



United Nations Entity for Gender Equality  
and the Empowerment of Women



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**Final Evaluation  
of the Project  
“Promoting Women  
and Girls’ Effective  
Participation in  
Peace, Security and  
Recovery in  
Mozambique” (April  
2017 – March 2022)**

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## **Abbreviations**

ADEL – Local Economic Development Agency  
BPFA -Beijing Platform for Action  
CAI - Integrated Service Centres  
CECAGE - Coordination Centre for Gender Affairs  
CEDAW Convention on the Elimination of All Forms of Discrimination against Women  
COREM – Council of Religions of Mozambique  
CSO- Civil Society Organisations  
DHD – Association for Human Rights and Development  
DPGCAS – Provincial Directorate of Gender, Children and Social Action  
DTM – Displacement Tracking Matrix  
FDC - Foundation for Community Development  
FES - Friedrich Ebert Stiftung Foundation  
FGDs Focus Group Discussion  
GBV - Gender Based Violence  
GI – Group interviews  
GMPIS - Sofala Group of Women Sharing Ideas  
GRO-GEST UN University Gender Equality Studies and Training Programme  
IES – Independent Evaluation Service  
KEQs- Key Evaluation Questions  
KII- Key Informants Interviews  
MDN - Ministry of National Defence  
MGCAS Ministry of Gender, Children and Social Action  
MINT - Ministry of Interior  
MMAIMVV – Multi-sectoral Mechanism for Integrated Assistance to Women Victims of Violence  
MULEIDE - Women, Law and Development Association  
NAFETE – Nucleus of Tete’s Feminists Associations  
NAFEZA - Nucleus of Zambezia’s Feminists Associations  
NAP 1325 - National Action Plan on Women Peace and Security in Mozambique  
NGOs - Non-Governmental Organizations  
NSAG - Non-armed state groups  
OECD/DAC - Organisation for Economic Co-operation and Development/Development Assistance Committee  
ProPaz - Peace Promotion Institute of Mozambique  
Res 1325 - Resolution 1325 of the United Nations Security Council  
SDMAS-District Directorate of Women, Health and Social Affairs  
ToR - Terms of Reference  
UEM -Eduardo Mondlane University  
UJC -Joaquim Chissano University  
UN -United Nations  
UNEG - United Nations Evaluation Group  
WPS - Women Peace and Security

# Executive Summary

## Introduction

This report presents the findings of the project “*Promoting Women and Girl’s effective participation in peace, security and recovery in Mozambique*” implemented by UN Women between April 2017 and March 2022 in 14 districts of 7 provinces; Chibuto and Chigubo (Gaza province), Funhalouro, Panda and Mabote (Inhambane province), Gorongosa, Dondo, Machanga and Chibabava (Sofala), Vanduzi (Manica), Moatize (Tete), Nicoadala (Zambezia), Ancuabe and Montepuez (Cabo Delgado). This document is the result of a process that included: a series of meetings with the project management team, key stakeholders namely representatives of women organizations, government institutions, beneficiaries of the project, implementing partners and donors; review of project documentation as well as of third parties relevant literature; presentation of the draft methodology and report to the evaluation reference group and incorporation of comments received both from the UN Women management team and the evaluation reference group members.

As a form of supporting the operationalization of the NAP 1325, UN Women in partnership with MGCAS and support from the Governments of Iceland and the Kingdom of Norway, has designed and implemented a project denominated: “*Promoting Women and Girl’s effective participation in peace, security and recovery in Mozambique*”. With a total budget of \$4,503 021, the project started in April 2017 and was completed in March 2022. The overall objective of the project was to ensure that peace and security and recovery processes contribute to gender equality and the empowerment of women and girls in Mozambique. The project was designed to support women’s full and equal representation and participation at all levels of peace processes and security efforts in Mozambique.

## Objectives and Methodology

The main objectives of this evaluation are to:

- Analyse how human rights approach and gender equality principles are integrated in the interventions;
- Assess coherence (internal and external) of the project on how well the intervention fit and its compatibility with others in the Country Office and Country in general;
- Assess the relevance of the project at national level including alignment with international agreements and conventions on WPS and other gender equality and women’s empowerment;
- Assess the effectiveness in achieving expected results, including the effectiveness of programming strategies in implementing global commitments within national priorities, with a special focus on innovative, scalable and replicable interventions. The evaluation also investigated the contextual factors that are enabling or restricting the achievement of results;
- Assess the organizational efficiency of the project, in terms of financial management and human resource investments;
- Assess the potential sustainability of the interventions in achieving gender equality and women’s empowerment in the context of WPS;

- Assess the functioning and effectiveness of the Monitoring, Evaluation and Knowledge Management system, identifying and validating lessons learned, good practices and examples of innovation; and
- Provide actionable recommendations with respect to improving the project and similar programmes in the future.

The evaluation Terms of Reference (ToR) proposed that the evaluation is carried out on the basis of five evaluation criteria established by the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD/DAC): relevance, coherence, effectiveness, efficiency and sustainability, as well as specific criteria on human rights and gender equality. The evaluation employed a mixed method, participatory and gender responsive approach to data collection and analysis. It largely employed qualitative methods of data collection (and analysis) as follows; **Documentary review, Key Informant (in-depth) Interviews (KIIs), Key Informant (semi-structured) Interviews (KIIs), Group Interviews (GIs) and Focus Groups Discussions (FGDs), Case study documentation and Direct observations.**

## Findings

- 1. On relevance;** the project was found to be aligned with needs and priorities of beneficiaries as well as government priorities at national, provincial and district level. It provided strategic support to MGCAS for the design, approval, and operationalization and reporting of the first National Action Plan on Women Peace and Security in Mozambique and responded to contextual changes brought by the conflict and climate related humanitarian crisis in Sofala and Cabo Delgado. Beneficiaries reported that the project helped them to address their difficulties in meeting basic subsistence needs such as food, construction and maintenance of their houses, payment of school fees and uniform for their children, buying clothes and household products. Normally, they are heavily dependent on farming but this sector is often faced with uncertainty in production levels and limited markets for commercialization. The project implemented by UN Women created important opportunities for beneficiaries to access more resources and improve their socio-economic status. It helped beneficiaries to address their needs and priorities by increasing their access to economic opportunities through vocational training, financial literacy, building business skills, establishment of saving groups, improving conflict resolution and peace building skills, expansion of political space for women's voices to be heard and other learning opportunities. The project was also implemented in consistency with key government priorities on gender equality, women's empowerment, peace and security included in the *Government five year program 2020-2024; the National gender policy and implementation strategy 2018; the National action plan for the advancement of women 2018-2024 and the National action plan to prevent and fight violence against women 2018-2024*. Given the contextual change caused by the COVID-19 pandemic, IDAI and Kenneth cyclones and escalation of the conflict in Northern Mozambique, the project was able to adjust its plans in order to address pressing socioeconomic challenges faced by women in those areas whose livelihoods were destroyed. Two project outputs specifically covered the newly emerged humanitarian crisis.
- 2. On coherence;** the project was consistent with the actions of other actors, promoted coordination and complementarity of interventions on the WPS agenda in Mozambique. It was grounded in the UN Women

2016-2020 country strategy and was articulated with other initiatives implemented by UN Women. The UN Women Country Strategy 2016-2020 includes as important priorities support to Mozambique for the elimination of gender inequalities, persistent violence against women and girls as well as economic empowerment and increasing women's participation in decision-making at all levels. The key documents reviewed and field work show that the project reflected these priorities. The UN Women strategy also recognizes that while policy level work is critical for structural changes to the status of women in Mozambique, concentrating there alone has risks. In line with that important lesson, the project strongly involved other key players on WPS issues such as government ministries, women's movement associations, universities and private sector. It contributed to increase the leadership and coordination capacity of MGCAS and fostered the creation of an independent WPS civil society platform. Given that the WPS agenda in Mozambique is relatively new the project was unique and played a pioneering role creating room for future interventions to flourish. An advisory Group on Women, Peace and Security was established in May 2017 which was an important step for the project's dialogue with key actors in this agenda including MGCAS, MND, and MINT, parliament, civil society, academia and donors.

- 3. On effectiveness;** the project was effective. It achieved and exceeded planned outputs; strengthened public policies, mechanisms and capacities to protect women and girls safety, physical and mental health, security and human rights; strongly contributed to socio-economic recovery of women and girls in post conflict and disaster settings. The evaluation found that the project achieved indicators way beyond expected. The project has strategically contributed to a greater attention to the WPS agenda in national programmes and policies increased technical skills of key players in women's empowerment and contributed to better institutional performances in delivering services to women survivors of GBV. Interviewees from the MND reported greater attention to the role of women on peace and security issues within this ministry thanks to the training of more than 60 representatives from different branches of the Mozambican army delivered by the project. Similar information was brought by MINT interviewees to whom the issue of women's role in peace and security is now much more considered within the police sector. MINT officers have gained more skills to work from a multi-sectoral approach. More than 300 police officers and district commanders are better qualified to speak about WPS matters.

Based on the assessment of economic opportunities for women in the project districts, several trainings were conducted to economically empower women. ADEL Sofala reported to have worked with around ten thousand women, offering them professional training, supporting their insertion in the labour market, providing business start-up kits needed to initiate small businesses. Courses included areas like electricity, cooking, sewing, plumbing, hairdressing, financial literacy, life skills, business management and mechanics. The project also provided them with business start-up kits corresponding to each area. During field work, the evaluation was able to interview beneficiaries trained in each of these areas. Most of them reported to be better positioned to access more economic opportunities.

Displaced women in Cabo Delgado, at the Marrocane resettlement centre, were trained in planning, construction and proper maintenance of affordable, safe, inclusive and resilient houses. House models to accommodate the needs of women in a humanitarian context were specifically developed. These activities also have a strong potential to break traditional stereotypes on the role of men and women in the

community and set an innovative model for gender inclusion in planning and operationalization of resettlement camps.

However, less impactful results were also found. Women in resettlements centres of Dondo district reported that despite having been trained, all the laying hens they received lost their lives for reasons they were not able to identify. A similar situation was reported by women in Moatize who were trained and received goats for reproduction and sale; a group of young women trained in motorcycle repair in Chibabava district reported that few workshops were willing to employ them as mechanics due to lack of confidence in their abilities. Their internship possibilities are also limited by the same reason as well as the small number of workshops operating in their communities. Women supported to do sewing and clothing business in Chibuto districts reported that their activities were interrupted because the sewing machines broke down and they did not have parts or technical assistance for repairing. A group of women in Chigubo reported that their attempts to start raising chicken have been facing serious threats by local leaders who tend to associate the project with opposition parties' efforts to gain political capital locally.

4. **On efficiency;** the project was efficient. Delivery of outputs strongly employed value for money principles. The project timeline was delayed by a series of adverse events such as the COVID-19 pandemic, two cyclones in some of the project sites and the escalation of war in Northern Mozambique. However, the project was able to complete all deliverables by March 2022. In spite of some gaps at the decentralized levels, the project had an adequate implementation structure and a skilled team. Adoption of the Village Savings and Loans Association (VSLA) model allowed the project to cover, cost effectively, a large number of beneficiaries in a short time. The VSLA groups contributed to the increase of financial and business management knowledge, provided business development support to and fostered greater access to micro-finance opportunities for thousands of women and young women. The development of training modules through local universities facilitated access to government organisations (MINT, MDN) but also allowed for costs to be saved in terms of training facilities and facilitation of training logistics. The training model, and particularly the strong engagement with local CSOs generated a multiplying effect, as women leaders fed that information within their organisations. The development of training modules within the Police and Military Academies will help to save funds and efforts in the future and guarantee that capacity is not lost as a result of personnel rotation.

The project had an adequate structure and capacities to implement its objectives at the central level but some gaps were noted in all 7 provinces and 14 districts of implementation. According to the project's implementing partners, the team's technical skills were strong. Almost all implementing partners expressed their satisfaction with the collaboration they had with the project team. The team was able to provide technical assistance to various partners and strategic activities such as designing of the NAP 1325, creation of capacity building programs for the security sector, the exchange of experiences between representatives of the women's movement at the community level. However, the performance of the team was much stronger at the central level than at the decentralized levels where representatives of MGCAS and MINT as well as community leaders stressed that the project had a strong initial entry into their communities that was not followed up by continued work.

**5. On sustainability;** the project was found to be sustainable. There is strong evidence that civil society organizations and women's organizations are committed to advancing the women, peace and security agenda at district level. The WPS agenda was widely welcomed and included in the priorities of government partners at central, provincial and district levels. Women who were supported in business management and with start-up kits in Chibuto district, Gaza, informed us that their small businesses such as selling slippers and phone credit is going so well that they are now able to purchase school supplies for their dependent children. Women from savings groups in Dondo, Sofala, who received training in financial management told us that savings have allowed them to reduce dependence on agriculture. Organized as an association, beneficiaries in the resettlement centre of Marrocane in Ancuabe, Cabo Delgado, reported that they now have high knowledge and skills for construction and maintenance of resilient, inclusive and safe houses that accommodate and respond to the needs of women in resettlement centres. However, despite the skills provided to beneficiaries, and with very visible results, there is a strong need for post-training follow-ups in order to help them overcome limitations typical of beginners in any economic activity.

Strong evidence was observed that civil society organizations empowered by the project are already advancing the agenda of women, peace and security for all. As stated in the interviews, the trainings implemented by the project helped CSOs to understand this issue and better articulate their positions in matters of peace and security. Thanks to their participation in the training on women, peace and security held in Maputo, a group of women from Cabo Delgado, under the leadership of PROMURA, established a provincial platform on WPS composed by 23 local CSOs. Under this platform, women are being prepared in various districts of Cabo Delgado province to be election observers over the next electoral cycle in Mozambique that will start in 2023.

The government partners showed not only a growing mastery of this agenda but also a heightened political will to take this issue forward. At all levels, multi-sectoral technical teams whose work includes this theme were strengthened. The project launches in all these levels involved high leadership of government authorities, from the Minister of Gender, Children and Social action to provincial governors, permanent secretaries and district administrators. The civil and gender equality component in peacekeeping and conflict prevention is increasingly understood in security institutions and the importance of carrying out continuous interventions from this perspective is now better recognized. The NAP is, indeed, functioning as an important driver of the WPS agenda. Mozambique's election to the UN Security Council, in the current year, is also a crucial factor that is contributing to strengthen the commitment of government partners and the sustainability of the project gains in terms of WPS.

**6. On gender equality and human rights;** The evaluation found that Gender equality and human rights were clearly incorporated into the project. However, no meaningful evidence of change in power relations was found. It also noted that Project interventions explicitly prioritized vulnerable and marginalized groups such as women affected by the 16 years' war, women and girls internally displaced by the conflict in Northern Mozambique and victims of both IDAI and Kenneth cyclones. Gender equality is part of the UN Women and MGCAS core mandate and is often reflected in their programming. Many interventions by UN Women and MGCAS are anchored in national and international human rights frameworks. This project was specifically designed with the aim of strengthening gender equality in matters of peace and

security, economic empowerment of women affected by conflicts and, additionally, to provide humanitarian support to women affected by COVID 19 and extreme weather events that recently affected Mozambique.

The main project results, as illustrated in findings 8, 11, 12 and 13, indicate that gender equality and human rights considerations were integrated during implementation. The project trained government authorities, particularly in the security sector, and civil society on UN normative frameworks on WPS but also on how they can better serve GBV survivors using a multi-sectoral approach. As institutions whose main mandate includes the promotion and protection of human rights and, as referred in findings 13 and 21, the project has increased the capacity for those entities to effectively fulfil their obligations. Furthermore, women in situations of multiple vulnerabilities were assisted to strengthen their resilience and platforms to increase women's space for participation in decision-making were established and supported by the project. Thus, the project has strengthened the role of both duty bearers and rights holders. However, the work to challenge and transform traditional gender norms in the covered communities was characterized by discontinuities. Much of the project's strategy was limited to a training approach without continued interventions that should help to systematically transform culturally rooted values, attitudes, and gender behaviours. Support to women's economic recovery assumed a predominantly welfare dimension where the support provided was not equitably accompanied by the same level of strengthening in the rights-based approach.

## Conclusions

The present evaluation arrived at the following conclusions:

### *Relevance*

- The project is very relevant from both the perspective of beneficiaries and the country priorities. The project beneficiaries consensually expressed their high satisfaction with the fact that the project supported them in responding to their main socio-economic needs and priorities. The project was aligned with the main political priorities from the central to the district level. Consultations with beneficiaries and partners carried out through field research contributed positively to this alignment (this conclusion is associated with finding 1 and 2).
- As verified by the mid-term evaluation, one of the biggest impacts of the project was the technical support that it provided to drafting and approval of the National Action Plan on Women Peace and Security, and particularly that it led to the recognition of the significance of women's participation in conflict prevention, mediation and resolution. Local organisations observed an increased visibility of the NAP across all government actors, as well as a stronger relation between government institutions and CSOs/local women organisations working on WPS (this conclusion is linked to findings 3, 5 and 13).

