozambique
Inacio Manuel	Responsible for Training	UNAC
Bartolomeu António Armando	Responsible for Rural Development	UNAC
Regina Dos Santos	Program officer	CTV (Centro Terra Viva)
Claudia Manjate	Program officer	Plataforma para recursos naturais e indústria extractiva
Diamantino Nhampossa	Representative	CCS (Centro Cooperativo Sueca)
João Pereira	Director	MASC
Julio Albino Langa	National Coordinator	HOPEM
Saquina Mucavele	Coordinator	MUGEDE
Stélio Bila	Interim Diretor	CIP
Edson Cortez	Co-funder and collaborator	CIP
João Mosca	University Professor ISPU	OMR

F. Documents consulted

Associação Thomba Yidho, Acta nº 3. Bazaruto, 15 February 2011.

CARE (2011). *Amendment 4 to Individual Project Implementation Agreement Between CARE Danmark and CARE Mozambique Concerning the Strengthening Community Organizations for Rural Empowerment and Natural Resources Management (SCORE-NRM) project*. Signed on July 12th 2011.

CARE Danmark/CARE International in Mozambique (2007). *Project Proposal: Strengthening Community Organisations for Rural Empowerment and Natural Resources Management (SCORE-NRM)*. December 2007.

FAPIM & SCORE-NRM Evaluation Inception Note, 08.06.2012

Mason, Rachel (2010). *Female-Headed Households in Rural Mozambique: A Situational Analysis*. Study for CARE Mozambique.

Ministry of Foreign Affairs (2009). SCORE-NRM Status Report 2008.

Ministry of Foreign Affairs (2009). Status Report – 1 July 2008 – 31 December 2008.

Ministry of Foreign Affairs (2012). SCORE-NRM Completion Report. 27 June 2012.

Ministry of Foreign Affairs (2012). *SCORE-NRM Completion Report*. 14 July 2012.

Ministry of Foreign Affairs (2012). *SCORE-NRM Status Report 2011*. May 1st 2012

Ministry of Foreign Affairs (2011). *SCORE-NRM Status Report 2010*. 30 April 2011.

Nhamucho, Luís (2010). *Baseline Design and Monitoring and Evaluation Tool for SCORE Project*.

Osório, Conceição and Cruz e Silva, Teresa (2009). *Género e governação local: Estudo de caso na província de Manica, distritos de Tambara e Machaze*. Maputo, WLSA.

Projecto SCORE-NRM. *Relatório de Formação de Facilitadores Comunitários*. Nhafudo, 31 de Janeiro a 2 de Fevereiro.

Relatório da formação de líderes comunitários no posto administrativo de Mapinhane, held on 10-11 November.

Relatório de Formação de Facilitadores Comunitários), Held in Nhafudo, between 31 January and 2.

SCORE-NRM Logical Framework (Revised July 2010/Approved by the Embassy).

SCORE-NRM Monitoring Tool. N/d.

Government Letters:

District Governments of Inhassoro (reference 10/GDI/2011)

Government of the District of Vilankulo (08 December 2011).

Government of Govuro (Office of the Permanent Secretary), dated 14 June 2011

Government of Vilankulo (Economic Activities Service – SDAE), 06 April 2011.

G. Debriefing presentation

AVALIAÇÃO DO PROJECTO SCORE APRESENTAÇÃO DOS RESULTADOS PRELIMINARES AOS PARCEIROS Vilankulo, 15 de Junho de 2012

Por José Jaime Macuane



1

ESTRUTURA DA APRESENTAÇÃO

1. INTRODUÇÃO
2. O PROJECTO SCORE-NRM
3. METODOOGIA DA AVALIAÇÃO
4. PRINCIPAIS RESULTADOS
5. PONTOS CRÍTICOS E LIÇÕES APRENDIDAS
6. PROPOSTAS PARA O PROXIMO PROGRAMA
7. DEBATE/QUESTÕES/CONTRIBUIÇÕES

2

1. INTRODUÇÃO

Objectivos da sessão:

1. Apresentar resultados preliminares da avaliação do projecto SCORE
2. Discutir os resultados preliminares, percepções e obter subsídios para avaliação do projecto
3. Sistematizar lições aprendidas com o projecto
4. Analisar a parceria entre a CARE, o Governo e actores da sociedade civil (ONGs e OCBs)
5. Colher subsídios para a proxima fase

3

2. O PROJECTO SCORE-NRM

- Objectivo de desenvolvimento:
 - Melhoria dos rendimentos dos pobres e marginalizados através da efectiva participação das comunidades na governação local, promovendo a gestão adequada dos recursos naturais e acedendo serviços básicos
- Componentes (com objectivos correspondentes):
 - Componente 1 – melhorar a governação local
 - *Planificação local e monitoria inclusiva, participativa e foco no alivio da pobreza*
 - Componente 2 – Fortalecer sociedade civil
 - *Recursos naturais geridos de forma sustentável a nível do distrito usando métodos participativos de planificação descentralizada*
 - Componente 3 – trabalhar em parceria
 - *ONGs parceiras implementam actividades de qualidade e engajam-se no desenvolvimento e monitoria de políticas incorporando preocupações e práticas das bases.*

4

3. METODOLOGIA DA AVALIAÇÃO

- Análise da documentação – prodoc, relatórios, Quadro Lógico
- Entrevistas
 - Equipa do projecto
 - Governo distrital
 - Comunidades (6 – 2 em cada distrito)
 - Organizações parceiras
- Workshop de feedback e consulta consulta
- Avaliação do programa com critérios DAC – relevância, eficiência, efectividade, impacto, sustentabilidade

5

4. PRINCIPAIS RESULTADOS

- Objectivo imediato 1 (7 de 16 entre 0 e 50%):
 - CDLs criados, reconhecidos pelo governo e a participar nos CCLs
 - Encontros regulares entre CDLs e CC
 - Formação de CCs em gestão de RN
 - Pouca influência dos CDLs nas políticas de GRN
- Objectivo imediato 2: (3 de 8 em 0%)
- Objectivo imediato 3: (2 de 6 3 em 0%)

6

4.PRINCIPAIS RESULTADOS (Critérios DAC ^{1/2})

- Relevância:
 - Projecto relevante/alinhado com objetivos de desenvolvimento do país – operacionalização da LOLE e combate à pobreza.
 - Inhambane com mais chefes de família mulheres
 - Gestão de recursos naturais área crítica
- Eficiência
 - Em alguns casos ineficiente uso de recursos – campos de demonstração, fora do contexto sementes entregues fora da época agrícola, recursos insuficientes para gerar a mudança desejada (ex.
- Efectividade:
 - Maior contacto entre as estruturas de base e as autoridades governamentais
 - Maior capacidade e legitimidade dos CDLs na mobilização da população e resolução de conflitos.
 - Maior controlo das comunidades na gestão/exploração de recursos naturais
 - Participação de membros dos CDLs nos CCL é o dobro do planificado
 - Pouca participação na planificação (reflexo das contribuições das CBOs nos planos distritais não evidente)

7

4.PRINCIPAIS RESULTADOS (Critérios DAC ^{2/2})

- Impacto
 - mais consciência, principalmente na gestão de RN
 - Nas pessoas vulneráveis – participação passiva das mulheres, maior papel na geração de rendimentos e participação nas despesas familiares
 - Actividades de rendimento – em alguns casos maior produtividade alimentar e possibilidade de mandar os filhos para a escola
 - Pouca informação sobre a transformação no desenvolvimento (e níveis de pobreza) das comunidades
 - Nível distrital: sinais de uma governação mais participativa, mas o impacto no desenvolvimento e na planificação distrital não está claro
 - Nível provincial: não claro
- Sustentabilidade (diferentes graus, dependendo das áreas):
 - CDLs – continuidade muito provável e apoio do governo
 - gestão de recursos naturais – ainda depende muito da institucionalização e da capacidade dos LDCs combinada com suporte do governo – identificação dos fiscais comunitários, combinar decisões a nível central e consultas a nível local. Contrabalançar o poder das autoridades comunitárias com os direitos das comunidades

8

5. PONTOS CRÍTICOS E LIÇÕES APRENDIDAS

- Projectos de governação precisam de elementos tangíveis para terem mais apelo às comunidades
- Combinar actividades de rendimento (Ag/Pesca/Recursos florestais) para gerar maior complementaridade pode ajudar a alcançar objectivos de desenvolvimento
- Aumentar a escala de recursos alocados a comunidade – reduzir a desconfiança em relação às suas capacidades (ponderando os riscos)
- Capacitar pessoas influentes e lideranças é importante.
- Combinar com a capacitação das estruturas comunitárias que fornecem os contrapesos na gestão de RN (reduzem riscos de corrupção)

9

6. PROPOSTAS PARA O PRÓXIMO PROGRAMA

- Diversificar actividades de rendimento familiar – combinar pesca e agricultura e exploração florestal;
- Combinar intervenções de rendimento/gestão de recursos naturais e gestão de desastres naturais;
- Maior relevância nas intervenções – agricultura de conservação/campos de demonstração nas machambas, focalizar nas zonas áridas;
- Consolidar a governação – mais capacitação as CDLs para consolidação do seu papel nas comunidades (muitas ainda em fase inicial);
- Maior participação na planificação e monitoria dos planos distritais
- Garantir maior eficiência com mais recursos, alocando recursos mais substanciais às comunidades (com capacitação)

10

7. DEBATE/QUESTÕES/CONTRIBUIÇÕES

1. esclarecimentos
2. Imprecisões/percepções
3. Lições aprendidas
4. Subsídios para o próximo programa
 1. Relevância e abordagem
 2. Áreas
 3. Parceria – formas e perspectivas