### *Coherence*

- The project was consistent with other interventions by UN Women as well as other stakeholders. There were no records of possible duplications even because the project had a unique and innovative character in the national context. Internally, the project was aligned with the UN Women 2016-2020 country strategy, drawing on the implementation lessons from previous periods. At an external level, the multi-stakeholder and multi-level approach used by the project contributed to ensuring complementarity and

consistency with the work of the different stakeholders at different levels. The project contributed to strengthening the dialogue between stakeholders and strengthening their coordination within government and civil society.

### ***Efficiency***

- The project was efficient. The relationship between inputs and outputs was quite balanced. Value for Money strategies were used allowing the project to achieve broader results with effective costs. Budget management was rigorous and within the policies that govern UN Women's financial management (this conclusion is associated with finding 17, 18 and 19).
- Thanks to a quick and proactive adaptation, the project was able to adequately respond to the change of context determined by the combined effect of the Covid-19 pandemic, Idai and Kenneth cyclones as well as the escalation of the conflict in Northern Mozambique. Adult and young women victims of these events were prioritized for support in terms of health needs and socio economic recovery (this conclusion is linked to finding 4, 17 and 24).

### ***Effectiveness***

- Overall, the project was effective despite some cases of unsuccessful results. Even with the challenges posed by the Covid-19 pandemic, Idai and Kenneth cyclone and the worsening military conflict in the north of the country, the project was able to achieve all its indicators and exceed them. The project had important successes that are strongly contributing to the economic recovery of women in the covered districts, strengthening the WPS agenda in Mozambique, by bringing it to the centre of the national debate on the matter. Government entities particularly in the security sector such as MINT and MDN as well as civil society particularly women's organizations are increasingly engaged on peace and security from a gender and non-militarist perspective and a favourable environment was created to advance this agenda (this conclusion is associated with findings 5, 6, 7 and 8).

### ***Sustainability***

- The project created good conditions for sustainability of the achieved gains. Strong capacity was created within MGCAS, MINT, MDN, public universities and women's organizations at central, provincial and district level. The knowledge products developed provided important information for current and future interventions, therefore, established benchmarks for continuity of efforts to integrate women into the national peace and security agenda (this conclusion is associated with findings 15, 16 and 17).
- Both MGCAS as the coordinating entity for gender equality issues and women's organizations that participated in the project experienced important changes and growth in commitment to the WPS agenda. Thanks to this intervention, the WPS agenda enjoys more visibility and strategic approach in the national context. The establishment of a specific unit on WPS within MGCAS should contribute to maintain the momentum created around this agenda and greater operationalization of the government's plans and priorities on this matter. Civil society entities are better positioned in technical terms to make greater demands for women's participation in conflict prevention, mediation, and resolution (this conclusion is linked to findings 13, 15 and 20).

### ***Gender equality and human rights***

- The project incorporated human rights principles in its design and implementation, prioritizing support for women and communities that are in a situation of extreme social and economic vulnerability, aggravated by the military conflict in the northern Mozambique and by the aforementioned cyclones. However, discontinued work to transform traditional gender norms at district level represents a limitation to increasing women's participation on peace and security issues at district level. The project strongly employed a training approach to deliver its results that were not often accompanied by post training follow ups and continued activities to transform the power relations and traditional cultural norms that

often hinder women's political participation, particularly on peace and security issues (this conclusion is linked to finding 23).

## Lessons learned

- Supporting women and girls in professional and economic areas requires an approach that includes not only their training and provision of initial conditions for starting the activity, but also a subsequent practical follow-up to guide beneficiaries throughout market entry process and how to deal with typical start up challenges. Future programmes must ensure that continued support is provided beyond training so that beneficiaries are able to sustain their activities and remain competitive (this lesson is associated with finding 12).
- Context changes caused by external factors such as the emergence of COVI-19, worsening of the conflict in Cabo Delgado and in the leadership of key partners can be accompanied by changes in priorities, management culture and consequently slow down the progress achieved. Future programmes must always include comprehensive risk management plans and regularly assess the adequacy of their strategies to constantly changing contexts (this lesson is associated with findings 4 and 17).
- Enhancing the capacities of key institutions in the security sector such as MINT and MDN to effectively implement their mandate by providing technical assistance for the adoption of a broader vision of security and recognition of women's role in peace keeping, conflict prevention, mediation and transformation is a good and strategic intervention that future programmes should continue to maximize (this lesson is linked to findings 11 and 13).
- The selection of implementing partners with proven experience and good expertise in their respective thematic areas as well as strong presence in target communities substantially contributed for the achievement of planned outputs in a relatively short period of time. Future programmes should continue to use effective implementation strategies similar to this one (this lesson is linked to findings 8, 12 and 15).
- Knowledge production has proven to be very important strategy as it allowed to align the project intervention with real needs and priorities of beneficiaries, document best practices, assess root causes of the conflict in Northern Mozambique, disseminate the NAP at national level and provide benchmarks for current and future programmes on WPS (this lesson is linked to findings 14 and 22).
- Short duration interventions at district and provincial level such as trainings on the role of women in peace and security do not provide sufficient opportunities to systematically transform social norms and cultural institutions that often undermine women's political participation, economic empowerment and gender equality. Future programmes should consider including long term strategies that can continually respond to gender transformation demands (this lesson is associated with finding 23).

## Best practices

- Partnerships with civil society organizations, with a good track record of community work, that are deeply rooted in targeted districts and adoption of the Village Savings and Loan Association (VSLA) model have been instrumental to reach a large number of beneficiaries in a cost-effective and sustainable way. Local CSOs have a deep understanding of community dynamics and closer relationships with beneficiaries. The savings groups are self-managed and self-profiting groups. This methodology allows group members to issue loans with interest rates significantly lower than that of the commercial banks average.
- Training programmes on Women, Peace and Security developed by two major public universities, UJC and UEM, which have the potential to reach large numbers of higher education students, government officers and civil society representatives. These programmes will sustain the country capacity and feed national debates on this agenda.
- Development, in an inclusive manner, of models of decent housing for women and girls in humanitarian settings in Mozambique. It contributed to the overall livelihood security of the IDPs and host communities, as they have acquired a skill set in high demand therefore allowing them to seek formal employment or self-employment in the construction sector. Furthermore, these hand-on trainings in housing construction have served to challenge gender norms and cultural practices around construction of houses.
- Stronger coordination with local and international partners, national authorities and donors ensured that early stages of the project were highly successful in adapting to changes. With the change in government representatives and priorities, local academic institutions (UJC and UEM) have become a key mechanism to ensure that relationships are rebuilt and capacity/dissemination of the NAP 1325 is continued.
- The Solidarity Camps have been an extremely useful way of bringing together organizations that have been traditionally excluded, highlight the reasons for exclusion and allow them to join forces to fight these limitations. In-depth evaluations have also revealed that they are also extremely cost-effective.

## Recommendations

	Recommendations	Corresponding findings	Notes	Stakeholders to be involved	Priority level	Suggested Timeframe
1	Identify, through research and knowledge production activities, traditional norms and potential opposing forces that may limit the recognition of women's role in prevention, mediation and resolution of conflicts.	Finding 23	This assessment could help to plan contextualized actions to systematically address those norms and accelerate the WPS agenda at district level.	UN Women Academic institutions	High	Short term
2	Plan and implement continued interventions at district level to transform gender power relations and address cultural institutions to women's participation in peace and security.	Finding 23	Consistent interventions have the potential to deeply transform cultural barriers to women's engagement in peace and security. Activities could include, for example, long term school and community based discussions, trainings and debates on gender equality in the savings groups.	UN Women NGO partners	High	Medium term
3	Strengthen monitoring of the assistance provided to women and girls as part of their economic recovery to assure quality standards and accountability to beneficiaries.	Finding 12	Cross learning workshops among districts could be included as one of the key activities to share lessons.	UN Women MGCAS	High	Short term

4	Include the participation of MGCAS and DPGCAS in the planning and monitoring of activities at district level,	Findings 13 and 18	Taking advantage of the same opportunities to promote exchanges of experiences and learn by doing among the targeted districts in each province.	UN Women MGCAS	Medium	Short term
5	Support implementation of district and provincial plans from DPGCAS, MINT and MDN including strengthening of WPS units at this levels.	Findings 13 and 19	Technically and financially, where possible, to keep the momentum created by the NAP and consolidate the capacities that are already developed as well as the favourable environment for women's engagement in peace and security at community level.	UN Women MGCAS MINT MDN	Medium	Medium term
6	Ensure that participation in national and international WPS training programs is associated with clear post-training follow-up plans at the institutions where participants come from.	Finding 10	This will help to secure that investments made in training of participants effectively contribute to institutional changes.	UN Women Academic institutions	Medium	Medium term
7	Document and share good practices in providing services to survivors of violence from a multi- sectoral approach.	Findings 2 and 8	With the aim of promoting their replication by different	UN Women MGCAS MINT Ministry of Health	Medium	Medium term

			districts with similar realities.			
<b>8</b>	Document the cases of women who entered the labour market and successfully started new businesses.	Finding 12 and 19	Sharing of the challenges, lessons and strategies used by some women to access and manage opportunities might be an important encouragement for other women with similar struggles.	UN Women UEM-CECAGE		Short term
<b>9</b>	Provide close support for planning and implementation of strategic interventions to CSOs working on Peace and Security in Cabo Delgado, led by PROMURA.	Finding 20	To address gender based root causes of the conflict in Northern Mozambique, strengthen mitigation and accountability to women's rights abuses during the conflict and increase women's participation in the conflict transformation.	UN Women PROMURA Network of CSOs working on Peace and Security in Cabo Delgado		Short, medium and long term
<b>10</b>	Develop monitoring and evaluation systems for the UJC, UEM and MDN trainings on WPS	Findings 13, 16 and 20	Include databases of alumni and tools to monitor training effectiveness.	UN Women UJC UEM MDN	Medium	Short and medium term
<b>11</b>	Consider replicating the engagement of women in situations of vulnerability in	Findings 12 and 19	To expand and popularize the model,	UN Women UN Habitat	Medium	Medium term

	the construction of safe and inclusive houses to other districts within Cabo Delgado but also other provinces.		reaching many more groups specially internally displaced women and victims of natural disasters	DPGCAS		
<b>12</b>	Consider providing support to more solidarity camps	Findings 2 and 9	To keep amplifying the voices of marginalized women	UN Women Civil Society partner s	Medium	Medium term
<b>13</b>	Develop a sustainability plan in close collaboration with the project stakeholders	Finding 19	To ensure continuity of achieved results	UN Women MGCAS Project advisory group Civil society partners	High	Short term

## Introduction

This report presents the findings of the project “*Promoting Women and Girl’s effective participation in peace, security and recovery in Mozambique*” implemented by UN Women between April 2017 and March 2022 in 14 districts of 7 provinces; Chibuto and Chigubo (Gaza province), Funhalouro, Panda and Mabote (Inhambane province), Gorongosa, Dondo, Machanga, Chibabava (Sofala), Vanduzi (Manica), Moatize (Tete), Nicoadala (Zambezia), Ancuabe, Montepuez (Cabo Delgado). This document is the result of process that included: a series of meetings with the project management team, key stakeholders namely representatives of women organizations, government institutions, beneficiaries of the project, implementing partners and donors; review of project documentation as well as of third parties relevant literature; presentation of the draft methodology and report to the evaluation reference group and incorporation of comments received both from the UN Women management team and the evaluation reference group members

Therefore, this document aims to report what was evaluated, how, and with whom, providing a broader discussion on and presentation of: the context in which the project has been implemented, and how it has changed since project’s inception; stakeholders’ analysis; evaluation approach, methodology adopted; data collection procedures and sources.

A prior rapid evaluability assessment was conducted to determine the feasibility of the evaluation based on: clarity of the theory of change, existence and availability of relevant information and documentation, conduciveness of the context for carrying out the evaluation, including the degree of stakeholders’ involvement.

## UN Women work on Women, Peace and Security in Mozambique

The work of UN Women on Women, Peace and Security (WPS) is governed by a series of commitments on the rights of women. These include Resolution 1325 of the United Nations Security Council (Res 1325)<sup>1</sup> and nine successive resolutions- 1820, 1888, 1889, 1960, 2106, 2122, 2242, 2467 and 2493 as well as the Beijing Platform for Action (BPFA) and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the CEDAW General Recommendation No. 30 on conflict prevention, conflict and post-conflict situations.

In Mozambique, the UN Women Country Office has been working in the area of WPS since 2010, advocating for the implementation of the United Nations Resolutions on Women, Peace and Security. The national approach to the implementation of Res 1325 in Mozambique has been evolving over the years. The National Plan for the Advancement of Women 2010-2014 made a general reference to WPS, with an outwards looking perspective: “*Integration of more*

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<sup>1</sup> The Security Council adopted resolution (S/RES/1325) resolution (S/RES/1325) resolution (S/RES/1325) on women and peace and security on 31 October 2000. The resolution reaffirms the important role of women in the prevention and resolution of conflicts, peace negotiations, peace-building, peacekeeping, humanitarian response and in post-conflict reconstruction and stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security.

*women in peacekeeping missions, mediation and cooperation*". The National Plan for the Advancement of Women 2015-2020, supported by UN Women, expanded the scope of intervention of Res 1325 and considered *"Women's participation in internal processes of mediation and conflict resolution"*. At the same time, the Government of Mozambique, through MGCAS and with the technical support of UN Women, formulated the National Plan on Women, Peace and Security (2018-2022) (NAP 1325) for the implementation of Res 1325.

Based on international experiences, the NAP pursues the following objectives:

- (i) Create a favourable environment for the implementation of the legislation on women, peace and security;
- (ii) Integrate a gender perspective in all actions and strategies on conflict prevention and management ;
- (iii) Guarantee the participation of women in decision making structures in peace and security processes;
- (iv) Promote mechanisms to secure increased recruitment , retention and promotion of women in defence and security, and justice bodies;
- (v) Reinforce the fight against all forms of violence against women and girls in armed and non-armed conflict contexts;
- (vi) Expand efforts for the security, physical and mental health and dignity of women and girls; and
- (vii) Secure the rights of women and girls in conflict and post-conflict situations.

This approach responds to the strong perception that in Mozambique, as in any part of the world, conflicts exacerbate violence against women and girls and their insecurity, destroy their means of survival, undermine prospects for socioeconomic empowerment and reinforce the exclusion of women in decision-making processes due to their low representation in formal political and conflict resolution platforms.

## **Program description**

As a form of supporting the operationalization of the NAP 1325, UN Women in partnership with MGCAS and support of the Governments of Iceland and the Kingdom of Norway, has designed and implemented a project denominated: "Promoting Women and Girl's effective participation in peace, security and recovery in Mozambique". With a total budget of \$4,503 021, the project started in April 2017 and was completed in March 2022.

The overall objective of the project was to ensure that peace, security and recovery processes contribute to gender equality and the empowerment of women and girls in Mozambique. The project was designed to support women's full and equal representation and participation at all levels of peace processes and security efforts in Mozambique. It intended to enhance women's engagement in the promotion of sustainable peace, while translating the Women, Peace and Security Agenda and the National Action Plan on Women, Peace and Security (2018-2022) (NAP) from policy to practice and working to build capacities and increasing opportunities for women at the local, provincial and national levels.

## Theory of change

The project was guided by the following theory of change: 1) if a facilitating environment is created for the implementation of WPS commitments, 2) if women participate in decision-making processes on prevention, management and conflict resolution in an effective way, and 3) if the protection, physical and mental health and economic security of women and girls is guaranteed, their human rights respected and their specific needs in the process of peacebuilding and recovery fulfilled. Then, societies will be more peaceful and fairer, because evidence shows that women are the driving forces of peace and security and inclusive societies are more likely to be stable. Furthermore, post-conflict scenarios are opportunities to link to the root causes of gender inequality barriers.

The expected results of the project are the following:

**Outcome 1.** Women and girls' safety, physical and mental health and security are enhanced, and their human rights protected.

**Output 1.1:** Women and girls affected by violence have access to comprehensive services to redress – including appropriate protection, health and psychosocial and legal services in resettlement, returning areas and in disaster affected areas.

**Outcome 2:** The socio-economic recovery of women and girls is increased in the post conflict setting.

**Output 2.1:** Women and girls have increased access to economic opportunities in the context of recovery from conflict and cyclone IDAI.

**Outcome 3:** The enabling environment for sustainable implementation of WPS commitments is strengthened.

**Output 3.1:** Women and girls' capacity to participate meaningfully in conflict prevention/resolution strengthened.

**Output 3.2:** Capacity of the Ministry of Gender to coordinate and monitor implementation of NAP and fulfil UN reporting requirements strengthened.

**Output 3.3:** National capacity to implement and generate knowledge on WPS enhanced.

## Program implementation arrangements

The programme was implemented by the UN Women Country Office in partnership with the Ministry of Gender, Children and Social Action, four local non-governmental organizations, two universities and one UN Agency. The project was implemented at both

national and district levels. At national level, major interventions were related to advocacy and capacity support to MGCAS, MINT and MDN.

At district level, the interventions reached the aforementioned districts in Gaza, Inhambane, Sofala, Tete, Manica, and Cabo Delgado provinces. In Cabo Delgado, implementation was moved from Palma and Mocimboa da Praia to Ancuabe and Montepuez due to escalation of violence in those districts. District interventions included economic empowerment, capacity building and capacity mobilization. Economic empowerment was targeted at vulnerable adult and young women specially victims of the 16 years ‘war, internally displaced women and victims of Idai and Kenneth cyclones that recently occurred in Mozambique. The table below highlights stakeholders involved in implementation and their main roles.

Table 1: stakeholders involved in the project implementation

Stakeholder	Role in the project
<b><i>UN Agencies</i></b>	
UN Women	Programme formulation, Management/Monitoring and Learning, technical support to MGCAS, advocacy, partnership building and resources mobilization.
UN Habitat	Coordinated capacity developed of internally displaced women for the construction of safe, inclusive and resilient houses.
<b><i>Government ministries</i></b>	
Ministry of Gender, Children and Social Action	Coordinate, monitor implementation of the NAP 1325 and fulfil United Nations reporting requirements. Lead the coordination and monitoring of NAP 1325 initiatives being implemented by different actors in the country.
Ministry of Interior	Coordinate, monitor implementation of the NAP 1325 focused in Police.
Ministry of Defence	Coordinate, monitor implementation of the NAP 1325 focused in Defence.
<b><i>Implementing partners and grant recipients</i></b>	
ADEL Sofala, AENA, LIVANINGO, NAFEZA	Implementation and reporting of Women’s economic empowerment activities focused at district level.
Joaquim Chissano Univeristy (UJC)	UJC Implemented debates and reflections on contemporary issues relating to the WPS Agenda, including on growing violent extremism and terrorism in Mozambique. Supported capacity building of personnel from Government, CSOs and women-led organizations, academic institutions,



private sector and media through short-term in-depth trainings on WPS.

Eduardo Mondlane University (UEM) UEM (CeCAGE) conducted a situational analysis on WPS, produced evidence and support capacity building on WPS related issues at national level.

Source: evaluation data

## Context

In Mozambique, the institutional and legal frameworks promoting gender equality and the rights of women and girls have advanced significantly since the first democratic elections held in 1994. Parts 2 and 3 of the Constitution lay out the fundamental rights, duties and freedoms of all Mozambicans and Article 66 prohibits discrimination based on colour, race, sex, ethnic origin, place of birth, religion, educational level, social position, the legal status of their parents, or their profession. Article 36 specifically addresses gender equality between men and women, recognizing and encouraging the participation of women in the political, economic, social and cultural activities of the country (Constitution Act, 2004). The country has ratified all the relevant international conventions protecting and promoting women's and girls' rights<sup>2</sup> and, after the latest elections, has more than 40% women members of Parliament.<sup>3</sup> Relevant legislation and policies promoting and protecting women's rights are in place, including the Family Law (2004), the National Plan for Preventing and Combating Gender-Based Violence 2018-2021; the Law on Domestic Violence Against Women (Law 29/2009); the Multi-sectoral Mechanism for Integrated Assistance to Women Victims of Violence (MMAIMVV, 2012), the Gender Inclusion Strategy of the Health Sector (2018-2023), the Gender Policy and the Strategy for Implementation (2018), the Law to Prevent and Combat Child Marriages (2019). During the time when the evaluation was carried out, Mozambique became the third African country with gender parity in the government and achieved a historical milestone for its election to the UN Security Council.

The *2018 Gender Policy and Strategy for Implementation*<sup>4</sup> identifies a list of gender mainstreaming objectives that cuts across sectors (such as education, health, employment, access to and use of natural resources, political participation), and includes a specific objective aimed to “*develop actions that ensure equal participation of women and men in prevention, conflict mediation and peace building*”. To realize these objectives, the implementation strategy defines a series of “*intervention axes*”, among which is “*conflict mediation and peace consolidation*” with its related activities:

- To guarantee the inclusion, access and permanence of women in the defence and security forces equal opportunities in career progression and in higher ranks
- Include women in peace and conflict resolution processes;
- To ensure that the needs of women combatants and civilians are protected and addressed during and after armed conflict;
- To ensure access to justice for women and girls who are victims of armed conflict and criminal accountability of perpetrators, with a view to ending impunity;

<sup>2</sup> [https://tbinternet.ohchr.org/\\_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=118&Lang=EN](https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=118&Lang=EN)

<sup>3</sup> [https://data.ipu.org/content/mozambique?chamber\\_id=13469](https://data.ipu.org/content/mozambique?chamber_id=13469)

<sup>4</sup> <http://forumulher.org.mz/wp-content/uploads/2018/09/POLITICA-DE-GENERO-e-Estrategia-Implementacao-APROVADA-CM-11.09.2018000.pdf>

- To encourage conflict prevention and promotion measures and programmes that adopt a gender perspective, including non-violence education for men and boys at different levels and sectors; and
- To encourage the inclusion of women in conflict prevention and mediation.

The recognition of the rights of women and girls within an armed conflict and the importance of including them in conflict prevention and resolution, while ensuring the adoption of a gender perspective in peace and security has been further reinforced by the approval of the NAP 1325, that was developed with the support of UN Women, as discussed in the above section. In order to fully understand the relevance of the UN Women project within the Mozambican context, it is critical to stress that the preparation of NAP 1325 took place at a critical juncture in Mozambique, in a highly sensitive political, economic and humanitarian situation. In fact, the political-military tensions in Central Mozambique threatened the precarious safety and rights of women and girls, that were further exacerbated by other factors such as macroeconomic instability, the effects of drought and floods and the emergence of conflicts resulting from the exploitation of natural resources.

These political-military tensions can be linked to how the Peace Process unfolded in the country since the signature of the Peace Agreement in 1992, that brought important achievements such as multi-party elections, the adoption of a new Constitution in 1994 and the demobilisation process. Nevertheless, the Peace Agreement full implementation faced several challenges, including an unequal distribution of power, lack of follow-up of the implementation and absence of immediate gains for RENAMO's ex-fighters and the entire population, leading to social and economic exclusion and eventually to a resurgence of the conflict in 2012, that particularly affected the Central Provinces of the country. An indefinite cease-fire was announced in December 2016, and a partial constitutional reform was unanimously adopted by Parliament in early June 2017.<sup>5</sup> In October 2017, negotiations between Frelimo and RENAMO started and on the 6th of August 2019, the Mozambican President and Chairperson of the Frelimo Party, Felipe Nyusi and the new RENAMO Leader, Ossufo Momade, signed the National Accord for Peace and Reconciliation.<sup>6</sup> However, notwithstanding the steps taken towards enhancing the decentralisation process in the country, the 2019 Peace Accord did not result in the end of violent incidents in the Central Provinces, with the *Junta Militar*, a RENAMO splinter group, continued to carry out sporadic attacks in the Central Provinces at least until 2021.

When the negotiations between Frelimo and RENAMO were ongoing to put an end to the conflict in Central Mozambique, an increasingly violent conflict started to erupt in Cabo Delgado, with attacks on local communities carried out by non-state armed groups (NSAGs)

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<sup>5</sup> The UN Women project was drafted in this period, and formally released in October 2017.

<sup>6</sup> <https://maputoaccord.org/en/resources/>

and subsequent military interventions that caused widespread violence against civilians as well as destruction of homes, schools, health centres, and government offices. More than 784,000 people are estimated to be internally displaced in Mozambique due to the conflict in Cabo Delgado by February 2022 according to IOM's Displacement Tracking Matrix (DTM) Baseline Assessment Round 15.<sup>7</sup> Children account for 59 per cent of displaced people, while more than half (52 per cent) of displaced people are women and girls.<sup>8</sup>

The way in which the conflict in Cabo Delgado has evolved is clearly reflected in the WPS project yearly reports: while the project document only briefly mentioned *“the re-emergence of cultural and religious extremities throughout the world (including the northern provinces of Mozambique) and [...] the pervasive impact of mining and gas exploration in the province of Cabo Delgado,”* the first project report (covering implementation until June 2018) highlighted *“the recent rise and expansion of armed violence in Cabo Delgado”*. The second project report mentions *“[continuing] armed violence in Cabo Delgado, affecting the security especially of women and girls, and [undermining] their opportunities to engage in economic activities; with the third report, covering activities until June 2020, highlights how the escalation in violence in Cabo Delgado and the deterioration of the humanitarian situation created “significant challenges to reach and support vulnerable women and girls in conflict affected districts”*.

As highlighted in a recent study carried out by the London School of Hygiene and Tropical Medicine,<sup>9</sup> *“the conflict in Cabo Delgado has had a devastating impact, especially for women and girls who are experiencing ongoing and new forms of gender-based violence (GBV). The crisis has compounded multiple forms of GBV including intimate partner violence, physical and sexual violence, abduction, sexual trafficking, sexual exploitation and abuse, early and forced marriage, and economic violence. Existing support structures and prevention measures have been widely compromised by conflict and displacement, leaving the urgent needs of GBV survivors overwhelming unaddressed.”*

Compared to the country context described in the project document, two other phenomena have to be taken into account in the evaluation of the WPS project: the increased occurrence of climate-related hazards and natural disasters and the COVID-19 pandemic, and how these impact on women's and girls' rights and livelihoods.

With regards to the former, Mozambique is one of Africa's most vulnerable countries to climate change.<sup>10</sup> Climate-related hazards such as droughts, floods and cyclones are occurring with

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<sup>7</sup> <https://dtm.iom.int/mozambique>

<sup>8</sup> Source: Humanitarian Needs Overview 2022.

<sup>9</sup> D'Odorico G, Hossain M, Jamal E, Scarpassa do Prado D, Roberts C, Palmer J (2021). The gender-based violence (GBV) situation and response in Cabo Delgado, Mozambique: A rapid assessment. UK: London School of Hygiene & Tropical Medicine. Mozambique: United Nations Refugee Agency.

<sup>10</sup>

<https://climateknowledgeportal.worldbank.org/country/mozambique/vulnerability>

and

<https://thinkhazard.org/en/report/170-mozambique>

increasing frequency, with a devastating impact on the population resulting from the combination of the effects of these event and chronic poverty, inadequate basic services and household's reliance on subsistence agriculture that further exacerbate existing inequalities. In 2017, when the UN Women project started, the Southern part of the country was suffering from the effects of El Niño, that resulted in severe food insecurity related to drought and subsequent crops failure. In March 2019, Cyclone Idai killed at least 603 people in Central Mozambique. Combined with cyclone Kenneth, that hit the Northern Province of Cabo Delgado a few weeks later, they injured nearly 1,700 people; damaged or destroyed more than 277,700 homes; fully or partially destroyed more than 4,200 classrooms; devastated around 85% of agricultural production in a country where agriculture provides subsistence for 94% of the poor (Mozambique Humanitarian Response Plan 2019).

At the beginning of 2020, the spread of COVID-19 pandemic, and the measures taken to prevent it, were expected to deepen pre-existing inequalities, across every sphere. The UN Secretary General<sup>11</sup> expressed concern that the socio-economic impact of COVID-19 could be felt especially by women and girls who are generally earning less, saving less, and holding insecure jobs or being more affected by multidimensional poverty; access to health could be negatively affected, and restricted movement and social isolation measures might increase gender-based violence and limit social services capacity to deliver assistance to women's victims of violence, as well as of women seeking for help.

A thorough understanding of these events, and of how inequalities can become drivers of conflict in fragile contexts is extremely relevant for this evaluation. The exacerbation of the conflict in Cabo Delgado, extreme climate events, and the COVID-19 pandemic, as highlighted in the UN Women annual reports, have created some setbacks for the project (i.e. the limitations caused by the COVID-19 pandemic in organizing events). Contextualizing the evaluation within this broader picture is important as it will allow to highlight how the good practices and lessons learned during the WPS project implementation can guide future interventions aimed at gender-responsive conflict prevention, post-crisis recovery and peacebuilding in settings affected by multiple vulnerabilities.

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<sup>11</sup> <https://www.unwomen.org/en/digital-library/publications/2020/04/policy-brief-the-impact-of-covid-19-on-women>

## Methodology

### Purpose and scope of the evaluation

The scope of this final evaluation relates to the delivery and achievement of the project Theory of Change and Results Framework indicators. The final evaluation took place after the end of the project between June and November 2022. It was commissioned by UN Women to assess the design, implementation, management, and outcomes of the WPS project in order to identify lessons learned and good practices that can guide the design and improve future initiatives managed by the UN Women Mozambique Country Office. In this perspective, the evaluation will be used for accountability, learning and decision-making purposes, as well as to ensure that future planning of UN Women Mozambique action in the country is aligned to the current WPS context.

The primary target audience of the evaluation is the UN Women project management, the Mozambique country office and regional management; the donors of the project; UN Women's partners (including the national government and the provincial governments) in the project; as well as women and other vulnerable groups. As the primary audience, the duty bearers and rights holders of the UN Women project were directly involved in all stages of the evaluation. The secondary target audience are other relevant stakeholders, which include other donors interested in UN Women's portfolio; UN Women partners in non-WPS interventions; national and international stakeholders engaged in the promotion of WPS agenda.

### Objectives

The overall objectives of this evaluation are to:

- Analyse how human rights approach and gender equality principles are integrated in the interventions;
- Assess coherence (internal and external) of the project on how well the intervention fit and its compatibility with others in the Country Office and Country in general;
- Assess the relevance of the project at national level including alignment with international agreements and conventions on WPS and other gender equality and women's empowerment;
- Assess the effectiveness in achieving expected results, including the effectiveness of programming strategies in implementing global commitments within national priorities, with a special focus on innovative, scalable and replicable interventions. The evaluation also investigated the contextual factors that are enabling or restricting the achievement of results;

- Assess the organizational efficiency of the project, in terms of financial management and human resource investments;
- Assess the potential sustainability of the interventions in achieving gender equality and women's empowerment in the context of WPS;
- Assess the functioning and effectiveness of the Monitoring, Evaluation and Knowledge Management system, identifying and validating lessons learned, good practices and examples of innovation; and
- Provide actionable recommendations with respect to improving the project and similar programmes in the future.

## **Evaluation criteria and key questions**

The evaluation Terms of Reference (ToR) proposed that the evaluation is carried out on the basis of five evaluation criteria established by the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD/DAC): relevance, coherence, effectiveness, efficiency and sustainability, as well as a specific criterion on human rights and gender equality.

These criteria have been structured in twenty two key evaluation questions (KEQ), that are included in the Evaluation Matrix. The Evaluation matrix is the guiding evaluation tool including: the definition of each KEQs against OECD/DAC evaluation criteria they are meant to respond to specific sub questions to guide data collection against each KEQ; the relevant indicators and stakeholders that can help analysing/responding to the question as per the stakeholder mapping; the relevant data collection method to be adopted; and assumptions expected in terms of data collection and analysis.

In addition, the main guiding questions for the OECD-DAC criteria were complemented by specific sub questions from the UN Women Independent Evaluation Office (IEO) as related to each of the six key evaluation criteria as follows:

- a. Is the intervention aligned with international agreements and conventions on gender equality and women's empowerment?
- b. Is the intervention effective and efficient in progressing towards the achievement of gender equality and women's empowerment results as defined in the theory of change?
- c. Is the intervention achieving sustained gender equality and women's empowerment?
- d. How human rights approach and gender equality principles are integrated in implementation
- e. Is the intervention based on human rights principles

## Indicators for measuring results

Two sets of indicators were used to measure results: (i) the set of indicators as per the project logical framework, presented in the table below, and (ii) the set of indicators specifically related to the evaluation questions designed by UN Women in the ToR that can be found in the evaluation matrix.

Table 2: project indicators for measuring results

<i>Output</i>	<i>Indicator</i>	<i>Baseline</i>	<i>Target</i>
1.1	Number of people who increase their skills and knowledge in assisting victims of violence in line with the multi-sectoral integrated services mechanism	0	200
2.1	Number of women and girls in need who benefited from support to access to economic opportunities	0	8000
3.1	Number of women trained to engage in conflict prevention/resolution at community level	0	130
3.2	Number of sectors which implement NAP related actions Baseline	0	2
3.3	Number of government officials directly engaged in a WPS course in an academic institution	0	10

Source: evaluation data

## Data collection and analysis

The evaluation employed a mixed methods, participatory and gender responsive approach to data collection and analysis. It largely employed qualitative methods of data collection (and analysis) as follows:

**Documentary review:** to develop a deeper understanding of the project and assess it, relevant documents were studied mainly at the inception phase (see Annex 1). These included UN Women strategy documents and policies; national guiding policies, particularly the National Action Plan on Women, Peace and Security (2018-2022); project design and evidence-based documents including project document and scoping studies; mid-term review and annexes; programme implementation plans, evidence of project delivery and financial reports; partners' reports; MGCAS reports; and knowledge products produced during the project implementation.

**Key Informant (in-depth) Interviews (KIIs):**<sup>12</sup> with project team, donors, women's rights leaders, research institutions and government representatives at central, provincial and district level. The aim was to understand the perception of these actors in relation to the project and recommendations.

**Key Informant (semi-structured) Interviews (KIIs):** with direct beneficiaries, the project implementing partners, civil society representatives, community leaders, stakeholders in the field of gender equality, peace and security. The aim was to capture the individual perceptions, experiences with, points of view about the project as well as to assess future areas of intervention based on needs.

**Group Interviews (GIs) and FGDs:** with direct beneficiaries, the project implementing partners, institutional stakeholders, community leaders at provincial and district level. Including the collection / verification of quantifiable information on specific project results. The aim was to promote discussions on individual points of view, assess collective perceptions and cross check ideas, experiences and feelings about the project and develop recommendations.

**Case study documentation:** individual stories were identified either during FGDs or through KIIs and further documented. The aim was to collect more detailed information about stories that strongly represent the evaluation trends.

**Direct observations:** in all sites where the field work was conducted in order to verify the current realities of beneficiaries, reported facts, contextual issues, evidence of the main evaluation findings and contrast information.

In line with the above data collection methods, the following approaches were taken to data analysis:

- I. Content and discourse analysis i.e. identifying, categorizing and assessing trends, patterns of ideas and the way they are expressed among informants against the evaluation criteria, including the IES specific questions on gender equality and human rights;
- II. Examining to what extent the project commitments were reflected throughout the intervention at country, provincial and district level;
- III. Comparing data obtained during field work with existing information i.e. monitoring reports, implementing partners reports and mid-term evaluation;

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<sup>12</sup>Based on a detailed stakeholder mapping exercise (using the stakeholder analysis template), further stakeholders from relevant fields of research, civil society, government, international organization were also mapped and interviewed as key-informants. KIIs were realized in order to specifically assess (i) the relevance of the initiative, (ii) its sustainability in the framework of similar ongoing interventions, and (iii) to provide actionable recommendations for follow up.

- IV. Interpretation of data in light of the Mozambican political, economic and social context;
- V. Comparing data obtained from the different methods to identify differences and similarities.

The gender-responsive design, implementation and validation of this evaluation was carried out in collaboration with stakeholders and the project team. In a first stage, several consultations were held with the project team followed by meetings to discuss, consolidate and approve the inception report by the project reference group (see the composition of the group in annex). When preparing the evaluation matrix, specific issues on gender and human rights were included, which were also reflected in the data collection instruments (included in annex). During data collection, data disaggregated by sex or representing perceptions of different marginalized groups was gathered.

During fieldwork, efforts were made to cover as many stakeholders as possible identified during the inception phase. To minimize the occurrence of incidents associated with cultural and political sensitivities, all interviews especially those with direct beneficiaries (adult and young women) were scheduled in close collaboration with the project team and implementing partners. Separate interviews were also conducted between men and women, as well as ensuring that spaces for conducting interviews offered conditions of security and privacy for free expression. In a second step, the evaluation report was submitted for approval, presented and discussed with the project reference group.

## Sampling and stakeholders participation

The primary data collection was conducted in 6 provinces and in 11 districts as shown in the following table:

*Table 3: Primary data collection locations*

<b>Province</b>	<b>Provincial capital</b>	<b>Targeted District</b>
Gaza	Xai-Xai	Chibuto, Chigubo
Inhambane	Inhambane	Mabote, Funhalouro, Panda
Sofala	Beira	Dondo, Chibabava
Tete	Tete	Moatize
Cabo Delgado	Pemba	Montepuez, Ancuabe

Source: evaluation data

The evaluation emphasized the principle of inclusiveness and active participation of all stakeholders specially women and marginalized communities. These groups were strongly encouraged to share their individual experiences and assessments of the project including recommendations for future action. They were identified through the implementing partners (Livanningo, AENA, Adel Sofala, Kubecera, UN Habitat) operating in the different communities covered by the project and local leaders. In 2019, CECAGE and UN Women conducted an exploratory study on the effective participation of women and girls in peace, security and economic recovery processes in Mozambique, which covered those districts severely affected by conflicts such as: Moatize, Vanduzi, Gorongosa, Machanga, Morrumbala, Chigubo, Chibuto, Funhalouro, Panda and Montepuez. This study also served as a basis for identifying women and marginalized communities, as one of its objectives was also to map and consult these groups and communities.

Both a purposeful and random sampling method were used in this evaluation. The purposeful sampling was important to make sure that all stakeholders who played a key role in the project implementation were included in the evaluation. It was applied by mapping and interviewing representatives of the main project partners from the government (central, provincial and district level), civil society, donors and universities. Therefore, priority was given to partners who provided support to the project, implemented project activities or directly benefited from project interventions. Additionally, key players on women, peace and security issues were also interviewed. The random selection of informants took place at level of direct beneficiaries

throughout the covered districts. It was applied through lottery sampling. Table 4. Illustrates the stakeholder mapping that provided a base for the sampling. The following categories were considered:

*Random sampling:*

- a) Women and girls benefiting from training, services, awareness and economic opportunities offered in output 1 and 2 of the project.
- b) women trained to engage in conflict prevention/resolution at community and national levels (output. 3.1)
- c) Men who took part in project trainings, campaigns and awareness activities

*Purposeful sampling*

- a) Government representatives at central, provincial and district levels (relevant to all outputs
- b) Representatives of academia, police and military forces trained under output 3
- c) UN Women Teams, UN partners, donors (Governments of the Kingdom of Norway and Iceland) and any other international stakeholders considered relevant (relevant to all outputs);
- d) Academic institutions and local civil society organisations/partners that have delivered or are delivering activities on any of the three outputs.
- e) Project stakeholders, including partner institutions, implementing partners, beneficiary organisations.

The evaluation interviewed a total number of 273 people<sup>13</sup>, 88% women and 12% men, out of the 395 to 466 people that were expected to be interviewed in the original sample. The reason behind this difference was the unavailability of women users of CAI safe spaces (as discussed with SDMAS in each district), absence of organizations opposing the project and the limitations referred to in the next section of this report. Table 4 shows the study participants from each category of stakeholders.

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<sup>13</sup> A full list of the evaluation participants was shared with the project team and reference group

Table 4: Study participants per stakeholder category

Level	Stakeholder	Tools	Target	Total reached #	Location/Site
National	Representatives of MGCAS	KII - face to face interview	3 persons per government agency at least	3	Maputo
	Representatives of MINT				Maputo
	Representatives of MDN/Defence officials				Maputo
National	UN Women	GI - remote	Evaluation management team from the Maputo office	4	Maputo
National	Representatives from Friedrich Ebert Foundation (FES), Foundation for Community Development (FDC), Human Rights and Development Association (DHD), Council of Religions of Mozambique (COREM), Women, Law and Development Association (Muleide), Institute for the Promotion of Peace in Mozambique (ProPaz)	KII and GI	At least 1 person per organization	5	Maputo
National	National Civil Society Platform on Women, Peace and Security	GI	At least 3	4	Maputo, Tete, Cabo Delgado and Sofala
National	Men for women engaged on the promotion of the active participation of women in conflict resolution and peace building and consolidation	FGD	2 FGD	8	Maputo
National	Humanitarian partners from the protection cluster	GI	At least 5	2	Maputo and Cabo Delgado
National	Embassies of Norway and Iceland	KII -	At least 1 person per embassy,	3	Maputo/Remote
National	UN University Gender Equality Studies and Training Programme (UN-GEST)	KII / GI -	At least 1 person per organisation, ideally 2	4	Maputo/remote
	Eduardo Mondlane University (UEM)				
	Joaquim Chissano University (UJC)				
National	Beneficiaries of training courses provided by UJC	FGD with (a) women's CSOs; (b) women from the military	5 persons per focus group	12	Maputo/Remote

Provincia 1	DPGCAS	KII or GI in presence in 5 Provincial capitals and online interviews with	1 to 2 persons in each location.	7	Xai-Xai, Inhambane, Beira, Tete and Pemba; remote in Manica and Zambezia
	WPS Focal Point				
Provincia 1	Provincial police department of family and children	GI -	2 persons per organization	6	Sofala / in presence
	Army representatives at provincial level				Cabo Delgado / in presence
Provincia 1	Sofala Association of Women Sharing Ideas (GMPIS)	GI -	2 persons per organization	7	Tete / in presence
	PROMURA				
	Follow Your Path (LeMusica)				
	Nucleus of Women's Association of Tete (NAFETE)				
	Nucleus of Feminist Associations of Zambezia (NAFEZA)*				
Provincia 1	ADEL	GI -	2 persons per organization	7	Sofala, in presence
	AENA				Tete and Inhambane, in presence
	Livaningo				Gaza, in presence
	NAFEZA (see above)				Tete, in presence
	UN-Habitat				Cabo Delgado
District	District Services of Health, Women and Social Action	KII	1 to 2 persons in each location,	8	Chibuto, Chigubo (Gaza); Mabote, Funhalouro, Panda (Inhambane); Dondo, Chibabava (Sofala); Moatize (Tete); Montepuez, Ancuabe (Cabo Delgado)
District	District Police Department for Victims of Violence				
District	Women users of CAI Safe spaces and referral services	FGD In presence in 9 Districts	8 to 10 persons per FGD	0	
District	Women beneficiaries supported in financial literacy, small businesses management, vocational training, and income generation activities	FGD In presence in 8 Districts	8 to 10 persons per FGD	151	Chibuto, Chigubo (Gaza); Mabote, Funhalouro, Panda (Inhambane); Dondo, Chibabava (Sofala); Moatize (Tete)

District	Women beneficiaries of training in conflict prevention, mediation and resolution	FGD In presence in 10 Districts	8 to 10 persons per FGD	18	Dondo, Chibabava (Sofala); Moatize (Tete); Montepuez, Pemba (Cabo Delgado)
District	Women users of CAI, beneficiaries of income generating activities, training in conflict prevention	KII / case study / personal history	At least 2 per District	0	
District	Women targeted by resilient housing component	FGD	10 persons	16	Ancuabe (Cabo Delgado)
District	Other local and district-level CSOs and NGOs that received training provided by the project	GI / KII	At least 1 organizations per District, 2 persons per organization	6	Chibuto, Chigubo Inhambane (Inhambane); Beira (Sofala); Moatize (Tete); Pemba (Cabo Delgado)
District / Province	Representatives of organisations considered by the project as affected or opposed to the project OR that are informed of the project but where not part of any of the activities	KII or GI	At least 5 (2 in presence, 3 in remote)	0	
District	Local leaders in targeted communities / Districts	KII or GI	At least 10, one per District targeted by fieldwork	9	Chibuto, Chigubo (Gaza) Chibabava (Sofala); Montepuez, Ancuabe (Cabo Delgado)
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## Limitations and Challenges

Table 5: limitations, challenges and mitigation strategies

	Limitations and challenges	Mitigation strategy
1	Lack of baseline data against which to compare the project targets	Greater focus in qualitative assessment including on the basis of the programme theory of change.
2	Limited availability of participants considering short stays in the field was a frequent challenge throughout data collection process	To address this challenge, the evaluator made constant follow up calls and request additional support to the UN Women team and implementing partners to send reminders
3	Language of interview considering that the study covered three major regions of Mozambique where at least 7 different local languages are spoken	These challenge were addressed by requesting interpretation from another participants in the case of group discussions, conducting bilingual interviews (some questions in Portuguese and answers in local language) and use of local interpreters.
4	Security concerns in Cabo Delgado	Regular contacts with provincial police authorities, and civil society organizations operating in the area, checking of UN security updates, media reports and work in village centres only.

## Ethical considerations

The study, including the data collection process, was grounded in the ethical research frameworks on protecting human subjects. It adhered to the UNEG Ethical Guidelines for evaluation, the UNEG Code of Conduct for Evaluation and the RESPECT Framework Monitoring and Evaluation Guidance<sup>14</sup> to ensure that the rights of individuals involved in an evaluation are respected. The following aspects were taken into specific consideration during the operationalization of field work especially at community level:

*Informed Consent:* informed consent of the participants in the fullest meaning was central to the evaluation. The participants in the data collection process were clearly communicated that they have the absolute right to refuse to participate or to answer certain questions. The informed consent form emphasized that the decision to participate (or not) did not have any negative consequences. The informed consent forms were in Portuguese and read aloud to all prospective participants. Consenting participants signed the consent form.

*Privacy and Confidentiality:* privacy and confidentiality are critical considerations in the ethical collection of data on individuals. It was ensured the confidentiality of all collected data and anonymity of the participants. Given that a lot of information has been managed online, the consultant ensured to work without personally identifiable data.

*Respect and Justice:* the principle of respect implies valuing humans and their lived realities. It requires recognition that their decisions exist within broader personal, relational, social, cultural, legal and environmental contexts. Participants were invited to talk about what they feel comfortable with. In addition, it was emphasized that those who decide to participate can choose to withdraw from the study at any time or refrain from answering a specific question.

*Benefits to Participants:* during field work it was emphasized that the objective is to generate evidence and knowledge with regards of the WPS project, to inform the donors about the beneficiaries' perception with regards to the project and to provide recommendations to UN Women for potential future initiatives.

*Safety and security:* the evaluation strived to accommodate interview times/locations that ensured women's participation, and best practices and recommendations to prevent COVID-19 transmission were followed. This is in line with UNW Pocket tool for managing evaluation during the COVID-19 pandemic: <https://www.unwomen.org/en/digital-library/publications/2020/05/pocket-tool-for-managingevaluationduring-the-covid-19-pandemic>

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<https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/Library/Publications/2020/RESPECT-implementation-guide-Monitoring-and-evaluation-guidance-en.pdf>

## Findings

This section of the report presents the evaluation findings according to the criteria described in the evaluation matrix: relevance, coherence, effectiveness, efficiency, sustainability, gender equality and human rights principles. Based on the field work and document review the section seeks to address the main evaluation questions and objectives.

### Relevance

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

**Finding 1: most beneficiaries, especially those who received direct support for economic recovery are of the opinion that the project helped them to address their main needs and priorities.**

The project has largely contributed to address the challenges faced by beneficiaries in targeted districts. These challenges, as they told us, consist of difficulties in meeting their basic subsistence needs such as construction and maintenance of their houses, payment of school fees and uniform for their children, buying clothes and household products. In a context where economic opportunities are scarce, most of the beneficiaries are dependent on farming, which, as their reported, is often faced with uncertainty in production levels, in addition to the fact that markets for commercialization are also limited. In most of the project sites, farming has not been a reliable and feasible business for women to secure their subsistence due to a number of factors including low access to agricultural inputs, financial credit and climate change. Women in conflict zones, especially in Cabo Delgado, are also confronted with the risk of sexual violence and kidnapping given than farms tend to be located in areas that are relatively isolated. Therefore, this project implemented by UN Women created important opportunities for beneficiaries to access more resources and improve their socio-economic status.

The project responded to the needs and priorities of women and girls by increasing their access to economic opportunities through vocational training, financial literacy, building business skills, establishment of saving groups, improving conflict resolution and peace building skills, expansion of political space for women's voices to be heard and other learning opportunities. These actions filled gaps that were identified through participatory assessments that informed project planning and implementation in the 14 covered districts and 7 provincial capitals. The assessments documented that women's economic activities in those areas are mostly focused on agriculture, livestock, fish-farming, small businesses, selling of food, beverages and bread, selling of firewood, coal and construction materials, sewing and a variety of other formal and informal employments. Researchers reported that socio economic empowerment of women and girls in target districts is challenged by low levels of literacy and numeracy, low prices in agriculture, limited business skills, lack of seed money, sexual harassment at schools and work place and gender based violence

The importance of the project efforts in addressing present challenges faced by women and girls throughout the project sites was strongly emphasized during interviews. As stated by an informant in Chigubo *'my parents and*

*my husband were killed in the war. I have five children. I need to feed them and pay their schools expenses. The project helped me a lot with a small business. I am selling slippers and that allows me to make some money.’’*

During the interviews, women shared their stories of long battles for access to economic opportunities in a (post) conflict affected, male dominated, social exclusion and marginalization context. As widely known Mozambique is a country confronted with acute poverty and regional imbalances. The more communities are away from the economic and political centres such as the capital city of Maputo and provincial capitals, the more they tend to be socially excluded. The project covered those highly marginalized districts where economic conditions (poor infrastructure, limited public services especially in health and education, low levels of employment, business opportunities etc.) are extremely limited. These conditions have been further aggravated by the COVID -19 pandemic, extreme climate events and conflicts that are constantly threatening women’s rights and realization of their most basic needs.

**Finding 2: Project priorities were in line with those identified by the International Women's Feminist Solidarity Camp and Social Movements on Peace, Security and Economic Empowerment gathered in Sofala Province in November 2018.**

These included the need to strengthen women's participation in peace process and development; the promotion of gender equality and equity in defence and security institutions and the need to support the economic empowerment and recovery of women in conflict-affected areas. All these priorities were specifically the focus of the three project outputs. Other issues discussed in the camps and other meetings with CSO, and women organisations are also part of the project priorities. Some examples are provided below:

- For CSOs and local organisations, the project was relevant as it initiated a process of networking across different districts, provinces and even internationally, by allowing them to participate in international conferences.
- The selection process of the participants of international trainings was done taking into account the roles of the participants and how they could contribute to the delivery of the NAP 1325 in the future. This meant that their projects and contributions were highly relevant for the implementation of the NAP 1325.
- The project responded to the needs of the Integrated Multi-sectoral Mechanisms of Assistance to Women Victims of Violence and the women and girls surviving from conflict, sexual violence and GBV. The members of the Multi-sectoral Groups were trained in key aspects of the WPS agenda, including the international resolutions that were at its base, and the mechanism of integrated care for survivors of sexual violence and GBV. The project draws a response to situations of violations of women's rights in situations of conflict and survivors of sexual violence and GBV with the offer of integrated medical, legal and psycho-social services offered by the mechanism.
- For the women at the grassroots level, it is relevant as it is providing access to GBV assistance services, agricultural inputs, trainings, savings and credit initiatives, the project responded to the real needs and priorities of women and girls, particularly in areas affected by conflict and natural disasters.

*To what extent is the intervention contributing to districts, provincial and country priorities for gender equality and the promotion of the active participation of women in peace, security and recovery in Mozambique?*

**Finding 3: the project was implemented in consistency with national priorities at district, provincial and country level and supported the design, approval, operationalization and reporting of the first National Action Plan on Women Peace and Security in Mozambique.**

At national level, the project design and implementation was within the framework of the central government priorities such as the following:

- ✓ *Five year programme 2020-2024*: sets good governance, democracy, national unity, peace, economic inclusion and gender equality as fundamental development and human rights priorities.
- ✓ *National Gender Policy and Implementation Strategy 2018*: aims to develop actions to ensure equal participation of women and men in conflict prevention, mediation and peace building; promote actions for equal representation of women and men in decision making at all levels; implement actions to eliminate all forms of gender based violence in partnerships between the government, development partners, private sector and civil society.
- ✓ *National Action Plan for the Advancement of Women 2018-2024*: which includes women peace and security as one of the strategic areas of intervention with the aim to ensure women's rights to live free of discrimination, with dignity, integrity and security in public and private space so they can participate in peace strengthening.
- ✓ *National Action Plan to Prevent and Fight Violence against Women 2018-2024*: which seeks to promote women's physical, moral, cultural, social and economic security. The plan sets as important priorities to expand and improve the response to gender based violence by strengthening the integrated response to survivors, their protection, economic autonomy and professional training for them to access employment opportunities.

With UN team support, MGCAS was able to develop, operationalise and report the first ever National Plan of Action on Women, Peace, and Security 2018-2022. The plan allowed the inclusion in national priorities of areas not tackled by existing strategies on gender and which were a strong priority for women in Mozambique. These included women's participation in demobilization, disarmament, and reintegration (DDR) processes and the participation of women in conflict resolution and reconciliation. Developing and monitoring the NAP was one of the key priorities of the National Action Plan for the Advancement of Women 2018-2024 met by the project.

At provincial and district level, representatives of DPGCAS, MINT, MDN and Civil society consensually reported that the project was, in fact, helping to address critical issues of women and girls rights such as gender based violence, economic empowerment and political participation. As they reported, both public authorities and civil society organizations have been making efforts to empower women but are often confronted with political, structural, capacity and organizational limitations specially when it comes to working in emerging themes (in

the country context) like women's participation in security issues or conducting interventions in remote villages. Therefore, most of these interviewees expressed their high appreciation for the project implementation including the institutional support they received in the form of furniture, mobile phones, computers, IEC materials, trainings on multi-sectoral response to GBV and trainings on women peace and security.

*To what extent the intervention was relevant to beneficiaries to respond the new humanitarian challenges such as cyclones Idai and Kenneth and Covid-19 and conflict in specific districts?*

**Finding 4: the project was able to respond to contextual changes brought by the conflict and climate related humanitarian crisis in Sofala and Cabo Delgado.**

The project was able to deliver many activities during a very difficult period. During the timeframe of implementation, the project first had to adapt to renewed tensions and violence with RENAMO, a new peace process negotiation, two natural disasters of massive humanitarian consequences (Tropical Cyclones Idai and Kenneth), a growing Islamist insurgency in Cabo Delgado leading to the displacement of no less than 530.000 persons in the last year and finally the COVID-19 pandemic which resulted in the postponement of most of the activities planned for 2020. Adjustments were made to the initial project plan to accommodate the new needs of beneficiaries caused by the devastating combination of those events. The new plans included specific actions to address pressing socioeconomic challenges faced by women in those areas whose livelihoods were destroyed by the cyclones, or they were forced to abandon due to the ongoing conflict in Northern Mozambique. Two project outputs specifically covered the newly emerged humanitarian crisis with the climate, public health and conflict related adverse events. Some examples are as follows:

- Although, the design of the project had not contemplated any form of humanitarian action and support, but instead primarily focused on mid to long term development efforts, UN Women and MGCAS agreed to modify the type of support provided to women and girls in the districts of Mocímboa da Praia, Palma and Montepuez in Cabo Delgado. The escalation of conflict and high insecurity made impossible to implement project activities in those districts. It was agreed between both entities that the most strategic support to beneficiaries in this context would be the empowering of women in resettlement centres to participate in the planning, design and construction of adequate, safe, and resilient housing. This support was implemented in collaboration with UN Habitat and provincial government authorities in Cabo Delgado. MGCAS also reported that a new strategy for implementation of the socioeconomic recovery component of the project in Cabo Delgado was agreed with provincial and district authorities and approved by UN Women.
- In both resettlement camps of Mandruzi and Savane in Sofala, the project provided economic support to more than 60 women through ADEL Sofala, a local development NGO. The displaced women received trainings on essentials of poultry farming as well as laying hens. All these women were forced to leave their previous areas of residence in the city of Beira that was severely affected by the Idai cyclone. Consequently, they were left in an extreme vulnerability situation with poor means of survival and high dependency on humanitarian aid. Similarly, in Cabo Delgado, 1000 emergency kits were offered to women in the Marrocane resettlement centre and 600 in Chiure resettlement centre through PROMURA,

a provincial based women's rights organization. In both cases of Sofala and Cabo Delgado, the project adopted a humanitarian approach in order to respond to immediate demands of women in terms of health and survival.

- Adding two additional activities to support the post-cyclone IDAI recovery in Buzi, Dondo and Beira districts in Sofala Province. This included the consolidation of four additional safe spaces and referral services (a form of Centres of Integrated Assistance) for women and girls at risk or survivors of violence in the selected districts were established and operationalized. This included trainings and capacity to service providers and the provision of additional ICT equipment, office furniture and supplies to the Social Action Units (the entity responsible to coordinate the multi-sectoral mechanisms).
- Contributing to the response to COVID-19, through the dissemination of information and the promotion of attitudes and prevention practices instituted by government institutions such as the use of masks, hand washing and social distance. Furthermore, the project brought forward new work with civil society on the intersectionality of the peace and security of women and girls and COVID-19. It raised attention to the potential multiplication of security, violence and threats to women's human rights as a result of the pandemic and the need to further strengthen women's voices and participation in decision making and conflict prevention.
- The academic institutions that provided training and capacity on WPS (UEM and UJC) modified their plans to include online learning. This adaptation was described as both "rapid and challenging", particularly as there was not much time to prepare or build new online platforms, and both students and capacity providers experienced problems to access internet and particularly keeping students interest. However, it created space for innovation by fostering the use of cost-effective technologies in delivery of capacity building trainings and opened opportunities for more beneficiaries at district and provincial level to attend the courses.

*What are the current priorities for gender equality, promotion of the participation of women and girls in peace, security and recovery in Mozambique at districts, provincial and country level? Is the project responding to them?*

**Finding 5: the project is strongly contributing to address national priorities of women in peace, security and recovery in Mozambique.**

The national priorities on women in peace, security and economic recovery are well articulated in both the National Action Plan for the Advancement of Women 2018-2024 and the NAP itself. The first defines as key priorities the economic empowerment of women especially in terms of access to employment, housing and other economic opportunities as well as equal participation from the highest levels to the community. The second, intends to specifically improve political and legal frameworks on women peace and security, increase gender equity in the security sector, improve participation of women in peace building processes and address all forms of gender-based violence, especially sexual violence during conflicts.

The three levels of governance are following these priorities and the project supported government and civil society efforts to operationalize them on the ground. Trainings of trainers on WPS held in Maputo included representatives from the 7 provinces covered by the project and, for example, PROMURA has been replicating

these trainings and facilitating a civil society platform on WPS in Cabo Delgado. Community leaders in most of the target districts expressed their satisfaction with the project intervention and highlighted their wishes that more women and communities in their respective jurisdictions should be reached.

However, during the interviews with both provincial and district level representatives from the government and civil society it was recurrently reported that after the official launches the project did not have a strong presence in most of the targeted districts. As they said, trainings on conflict prevention, mediation and resolution to women, trainings on GBV multi-sectoral response to key government and institutional support to police and SDMAS were provided at these levels but with no subsequent follow ups. District authorities reported that work plans were requested and submitted to the project team, but no feedback was given.

As the researchers were also told, the provincial level involvement in the project was minimal to the point that authorities did not have a clear picture of what was implemented in the districts under their jurisdiction. The project team explained that not only resources were not enough to include a lot more provincial level activities but also there is a need to further strengthen the role of MGCAS in terms of coordination and implementation of activities at this level. A stronger role of MGCAS at provincial level have the potential to improve visibility and consolidate the WPS agenda including the capacity of security sector stakeholders in each province.

## Coherence

*Internal coherence: were there synergies and interlinkages between the intervention and other interventions carried out by UN Women?*

**Finding 6: the project was grounded in the UN Women 2016-2020 country strategy and was very articulated with other initiatives implemented by UN Women.**

The UN Women Country Strategy 2016-2020 includes, as important priorities, support to Mozambique for the elimination of gender inequalities, persistent violence against women and girls as well as economic empowerment and increasing women's participation in decision-making at all levels. The key documents reviewed and field work show that the project reflected these priorities and operationalized some important lessons from the country strategy namely: the strategy acknowledges that progress on gender equality, women's rights and empowerment needs to be simultaneously fast on strategic as well as practical gender issues requiring consistent attention to work on the ground in communities and at policy level. Throughout this report, there are clear examples that the project was able to work on both policy and community level.

The UN Women strategy also recognizes that while policy level work is critical for structural changes to the status of women in Mozambique, concentrating there alone has risks. Policy change requires additional efforts outside of the policy process itself such as engagement with civil society, private sector as well as media to continually ensure that critical GEWE issues remain on the agenda including issues of political, economic, and social sensitivity and that critical momentum is not lost. As emphasized in the strategic note the project followed a dual approach which involves government as well as women's movements, associations, universities, individuals, and private sector in addressing women's rights.

*Was the intervention consistent with other actors' interventions in the same context? Did it include complementarity, harmonisation and co-ordination with others, and the extent to which the intervention added value while avoiding duplication of effort?*

**Finding 7: the project was consistent with the actions of other actors, promoted coordination and complementarity of interventions on the WPS agenda in Mozambique.**

The intervention was consistent with the work of other actors, promoted coordination and complementarity of interventions mainly because it is a relatively new type of intervention in Mozambique. It strongly contributed to increase the leadership and coordination capacity of MGCAS in terms of WPS agenda in Mozambique and fostered the creation of an independent WPS civil society platform. The civil society platform on women, peace and security comprises civic actors from multiple provinces and seeks to create a united women's voice on peace and security issues in Mozambique and use this united voice to demand that the perspective of women and girls is adequately reflected in the ongoing peace talks and peace agreements, as well as the post-conflict development strategies and programmes.

The WPS agenda in Mozambique is relatively new and during the project period there were not many interventions similar to this one. Therefore, the project was unique and played a pioneering role creating room for future interventions to flourish. The launching of the project, for example, at both central, provincial and district levels usually brought together multiple representatives from government, civil society and donor community which contributed to place WPS issues at the centre of conflict and gender equality discussions. During the interviews, many informants affirmed that this project has brought new knowledge and skills that expanded their horizons. In the resettlement centres in Sofala and Cabo Delgado, the project efforts complemented the interventions of other humanitarian agencies by focusing in the recovery of women using gender equality principles. At the time of field work there were almost no interventions focused in economic empowerment of women.

The project consolidated MGCAS leadership and coordination role as an entity that articulates all the work with other sectors such as health, police and defence as well as civil society. Although it has been facing challenges of participation, the creation of a Project Advisory Group on Women, Peace and Security in May 2017 was an important step for the project's dialogue with a set of key actors in this agenda. The objective of the group was to advise the Ministry of Gender, Children and Social Action and UN Women in the implementation of the Project, supporting the partnership between all relevant parties, as well as the identification and dissemination of good practices. Co-chaired by MGCAS and UN Women, the group was composed of 19 representatives from Parliament, Ministries of Foreign Affairs and Cooperation, Defence and Police, Academic Institutions - Eduardo Mondlane University and Higher Institute of International Relations; Civil Society Organizations - FORUM Mulher, the main network of women's organizations in Mozambique, Men for Change Network (HOPEM Network), Platform for Sharing of ideas, representing women in the central region of the country (the most affected by recurrent conflicts) as well as donors such as Canada, Sweden, Norway and Iceland.

## Effectiveness

*To what extent did the activities carried out achieve the intended outputs and contribute to intended outcomes and how did UN Women contribute towards them? Is there area for improvement? If so, how could have UN Women done differently?*

**Finding 8: Analysis of project documentation and field work observations have shown that the project largely achieved the planned indicators with a meaningful contribution by the UN Women.**

The evaluation found that the project achieved indicators way beyond expected. Adoption of new strategies such as the VLSA model and development of a WPS training within a local university were instrumental factors to this success. The VLSA model facilitated a simultaneous access to a larger number of beneficiaries. Many saving groups were created and assisted by implementing partners allowing more women to benefit from the project support. The development of a WPS training programme within a local university reduced dependency on external programmes and allowed a bigger number of civil society and government representatives to be trained. Table 5 illustrates this finding:

Table 6: indicators achieved by the project

Result	Indicator	Target	Evaluation comments
Women and girls affected by violence have access to comprehensive services to redress-including appropriate protection, health and psychosocial and legal services in areas affected by Conflict and Cyclone IDAI	Number of people who increase their skills and knowledge in assisting victims of violence in line with the multi-sectoral integrated services mechanism	200	According to the project final report, corroborated by MGCAS annual report 2021, women and girls in targeted districts are now enjoying better assistance with a multi sectoral perspective. As both reports indicate, this result stems from the training of a total number of <b>962 people (437 men and 525 women)</b> , who increased their skills and knowledge. The training reports, including lists of participants, pre and post training surveys, confirm that the reported target number was overachieved. As mentioned in finding 11, representatives from MGCAS and MINT who attended the trainings are fully convinced that the project increased their knowledge about the multi-sectorial approach to assist GBV survivors. To most of them this a relatively new working approach. However, the extent to which this increased knowledge and capacity on the supply side has been consistently translated in higher quality of services and satisfaction from the user's perspective in all targeted districts could not be verified. As indicated in the methodology section, there were limitations in terms of interviewing women who used GBV services.
Women and girls have increased access to economic opportunities in the context of recovery from conflict	Number of women and young women in need who benefited from support to access economic opportunities	200	Based on the project monitoring activities and civil society partners annual reports (ADEL Sofala, Livaningo, AENA and NAFEZA), the final project report indicates that a total number of <b>17,471</b> adult and young women benefited from support to better access economic opportunities. UN Women provided sub grants to these civil society partners who, in their turn, engaged directly with beneficiaries by providing training, technical support and start up kits. Undoubtedly the project meaningfully contributed to improve the economic situation of many beneficiaries as verified in findings 1, 12 and 20. But the evaluation also found examples of less impactful results where the project efforts to empower beneficiaries, economically, was not successful.
Women and girls have increased access to economic opportunities in the context of recovery from conflict	Number of women trained to engage in conflict prevention/resolution at community level	130	MGCAS annual report 2021 and UN women final project report refer that <b>173</b> women were trained to engage in conflict prevention, mediation and resolution at community level. Direct observations and documentation analysis confirms that this indicator was overachieved. Under the same output, as also documented in the evaluation findings 13, 21, 22 and 23, around 1500 women representatives of grassroots and civil society organizations enhanced their knowledge on WPS through participation in the solidarity camp; network of female mediators were established and TV based discussions were held with community leaders. During field work, the association of paralegal women in Tete reported that they are using knowledge and skills acquired over the trainings to mediate local land conflicts.
Capacity of the Ministry of Gender, Children and Social Action, Ministry	Number of sectors which implement NAP related actions	2	During field work, the evaluation observed that the <b>3</b> target ministries (MGCAS, MINT and MDN) have clearly increased their knowledge and capacity on WPS

Result	Indicator	Target	Evaluation comments
of National Defence and Ministry of Interior to coordinate, monitor implementation of the NAP and fulfil UN reporting requirements strengthened.			particularly MGCAS where a specialized coordination unit was created. Interviews at all levels have demonstrated that senior representatives from these entities are better familiarized with WPS issues and provided examples of institutional efforts to advance it as can be seen on findings 13, 15 and 22
National capacity to implement and generate knowledge on WPS enhanced	Number of government officials directly engaged in a WPS course in an academic institution	10	As per training reports held at Joaquim Chissano university 71 government official (35 women and 30 men) attended the course on WPS provided by this academic institutions. The trainings were intended to widen the coverage of trained government officers (and other key stakeholders) as well as to sustainably ensure the integration of WPS agenda into higher education curriculum on peace and security in Mozambique. The trainings strongly contributed to address some challenges as raised in finding 10 and results documented on findings 13, 17 and 22. Having regular trainings developed by a locally based academic institution is documented on this evaluation as a best practice that will continue to feed the national discourse on WPS.

Sources: evaluation data, final project report and MGCAS annual report 2021

**Finding 9: The solidarity camps have been an extremely useful way of bringing together organisations that have been traditionally excluded, highlight the reasons for exclusion and allow them to join forces to fight these limitations.**

Both the interviews and previous specific assessments of this activity, showed that the camps were a very cost-effective mechanism (brochure on Good Practices In Women’s Organizations for The Promotion Of Women, Peace And Security And Socioeconomic Recovery In Mozambique) but three key recommendations for future implementation were given:

- Organizations managing the logistics and planning of the camps need to be provided with additional training and information about the ways in which information needs to be presented to UN Women to facilitate approval of costs, as well as “in database management and conflict resolution”.
- More flexibility needs to be provided by UN Women (or more clear guidance and options provided) for the presentation of transportation and food invoices). Many of the attendants were unable to recover their expenses as a result of this, and others chose not to attend as they “would not receive funding in advance”.

**Finding 10: the evaluation did not find any indications of institutional changes as a result of the post-graduate trainings provided with GRÓ-GEST.**

Six members from academic institutions, MDN, MINT and UEM were given the opportunity to participate in GRÓ-GEST 5-month Gender Equality Studies and Training Programme in Iceland. They valued the training provided and saw it as a “life-changing” opportunity that had given them access to information and networks they could not have accessed otherwise. Nonetheless, they did not receive support from UN Women or GRÓ-GEST (now GRÓ-GEST) after the post-graduate. Donors and international partners recognized that there was inadequate planning of the activity, as no specific agreements regarding follow-up, monitoring and future support to the beneficiaries was agreed, and thus no roles/responsibilities for this were assigned. This was particularly significant for the donors because of the output with the higher costs per capita and thus is a significant loss of value for money. Future programmes need to incorporate this from the start, which GRÓ-GEST has seen as possible in other countries involved in the training.

**Finding 11: the project was successful in strengthening public policies, mechanisms and capacities to protect women and girls safety, physical and mental health, security and human rights.**

This has been one of the main projects achievements. Remarkably, the project has strategically contributed to a greater attention to the WPS agenda in national programmes and policies increased technical skills of key players in women’s empowerment and contributed for better institutional performances in delivering services to women survivors of GBV. With the project support, MGCAS drafted the first National Action Plan on women Peace and Security, covering the period 2018 to 2022, approved by the government and launched in June 2018. The NAP solidified a framework for Mozambique’s implementation and reporting on 1325 resolution. Other important examples of the project achievements on this finding are as follows:

- Interviewees from the MND reported greater attention to the role of women on peace and security issues within this ministry thanks to the training of more than 60 representatives from different branches of the Mozambican army delivered by the project. Although they did not have enough IEC materials to share with all provinces, the training made it possible to carry out internal activities mainly for young people on topics such as sexual harassment, GBV, human rights and substance abuse.
- Similar information was brought by MINT interviewees to whom the issue of women's role in peace and security is now much more considered within the police sector. MINT officers have gained more skills to work from a multi-sectoral approach, more than 300 police officers and district commanders are better qualified to speak about WPS matters. However, they revealed that much is yet to be done within the police. For example, there should be more continuity in actions with PRM including greater involvement of units such as the military police due to their role in monitoring other agents.
- As confirmed by both MINT and MGCAS as well as civil society respondents at central, provincial and district levels, the project has significantly contributed to women and girls' access to higher quality GBV care services by improving the capacities of over 900 people, more than half of which were women (from social services, health, justice, police and defence), civil society organizations (161) and community-

based organizations (215) to provide integrated and holistic services within the framework of the multi-sectoral mechanism approach to care for survivors of GBV.

**Finding 12: the evaluation found both impactful and less impactful results with regards to socio-economic recovery of women and girls in the post conflict and disaster settings.**

The field work found a high level of satisfaction with the project interventions among women beneficiaries. Women who received support to improve their skills in matters such as financial and business management, savings and professional training expressed appreciation for tangible changes that are happening in their lives. A woman in Chibuto put this satisfaction in the following terms: *“in the first place the project improved my self-esteem and showed me that I can walk on my own without anyone holding my hand. Am now able to pay for my own expenses, I can buy small things such as sugar, school bags and uniform to my children.”* Another informant in Sofala said that *“help can never be 100%. If someone gives you rice, you will look for curry elsewhere. If it were not for this project, I wouldn't be able to run my own business. I realized that the project could not give us everything we needed, but it has already played its part. Now, if my business grows I hope that one day I will hire other women who also need help.”*

Some examples of impactful results generated by the project's intervention are as follows:

- Based on the assessment of economic opportunities for women in the project districts, several trainings were conducted to economically empower women. ADEL Sofala reported to have worked with around ten thousand women, offering them professional training, supporting their insertion in the labour market, providing business start-up kits needed to initiate small businesses. Courses included areas like electricity, cooking, sewing, plumbing, hairdressing, financial literacy, life skills, business management and mechanics. The project also provided them with business start-up kits corresponding to each area. During field work, the evaluation was able to interview beneficiaries trained in each of these areas. Most of them reported to be better positioned to access more economic opportunities.
- As reported by ADEL Sofala, and verified through direct observation during fieldwork, the project took important steps to break stereotypes and the traditional division between male and female professions by training several young women in areas such as mechanics and electricity which are commonly regarded as masculine professions.
- Almost all interviewed women in the VLSA groups made a positive assessment of their participation in the groups because it is helping them to recover financial capacity to invest in small businesses and pay for their own essential needs.
- Displaced women in Cabo Delgado, at the Marrocane resettlement centre, were trained in planning, construction and proper maintenance of affordable, safe, inclusive and resilient houses. House models to accommodate the needs of women in a humanitarian context were specifically developed. These activities also have a strong potential to break traditional stereotypes on the role of men and women in the community and set an innovative model for gender inclusion in planning and operationalization of resettlement camps.
- Adult and young women participants in VLSA groups gained knowledge and skills on financial and business management, received support for starting up and access to low-interest credit through this model. Several examples of women who managed to build their own independent business through the VLSA groups were found during field work.

However, the evaluation also found examples of situations that require a greater project attention such as the following:

- A group of more than 30 women who received support for raising chicken at the Mandruze and Savane resettlements centres in Dondo district reported that despite having been trained, all the laying hens they received lost their lives for reasons they were not able to identify. A similar situation was reported by women in Moatize who were trained and received goats for reproduction and sale. In both cases, as they referred, implementing partners were informed about this situation but no action was taken.
- A group of young women trained in motorcycle repair in Chibabava district reported that few workshops were willing to employ them as mechanics due to lack of confidence in their abilities. Their internship possibilities are also limited by the same reason as well as the small number of workshops operating in their communities. Some of these women expressed the desire to engage in other professional areas.
- Women supported to do sewing and clothing business in Chibuto districts informed us that their activities were interrupted because the sewing machines broke down and they did not have parts or technical assistance for repairing. In some cases, there were all taught to make one type of clothing (girls school uniform) which did not help to grow the small business. Besides school uniforms are only demanded at the beginning of the year. Others mentioned that clothing business is not very profitable due to the strong starvation, especially in Chigubo district, which reduced people's prioritization of buying clothes.
- A group of women in Chigubo reported that their attempts to start raising chicken have been facing serious threats by local leaders who tend to associate the project with opposition parties' efforts to gain political capital locally. These women expressed their fears that no other projects will be willing to support them due to that 'negative' association. In fact, the construction of a hen house they had started was interrupted and, as they reported, some leaders have shown intention to take control of it.

It is important to note that none of the findings made in both scenarios are necessarily representative of the entire universe of project beneficiaries. However, the examples described above allow us to infer that, on the one hand, project's objectives were achieved among a part of the beneficiaries in some of the covered districts. But that, on the other hand, the same intervention did not work well to other groups of beneficiaries. It is, therefore, important to deepen understanding of the technical and contextual reasons why results were different. Among the potential reasons for limited impact are the lack of close monitoring of support to beneficiaries, lack of clear post training plans and career support, long gaps between the training and the time when beneficiaries received start up kits or animals for reproduction.

**Finding 13: the project meaningfully contributed to create an enabling environment for sustainable implementation of WPS commitments by facilitating capacity development of women's organization representatives, MGCAS and security sector institutions at central, provincial and district level.**

A cross sectoral, multi-stakeholder and multi-level approach combined with continued technical assistance to MGCAS throughout the project implementations strongly contributed to create a favourable environment for sustainable implementation of the WPS agenda in Mozambique. The project helped to place WPS commitments within the framework of Mozambique's political priorities and facilitated the operationalization of activities that reinforced the role of key security institutions in this agenda. The involvement of entities such as MINT and MND in various training and project activities also contributed to a greater understanding of this agenda and the ability to better respond to GBV issues. The strong inclusion of the districts not only reinforced their institutional

capacities but also ensured that decentralized levels of governance, where the limitations for protection of women's rights are much stronger, are supportive to action addressing WPS concerns.

Examples to support these findings are as follows:

- Creation of a WPS unit within MGCAS, under the National Directorate of Gender and with the responsibility to coordinate and implement strategic actions on WPS throughout the country and engage other ministries.
- The project increased knowledge and important references on WPS to feed the national debate on this agenda and possible future actions through the development and dissemination of 15 knowledge products including a situational analysis on WPS in the context of post-conflict recovery in Mozambique; a study on the opportunities for women's socioeconomic recovery and sustainable livelihoods for women affected by conflicts; a documentation on good practices in women's organizations for the promotion of the WPS agenda and socioeconomic recovery in Mozambique; and a study on the gender-responsive root causes and drivers of the conflict in northern Mozambique and its impact on the lives of women and girls.
- The project supported, through regular technical assistance and development of a strategic plan, the establishment of the National Civil Society Platform on WPS, which was launched in April 2019. The platform also includes women conflict mediators. It aims to create a unified voice for women on issues of peace and security and to demand that women's perspectives are adequately integrated into all post-conflict peace talks and agreements, strategies and development programs.
- Several trainings were implemented and resulted in increased knowledge of grassroots and civil society organizations representatives on WPS and NAP matters; representatives of women's organizations received training on conflict prevention, mediation, and resolution. Most of these women have become mediators and are involved in local conflict resolution.
- The project increased the knowledge of government officers on normative framework on WPS through academic courses provided by Joaquim Chissano University.
- The project developed a training module on the WPS Agenda and the provision of gender-responsive services by the defence and security sectors. This training module was integrated within MDN and used to conduct a training of trainers in two of the largest military academies in Mozambique, in Maputo (South) and Nampula (North), reaching 83 women and 50 men.

However, there is a need to improve implementation at the district level and in articulation with their respective provincial capitals. As we were told in all districts, after the trainings were carried out and institutional support was offered in the form of working resources, little was seen in terms of project activities implementation. Representatives from these districts had very strong expectations about plans they prepared and submitted to the project. The lack of follow up on these plans may reduce their future engagement.

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

**Finding 14: knowledge production was an important enabler as it allowed to identify key concerns of beneficiaries and strategically address them.**

The studies made it possible to hear directly from young and adult women themselves about their socio-economic concerns and priorities. Targeted districts have different characteristics that generate equally diverse opportunities. In this way, the project adequately selected the main interventions to be carried out in each district and focused on the most pressing issues affecting women and girls in those areas. Thanks to the knowledge generated by the studies, the beneficiaries were, in fact, supported in professional or business areas that are locally relevant.

However, one of the aspects that the project should improve is the follow-up of young and adult women before, during and after assistance. Most of the supported women do not have a strong history of doing business in the areas in which they were trained, so their entry into the market can be accompanied by initial frustrations that can discourage them, as reported by a group of interviewees in the district of Dondo. Some of them have been trained in electricity but face challenges as they have received incomplete kits and there are few companies that can potentially employ them within their communities. The project should additionally follow up on women after they enter the labour market or business, by documenting their main challenges and identifying possible alternatives and success factors.

In other cases, in addition to receiving incomplete materials, the beneficiaries received inappropriate materials. For example, some women interviewed in the cooking business reported that the pans they received were of an inadequate size for carrying out a profitable business. The same happens with the plastic plates and cups, which according to them, were also not suitable for adult customers. A group of women in Chigubo district reported that delays in their certification as ‘*mpesa/emola*’ agents as well as in the allocation of points of sale were practically jeopardizing the business feasibility.

**Finding 15: the collaboration with NGOs and women’s rights organizations with expertise in development assistance and strong presence in the areas of intervention allowed to reach the most vulnerable women and to broaden the space for women in rural areas to add their voices in the conversations on peace and security.**

Collaboration with NGOs as well as women's rights organizations and movements working in rural areas was an important factor in achieving the project’s results. The work of these NGOs brought some value in terms of identification and access to the most vulnerable beneficiaries, their training and follow-up in the field. Organizations that defend women’s rights such as the Platform for Sharing Ideas in Sofala, those in Tete are at the forefront in terms of management, mediation, conflict transformation and protection of women. Their collaboration with the project, on the one hand, expanded opportunities for voices from some marginalized

regions to be integrated into the national debate and, on the other hand, allowed the project to strengthen its technical capacities to articulate the issues of women, peace and security in conflict and post-conflict contexts.

An important aspect to be improved is the monitoring of the quality of assistance provided by NGOs to beneficiaries. Several beneficiaries interviewed informed the evaluator that they had reported some technical and social challenges during the follow-up of their post-assistance activities on which they received no feedback. Another important aspect is related to the need to maintain strong collaborations between the NGOs identified for implementation with the local governments of the respective areas. In several interviews, some representatives of the DPGCAS stated that many project actions did not happen because a large part of the resources were allocated to NGOs without the government's knowledge and that it therefore had little knowledge of what was being carried out. In other extreme cases, such as in Chigubo and Chibuto, strong attempts were reported to boycott NGO-led work by some sectors of the authorities.

## Efficiency

*To what extent were project strategies cost-effective in making an impact on the ground, district, and provincial levels?*

**Finding 16: there is evidence that project strategies were effective in making impact at district and provincial levels. Delivery of outputs strongly employed value for money principles.**

Examples of good combinations of cost and results are as follows:

- Adoption of the Village Savings and Loans Association (VSLA) model allowed the project to cover, cost effectively, a large number of beneficiaries in a short time. The VSLA groups contributed to the increase of financial and business management knowledge, provided business development support to and fostered greater access to micro-finance opportunities for thousands of women and young women. The savings groups have been meeting regularly to save and issue loans. The project also provided a strong business mentoring/incubation/support component to unlock the entrepreneurial potential of each beneficiary.
- According to the Brochure on Good Practices on WPS, *“the Solidarity Camps on Peace and Security at community level has proven to be an innovative, effective and low-cost model for gathering women and young girls from urban and rural areas to discuss and understand the unique ways in which women and girls are affected at several levels by conflicts in Mozambique. As the camps also provide an opportunity to draw coping methods and strategies to promote the socio-economic empowerment of women and girls in post-conflict contexts”*. The camps allowed the “strengthening of women’s voices at low costs, as much as 60% of the costs were assumed by the women participants, which also created ownership of the model.”
- The development of training modules through local universities facilitated access to government organisations (MINT, MND) but also allowed for costs to be saved in terms of training facilities and facilitation of training logistics. The training model, and particularly the strong engagement with local CSOs generated a multiplying effect, as women leaders fed that information within their organisations.
- The development of training modules within the Police and Military Academies will help to save funds and efforts in the future and guarantee that capacity is not lost as a result of personnel rotation.
- The audio-visual materials from the *Homem que é Homem* debates on gender stereotypes and toxic masculinity in Peace and Security were effectively delivered, were not only used within TV channels. Short clips have been shared in social media, with a large part of the local organisations and women beneficiaries mentioning having seen at least part of these clips. As above, this activity needs to be better monitored to assess its multiplying effect and change in community/individual behaviour.
- UN Women is governed by strict rules and procedures on Procurement. These guarantee that at least three vendors are examined for any large expense. These processes, nonetheless, were sometimes at odds with the conditions and the manner in which women local organizations operate as most of these organizations work with less rigid and more flexible administrative policies and procedures.

*Was the project implemented within the planned timeline? If not, what were the challenges and how the project and results were affected?*

**Finding 17: the project timeline was delayed by a series of adverse events such as the COVID-19 pandemic, two cyclones in some of the project sites and the escalation of war in Northern Mozambique. However, the project was able to complete all deliverables by March 2022.**

A number of adverse events compromised the project timeline. The project period was severely affected by the COVID-19 pandemic; by cyclones Idai, in Sofala province, and Kenneth, in Cabo Delgado province that occurred in 2019; and by the worsening of the conflict opposing government and extremist forces in Northern Mozambique since 2017. In February 2020, the World Health Organization declared the COVID-19 pandemic a public emergency of international concern. Like many countries in the world, the government of Mozambique took measures to contain the pandemic including the declaration of emergency and imposed several restrictions in public life. Due to their devastating consequences in two of the project's provinces, the cyclones also resulted in a large humanitarian crisis.

The military conflict forced the withdrawal of entire populations and civil servants in districts such as Palma and Mocimboa da Praia, making it almost impossible to implement community-based activities in these areas. These adverse events affected the project schedule. Some of the implementing partners revealed that in practice they had to implement almost all project activities within a period of one year. This affected their ability to monitor activities. There were also reports on prolonged delays in disbursement of funds and consequently delays in the provision of services to beneficiaries. However, the project was able to adapt to the new crisis scenarios. A no-cost extension was approved by the donors and a part of the project's resources were reallocated to respond the pressing needs of women and girls during the crisis context. The project was able to complete all activities in February 2022, within the no cost extension period.

*To what extent were the capacities (technical, administrative and advocacy skills) and project management structure adequate to deliver the project objectives and how could they be strengthened to improve impact?*

**Finding 18: despite some gaps at decentralized levels, the project had an adequate implementation structure and a skilled team.**

The project had an adequate structure and capacities to implement its objectives at the central level but some gaps were noted in all 7 provinces and 14 districts of implementation. At the central level, the project team included a program specialist, a program officer, a monitoring and evaluation officer and an administrative assistant. According to the project's implementing partners, the team's technical skills were strong. Almost all implementing partners expressed their satisfaction with the collaboration they had with the project team. They underlined that communication was generally responded to in efficient way, they always received the support requested, for example in terms of clarification on technical issues, assistance in designing and documenting activities or writing reports.

The team was able to provide technical assistance to various partners and strategic activities such as designing of the NAP 1325, creation of capacity building programs for the security sector, the exchange of experiences between representatives of the women's movement at the community level. However, the performance of the team was much stronger at the central level than at decentralized levels. Representatives of MGCAS and MINT at the provincial and district level as well as community leaders stressed that the project had a strong initial entry into their communities which was not followed up by continued work. The evaluation found that DPGCAS and GAFM were little involved in the project and therefore had a limited role in the implementation and monitoring of activities.

## Sustainability

*To what extent was capacity developed to ensure sustainability of efforts and benefits? And how beneficiaries demonstrate skills with potential for long term impact on their wellbeing?*

**Finding 19: the project developed important capacities for beneficiaries to start business, financial management, enter in the labour market and actively participate in prevention, mediation and transformation of conflicts.**

The project implemented a set of trainings that helped to meet the economic needs of beneficiaries. A sustainability and exit strategy was also developed but, despite efforts, the evaluation did not have access to it. During field work, it was possible to observe some beneficiaries applying the skills that they learnt in the project, in order to improve their economic condition. Some examples of these capabilities are presented below.

- Women who were supported in business management and with start-up kits in Chibuto district, Gaza, informed us that their small businesses such as selling slippers and phone credit is going so well that they are now able to purchase school supplies for their dependent children.
- Women from savings groups in Dondo, Sofala, who received training in financial management told us that savings have allowed them to reduce dependence on agriculture. Due to the frequency of extreme weather events in this region, their farms are no longer a reliable source of income and often the effort they undertake does not result in good production and sales. Crops are often lost due to, for example, heavy rains.
- Organized as an association, beneficiaries in the resettlement centre of Marrocane in Ancuabe, Cabo Delgado, reported that they now have high knowledge and skills for construction and maintenance of resilient, inclusive and safe houses that accommodate and respond to the needs of women in resettlement centres. They find these skills very helpful to build self-reliance.

Despite the skills provided to beneficiaries, and with very visible results, some beneficiaries reported that there is a strong need for post-training follow-ups in order to help them overcome limitations typical of beginners in

any economic activity. For example, when entering the labour market in traditionally male professions, some women suffer strong discouragements associated with traditional norms and the sexual division of labour, face challenges in establishing themselves in professions where women do not have a history of presence. They also lack technical assistance to better deal with practical challenges that emerge from carrying out the activities in which they were trained. For examples, a group of women trained in motorcycle repair in Chibabava district, Sofala, reported that few workshops were willing to employ them as mechanics due to lack of confidence in their abilities. Their possibilities for internships are also limited by the same reason. In addition to that there are few workshops in their communities.

*To what extent have civil society organizations and women's organizations/associations committed to promote the WPS agenda and promote peace and security for all at district level?*

**Finding 20: there is strong evidence that civil society organizations and women's organizations are committed to advancing the women, peace and security agenda at district level. The project has successfully contributed to this result.**

During fieldwork at district level, strong evidence was observed that civil society organizations empowered by the project are already advancing the agenda of women, peace and security for all. As stated in the interviews, the trainings implemented by the project helped CSOs to understand this issue and better articulate their positions in matters of peace and security. Some examples of this evidence are the following:

- Thanks to their participation in the training on women, peace and security held in Maputo, a group of women from Cabo Delgado, under the leadership of PROMURA, established a provincial platform on WPS composed by 23 local CSOs. Under this platform, women are being prepared in various districts of Cabo Delgado province to be election observers over the next electoral cycle in Mozambique that will start in 2023.
- In Tete province, district of Moatize, the Association of Women Paralegals revealed that it is mediating various conflicts using the techniques and knowledge learned in the project training. One of the conflicts is related to the compensation of communities by multinational companies that are exploiting natural resources in this area.
- The Platform for Sharing of Ideas is using the knowledge developed during the camping and trainings to train and consolidate their peace and security committees throughout Sofala and Manica so they can play a better role in the DDR processes.
- The Eduardo Mondlane University Centre for Gender Coordination has developed a training programme on women, peace and security which has been advertised in the academic community and beyond. Among other goals, the centre intends to use the training for making impact at district level.

*To what extent have Government Partners committed to promoting the WPS agenda at central, provincial and district level?*

**Finding 21: the WPS agenda was widely welcomed and included in the priorities of government partners at central, provincial and district levels.**

The government partners interviewed showed not only a growing mastery of this agenda but also a heightened political will to take this issue forward. They stressed that the project helped to awaken a dormant theme in Mozambique and increased understanding of the peace and security agenda as an issue that cannot be reduced to a militaristic approach. At all levels, multi-sectoral technical teams whose work includes this theme were strengthened. The project launches in all these levels involved high leadership of government authorities, from the Minister of Gender, Children and Social action to governors, permanent secretaries and district administrators.

The civil and gender equality component in peacekeeping and conflict prevention is increasingly understood in security institutions and the importance of carrying out continuous interventions from this perspective is now better recognized. The NAP is, indeed, functioning as an important driver of the WPS agenda. More than 8000 copies of the NAP were printed and distributed in all provinces.

Mozambique's election to the UN Security Council, in the current year, is also a crucial factor that is contributing to strengthen the commitment of government partners and the sustainability of the project gains in terms of WPS. It is worth of mentioning that commitment to WPS was expressed at highest level by the President of the Republic, Filipe Jacinto Nyusi, on his first speech after the said election:

*“We must involve women in peace and security processes. We know that without the involvement of women there can be no sustainable and inclusive development. That is why Mozambique is a strong advocate on the resolution of women peace and security. Our first national plan of action adopted in 2018 puts the human rights of women and girls in conflict and post-conflict situations at the forefront of its focus. Additionally, we are making progress in improving gender parity at all levels of decision-making. In cabinet, we are proud to be the third country in Africa to have parity. We are also having progress in the participation of women in all other decision-making levels.<sup>15</sup>”*

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<sup>15</sup> <https://www.youtube.com/watch?v=sm5cCVdhhYc>

## Gender equality and Human rights

*How has attention to/integration of gender equality and human rights concerns advanced the area of work?*

**Finding 22: The project contributed very significantly to the advancement of the WPS agenda in Mozambique, expanded the space for women's political participation and recognition of their role in peacekeeping**

As a whole, the project increased the level of political recognition to the right of women to participate in peace and security issues. It helped to reduce a notable void that existed in Mozambique regarding the role of women in conflict prevention, mediation and transformation. And this contribution took place in a very critical time considering both DDR processes where women have been marginalized and the escalation of violence in Northern Mozambique where abuse of women's rights, especially in the form of sexual violence, are often reported. The project fostered unprecedented national debates on WPS that are providing frameworks for conflict analysis that consider women's perspectives. During roundtables hosted by UJC in Maputo and Pemba, which brought together decision makers, academics and civil society activists it was constantly highlighted that the right of women to be part of peace and security processes is not yet fulfilled. In fact, through its various strategies (training, communication, technical assistance, knowledge productions and awareness raising), the project is popularizing a gender-sensitive and non-militaristic approach to peace and security issues in Mozambique. The project also established important benchmarks for understanding of peace and conflicts from a gender perspective through specific studies conducted in Northern Mozambique by both UJC and UEM. The other knowledge products, referred to in finding 14, also provided scientific and educational information to improve understanding of peace and security issues from a gender perspective, challenge institutions and mobilize men and women. Many of these products were widely publicized and debated through launches, publications, and awareness raising activities. Most of the representatives of civil society organizations and representatives of MDN, MINT and MGACS interviewed in this evaluation clearly stated that the project's actions allowed them to access knowledge about WPS that gives them greater confidence to advocate for and support this agenda as a top priority in the human rights advocacy efforts.

*To what extent has gender and human rights considerations been integrated into the programme design and implementation?*

**Finding 23: gender equality and human rights were clearly incorporated into the project. However, no meaningful evidence of change in power relations was found.**

Gender equality is part of the UN Women and MGCAS core mandate and is often reflected in their programming. Many interventions by UN Women and MGCAS are anchored in national and international human rights frameworks. This project was specifically designed with the aim of strengthening gender equality in matters of peace and security, economic empowerment of women affected by conflicts and, additionally, to provide

humanitarian support to women affected by COVID 19 and extreme weather events that recently affected Mozambique.

The main project results, as illustrated in findings 8, 11, 12 and 13, indicate that gender equality and human rights considerations were integrated during implementation. The project trained government authorities, particularly in the security sector, and civil society on UN normative frameworks on WPS but also on how they can better serve GBV survivors using a multi-sectoral approach. As institutions whose main mandate includes the promotion and protection of human rights and, as referred in findings 13 and 21, the project has increased the capacity for those entities to effectively fulfil their obligations. Furthermore, women in situations of multiple vulnerabilities were assisted to strengthen their resilience and platforms to increase women's space for participation in decision-making were established and supported by the project. Thus, the project has strengthened the role of both duty bearers and rights holders.

In Mozambique, discrimination against women often occurs through, for example, gender-based violence, and social exclusion and from decision-making spaces. This discrimination is much more salient at district level where access to information is more limited and traditional cultural norms have a stronger influence to the point of attributing hierarchical and differentiated social positions to men and women. The extreme poverty that characterizes all the districts covered by the project, fueled by the aforementioned conflicts and cyclones, continues to limit the satisfaction of the most basic needs of communities, especially women, in terms of access to food, housing and health. Some of the beneficiaries of this project are adult women, widows and heads of households. The project assisted these women to access opportunities for income generation, to meet their essential needs, which they would otherwise have great difficulty in accessing. It also assisted marginalized rural women to add their voices in the national dialogue on WPS bringing more attention to the importance gender equality in conflict prevention, mediation and transformation.

However, there are two important dimensions in which the project could have played a stronger role. Firstly, the work to challenge and transform traditional gender norms in the covered communities was characterized by discontinuities. Debates were held with television coverage and the participation of hundreds of community leaders, which included the role of men in supporting women's participation in issues of peace and security at the local level. Through training, hundreds of women also increased their knowledge about the WPS agenda, about the NAP and increased their skills to participate in prevention, mediation, and conflict resolution processes at the local level.

Much of the project's strategy was limited to a training approach without continued interventions that should help to systematically transform culturally rooted values, attitudes, and gender behaviours. There is little evidence of post-training follow-ups regarding the transformation of traditional gender norms. Secondly, support for women's economic recovery assumed a predominantly welfare dimension where the support provided was not equitably accompanied by the same level of strengthening in the rights-based approach. The regular meetings of the savings groups, for example, should also serve to exchange experiences and deepen the participants' understanding of gender equality and human rights challenges they are subject to.

*To which extent the project reached the most vulnerable groups considering the current context in the country (ex. People with disability, Internal displaced women, women affected by conflict and humanitarian disasters, among others).*

**Finding 24: the project interventions explicitly prioritized vulnerable and marginalized groups such as women affected by the 16 years' war, women and girls internally displaced by the conflict in Northern Mozambique and victims of both IDAI and Kenneth cyclones.**

The project had a special focus on supporting women victims of the 16-year war and the current conflict in Northern Mozambique as well as women victims of cyclones IDAI in Sofala and Kenneth in Cabo Delgado. Outputs 1.1 and 2.1 were specifically aimed at supporting women in vulnerable situations, which were provided in the form of humanitarian support through dignity kits and support for economic recovery through training and provision of conditions to initiate economic activities autonomously. Findings 1, 4, 8 and 12 of this evaluation present some examples on how the vulnerable groups of women were reached by the project.

The selection of districts for implementation in the seven provinces covered by the project, as well as the beneficiaries, was explicitly guided by the condition of vulnerability of selected communities due to the, often combined, impact of conflicts and natural disasters that were subsequently aggravated by the COVI-19 pandemic. The evaluation noted that the beneficiaries' selection process involved community leaders, NGOs with presence at the implementation sites and SDMAS. Community leaders, for example, contributed to the identification of the most vulnerable female beneficiaries by providing lists containing the details of these women and sharing information about their social history.

In the case of Cabo Delgado, interventions sites included resettlement centers, particularly Ancuabe. In the Marrocane resettlement center in Ancuabe displaced women (21) and men (33) had the opportunity to participate in the planning, construction and proper maintenance of inclusive, affordable, safe and resilient homes. This opportunity helped them to develop skills that are in high demand in the market. About 50 houses (two and three bedroom) were built for displaced women at this centre. In Sofala, interventions included resettlements centers of Mandruze and Savane where a large number of women affected by the Idai cyclone are placed as well as remote communities of Chibabava which was the 16 years' war epicenter.

In conjunction with MGCAS and its technical group, a situational analysis was conducted in the seven provinces covered by the project, allowing the most vulnerable groups to be consulted about their pressing challenges and potential solutions. This analysis was also complemented by articulated work with CSOs working in marginalized communities such as Kubecera (Tete), Livaningo (Gaza), AENA (Inhambane), NAFEZA (Zambezia), ADEL Sofala (Sofala and Manica), PROMURA (Cabo Delgado) and the Platform for Sharing Ideas of Sofala.

## Conclusions

The present evaluation arrived at the following conclusions:

### *Relevance*

- The project is very relevant from both the perspective of beneficiaries and the country priorities. The project beneficiaries consensually expressed their high satisfaction with the fact that the project supported them in responding to their main socio-economic needs and priorities. The project was aligned with the main political priorities from the central to the district level. Consultations with beneficiaries and partners carried out through field research contributed positively to this alignment (this conclusion is associated with finding 1 and 2).
- As verified by the mid-term evaluation, one of the biggest impacts of the project was the technical support that it provided to drafting and approval of the National Action Plan on Women Peace and Security, and particularly that it led to the recognition of the significance of women's participation in conflict prevention, mediation and resolution. Local organisations observed an increased visibility of the NAP across all government actors, as well as a stronger relation between government institutions and CSOs/local women organisations working on WPS (this conclusion is linked to findings 3, 5 and 13).

### *Coherence*

- The project was consistent with other interventions by UN Women as well as other stakeholders. There were no records of possible duplications even because the project had a unique and innovative character in the national context. Internally, the project was aligned with the UN Women 2016-2020 country strategy, drawing on the implementation lessons from previous periods. At an external level, the multi-stakeholder and multi-level approach used by the project contributed to ensuring complementarity and consistency with the work of the different stakeholders at different levels. The project contributed to strengthening the dialogue between stakeholders and strengthening their coordination within government and civil society.

### *Efficiency*

- The project was efficient. The relationship between inputs and outputs was quite balanced. Value for Money strategies were used allowing the project to achieve broader results with effective costs. Budget management was rigorous and within the policies that govern UN Women's financial management (this conclusion is associated with finding 17, 18 and 19).
- Thanks to a quick and proactive adaptation, the project was able to adequately respond to the change of context determined by the combined effect of the Covid-19 pandemic, Idai and Kenneth cyclones as well as the escalation of the conflict in Northern Mozambique. Adult and young women victims of these events were prioritized for support in terms of health needs and socio economic recovery (this conclusion is linked to finding 4, 17 and 24).

### *Effectiveness*

- Overall, the project was effective despite some cases of unsuccessful results. Even with the challenges posed by the Covid-19 pandemic, Idai and Kenneth cyclone and the worsening military conflict in the north of the country, the project was able to achieve all its indicators and exceed them. The project had important successes that are strongly contributing to the economic recovery of women in the covered districts, strengthening the WPS agenda in Mozambique, by bringing it to the centre of the national debate on the matter. Government entities particularly in the security sector such as MINT and MDN as well as

civil society particularly women's organizations are increasingly engaged on peace and security from a gender and non-militarist perspective and a favourable environment was created to advance this agenda (this conclusion is associated with findings 5, 6, 7 and 8).

### *Sustainability*

- The project created good conditions for sustainability of the achieved gains. Strong capacity was created within MGCAS, MINT, MDN, public universities and women's organizations at central, provincial and district level. The knowledge products developed provided important information for current and future interventions, therefore, established benchmarks for continuity of efforts to integrate women into the national peace and security agenda (this conclusion is associated with findings 15, 16 and 17).
- Both MGCAS as the coordinating entity for gender equality issues and women's organizations that participated in the project experienced important changes and growth in commitment to the WPS agenda. Thanks to this intervention, the WPS agenda enjoys more visibility and strategic approach in the national context. The establishment of a specific unit on WPS within MGCAS should contribute to maintain the momentum created around this agenda and greater operationalization of the government's plans and priorities on this matter. Civil society entities are better positioned in technical terms to make greater demands for women's participation in conflict prevention, mediation, and resolution (this conclusion is linked to findings 13, 15 and 20).

### *Gender equality and human rights*

- The project incorporated human rights principles in its design and implementation, prioritizing support for women and communities that are in a situation of extreme social and economic vulnerability, aggravated by the military conflict in the northern Mozambique and by the aforementioned cyclones. However, discontinued work to transform traditional gender norms at district level represents a limitation to increasing women's participation on peace and security issues at district level. The project strongly employed a training approach to deliver its results that were not often accompanied by post training follow ups and continued activities to transform the power relations and traditional cultural norms that often hinder women's political participation, particularly on peace and security issues (this conclusion is linked to finding 23).

## **Lessons learned**

- Supporting women and girls in professional and economic areas requires an approach that includes not only their training and provision of initial conditions for starting the activity, but also a subsequent practical follow-up to guide beneficiaries throughout market entry process and how to deal with typical start up challenges. Future programmes must ensure that continued support is provided beyond training so that beneficiaries are able to sustain their activities and remain competitive (this lesson is associated with finding 12).
- Context changes caused by external factors such as the emergence of COVID-19, worsening of the conflict in Cabo Delgado and in the leadership of key partners can be accompanied by changes in priorities, management culture and consequently slow down the progress achieved. Future programmes must always include comprehensive risk management plans and regularly assess the adequacy of their strategies to constantly changing contexts (this lesson is associated with findings 4 and 17).
- Enhancing the capacities of key institutions in the security sector such as MINT and MDN to effectively implement their mandate by providing technical assistance for the adoption of a broader vision of security and recognition of women's role in peace keeping, conflict prevention, mediation and transformation is

a good and strategic intervention that future programmes should continue to maximize (this lesson is linked to findings 11 and 13).

- The selection of implementing partners with proven experience and good expertise in their respective thematic areas as well as strong presence in target communities substantially contributed for the achievement of planned outputs in a relatively short period of time. Future programmes should continue to use effective implementation strategies similar to this one (this lesson is linked to findings 8, 12 and 15).
- Knowledge production has proven to be very important strategy as it allowed to align the project intervention with real needs and priorities of beneficiaries, document best practices, assess root causes of the conflict in Northern Mozambique, disseminate the NAP at national level and provide benchmarks for current and future programmes on WPS (this lesson is linked to findings 14 and 22).
- Short duration interventions at district and provincial level such as trainings on the role of women in peace and security do not provide sufficient opportunities to systematically transform social norms and cultural institutions that often undermine women's political participation, economic empowerment and gender equality. Future programmes should consider including long term strategies that can continually respond to gender transformation demands (this lesson is associated with finding 23).

## Best practices

- Partnerships with civil society organizations, with a good track record of community work, that are deeply rooted in targeted districts and adoption of the Village Savings and Loan Association (VSLA) model have been instrumental to reach a large number of beneficiaries in a cost-effective and sustainable way. Local CSOs have a deep understanding of community dynamics and closer relationships with beneficiaries. The savings groups are self-managed and self-profiting groups. This methodology allows group members to issue loans with interest rates significantly lower than that of the commercial banks average.
- Training programmes on Women, Peace and Security developed by two major public universities, UJC and UEM, which have the potential to reach large numbers of higher education students, government officers and civil society representatives. These programmes will potentially contribute to a sustain capacity building and national debate on this agenda.
- Development, in an inclusive manner, of models of decent housing for women and girls in humanitarian settings in Mozambique. It contributed to the overall livelihood security of the IDPs and host communities, as they have acquired a skill set in high demand therefore allowing them to seek formal employment or self-employment in the construction sector. Furthermore, these hand-on trainings in housing construction have served to challenge gender norms and cultural practices around construction of houses.

- Stronger coordination with local and international partners, national authorities and donors ensured that early stages of the project were highly successful in adapting to changes. With the change in government representatives and priorities, local academic institutions (UJC and UEM) have become a key mechanism to ensure that relationships are rebuilt and capacity/dissemination of the NAP 1325 is continued.
- The Solidarity Camps have been an extremely useful way of bringing together organizations that have been traditionally excluded, highlight the reasons for exclusion and allow them to join forces to fight these limitations. In-depth evaluations have also revealed that they are also extremely cost-effective.

## Recommendations

The following recommendations are based on the findings and conclusions of the evaluation. During field work, all interviewees were asked to share recommendation to the project based on the experiences, feelings and observations around the intervention that they shared with the evaluator. Recommendations made by the interviewees were aligned with the findings, shared with the reference group and project team for further analysis and consolidation. The table below presents the recommendations with their corresponding findings, partners that should be involved in implementation and suggested timeframe. Some notes to clarify the relevance of the recommendations are also provided.

	Recommendations	Corresponding findings	Notes	Stakeholders to be involved	Priority level	Suggested Timeframe
1	Identify, through research and knowledge production activities, traditional norms and potential opposing forces that may limit the recognition of women's role in prevention, mediation and resolution of conflicts.	Finding 23	This assessment could help to plan contextualized actions to systematically address those norms and accelerate the WPS agenda at district level.	UN Women Academic institutions	High	Short term
2	Plan and implement continued interventions at district level to transform gender power relations and address cultural institutions to women's participation in peace and security.	Finding 23	Consistent interventions have the potential to deeply transform cultural barriers to women's engagement in peace and security. Activities could include, for example, long term school and community	UN Women NGO partners	High	Medium term

			based discussions, trainings and debates on gender equality in the savings groups.			
3	Strengthen monitoring of the assistance provided to women and girls as part of their economic recovery to assure quality standards and accountability to beneficiaries.	Finding 12	Cross learning workshops among districts could be included as one of the key activities to share lessons.	UN Women MGCAS	High	Short term
4	Include the participation of MGCAS and DPGCAS in the planning and monitoring of activities at district level,	Findings 13 and 18	Taking advantage of the same opportunities to promote exchanges of experiences and learn by doing among the targeted districts in each province.	UN Women MGCAS	Medium	Short term
5	Support implementation of district and provincial plans from DPGCAS, MINT and MDN including strengthening of WPS units at this levels.	Findings 13 and 19	Technically and financially, where possible, to keep the momentum created by the NAP and consolidate the capacities that are already developed as well as the favourable environment for women's engagement in peace and security at community level.	UN Women MGCAS MINT MDN	Medium	Medium term
6	Ensure that participation in national and international WPS training programs is	Finding 10	This will help to secure that investments made	UN Women Academic institutions	Medium	Medium term

	associated with clear post-training follow-up plans at the institutions where participants come from.		in training of participants effectively contribute to institutional changes.			
7	Document and share good practices in providing services to survivors of violence from a multi- sectoral approach.	Findings 2 and 8	With the aim of promoting their replication by different districts with similar realities.	UN Women MGCAS MINT Ministry of Health	Medium	Medium term
8	Document the cases of women who entered the labour market and successfully started new businesses.	Finding 12 and 19	Sharing of the challenges, lessons and strategies used by some women to access and manage opportunities might be an important encouragement for other women with similar struggles.	UN Women UEM-CECAGE		Short term
9	Provide close support for planning and implementation of strategic interventions to CSOs working on Peace and Security in Cabo Delgado, led by PROMURA.	Finding 20	To address gender based root causes of the conflict in Northern Mozambique, strengthen mitigation and accountability to women's rights abuses during the conflict and increase women's participation in the conflict transformation.	UN Women PROMURA Network of CSOs working on Peace and Security in Cabo Delgado		Short, medium and long term

<b>10</b>	Develop monitoring and evaluation systems for the UJC, UEM and MDN trainings on WPS	Findings 13, 16 and 20	Include databases of alumni and tools to monitor training effectiveness.	UN Women UJC UEM MDN	Medium	Short and medium term
<b>11</b>	Consider replicating the engagement of women in situations of vulnerability in the construction of safe and inclusive houses to other districts within Cabo Delgado but also other provinces.	Findings 12 and 19	To expand and popularize the model, reaching many more groups specially internally displaced women and victims of natural disasters	UN Women UN Habitat DPGCAS	Medium	Medium term
<b>12</b>	Consider providing support to more solidarity camps	Findings 2 and 9	To keep amplifying the voices of marginalized women	UN Women Civil Society partner s	Medium	Medium term
<b>13</b>	Develop a sustainability plan in close collaboration with the project stakeholders	Finding 19	To ensure continuity of achieved results	UN Women MGCAS Project advisory group Civil society partners	High	Short term

## Annexes

### Annex I - Internal documents reviewed

- ✓ Promoting Women and Girl's Effective Participation in Peace, Security and Recovery in Mozambique – Project proposal
- ✓ Promoting Women and Girl's Effective Participation in Peace, Security and Recovery in Mozambique. Mid Term Evaluation
- ✓ UN Women Mozambique Strategic note country note 2016-2020
- ✓ National Action Plan on Women, Peace and Security (2018-2022)

#### Donors reports:

- ✓ First Progress Report to the Governments of Iceland and Norway, April 2017 – June 2018
- ✓ Second Progress Report to the Governments of Iceland and Norway, July 2018 – June 2019
- ✓ Third Progress Report to the Governments of Iceland and Norway, July 2019 – June 2020
- ✓ Final WPS programme donor report, August 2022
  
- ✓ UNWomen Quarterly reports 2018, 2019, 2020, 2021

#### Financial reports:

- ✓ Interim financial donor report for the period ended 31 December 2021 / Government of Norway and Government of Iceland
- ✓ Final donor report, August 2022

#### Knowledge products:

- ✓ Estudo de oportunidades para a recuperação socioeconómica de mulheres e raparigas no contexto pos-conflito;
- ✓ Promoção da participação efetiva das mulheres e raparigas nos processos de paz, segurança e recuperação em Moçambique;
- ✓ Declaração do acampamento solidário internacional das mulheres feministas e dos movimentos sociais sobre paz, segurança e empoderamento económico;
- ✓ Women's engagement in conflict mediation is key to achieve sustainable peace in Mozambique – WPS
- ✓ Good practices in women's organizations for the promotion of women, peace and security and socioeconomic recovery in Mozambique;
- ✓ Regional Policewomen training conference (CR19) – Brief

#### Partners' reports:

- ✓ ADEL Sofala – Primeiro relatório de progresso
- ✓ ADEL Sofala – Relatório de progresso relativo aos meses de Abril a Junho de 2021
- ✓ ADEL Sofala – Segundo relatório de progresso
  
- ✓ UN-Habitat – Mid-term report WPS

## Annex II - Draft data collection instruments

This section provides a presentation of the tools and methodologies to be used during the course of the evaluation, both in the desk research and with:

- Women beneficiaries at District level
- Institutional partners and counterparts, including academic partners
- Civil society partners
- Project staff and reference group

Data will be collected both by the team leader and the national consultant through field visits (for women beneficiaries) and meetings in presence or in remote, according to the stakeholder availability and preference.

### **Stakeholders Mapping (adapted from: GTZ)<sup>16</sup>**

Stakeholders mapping is a crucial tool to identify who has had an influence on the implementation of the project, to understand in retrospect the role they have played and to visualize the connections among the different stakeholders. Overall, the stakeholder landscape varies a lot and different actors might be crucial in certain phases or with regards to specific issues and disappear – or play a minor role - in others. Also, stakeholders that at the beginning were not considered relevant might have been involved in the project at later stages or might have played a behind-the-scenes role: indeed, this tool aims at capturing the variety of stakeholders that have been involved in the WPS project at different stages, understanding their role, strengths and weaknesses as well as identifying key partners / actors for sustainability, follow up, as well as future initiatives. The two steps presented below aim at capturing this complexity.

Step 1 - Stakeholders<sup>17</sup> identification: Moving from the information collected from the project documents provided by UNWomen project team, this tool aims at reflecting with the project staff on who have been the key actors and stakeholders for the WPS project, what kind of role have they played (for example in terms of changes promoted or, on the other side, of creating obstacles / bottlenecks) and how they influenced the project thanks to their position, capabilities, knowledge, connections and scope of influence.

- Starting from the list of stakeholders mentioned above, the project staff identifies those who have been critical in the implementation of the project;

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<sup>16</sup> <http://www.fsnnetwork.org/sites/default/files/en-svmp-instrumente-akteuersanalyse.pdf>

<sup>17</sup> The term “stakeholder” can be used with different meanings. Here it includes target groups (the beneficiaries of the WPS project), local and national institutional actors, researchers, development partners, civil society organizations, influential individuals.

• The stakeholders identified are then positioned into the matrix below, that takes into account their (1) legitimacy,<sup>18</sup> (2) resources,<sup>19</sup> (3) connections,<sup>20</sup> and (4) position on gender issues<sup>21</sup> and measures them as weak, medium, strong.

Key stakeholder for WPS project	Stakeholder short description	Stakeholder position				Involvement in the WPS project <sup>22</sup>		
		Legitimacy	Resources	Connections	Gender issues	Role	Impact	Timing
Stakeholder 1								
Stakeholder 2								
Stakeholder 3								
Stakeholder ...								

<sup>18</sup> Legitimacy has to do with their institutional position in relation to the project or their ascribed role in the project. The key question is: Does the stakeholder hold an influential institutional position with strong legitimacy?

<sup>19</sup> Resources include knowledge, expertise and capabilities as well as material resources. The key question is: Did the stakeholder dispose of specific material and immaterial resources that allowed him to influence the project?

<sup>20</sup> Connections are the key relationships that each actor has with other stakeholders or with other actors (limited to the scope of intervention of WPS project). The question is: Is the stakeholder well interconnected with other influential actors?

<sup>21</sup> This dimension aims at clarifying the stakeholder' position on gender issues: what is the experience that the stakeholder has in promoting GEWE? What is its strategy? Are there specific connections that the stakeholders have developed in this dimension? In case it is neutral or opposed to the promotion of GEWE, how has this impacted on WPS? Have there been relevant changes in its position during the project implementation?

<sup>22</sup> Types of involvement include information, consultation, involvement in decision-making, as coordination partner, as cooperation partner, as beneficiary, etc. This section also aims at capturing for how long the stakeholder has been involved in the project.

Step 2 - Stakeholders mapping: Moving from the stakeholders' identification and validation in step 1, this second step aims at understanding – through a visualization - the position of each stakeholder regarding each indicator selected in the previous chapter and among each other.

This exercise is useful for:

- Having a broader understanding of how the different actors played a role with regards to the key issues at stake in the project (identified with project indicators) and of the relationships among them (including those existing before the project and those facilitated by WPS)
- Identify virtuous alliances as well as problematic relationships among stakeholders and the power relations among them
- Identify those stakeholders that played a powerful role in the realization of the project objectives
- Reveal gaps in information and areas where stakeholders' participation has been insufficient
- Identify the critical actors for follow-up initiatives as well as the areas where more information and connections are needed

### **Focus Group Discussions and Key Informants Interviews**

Focus Group Discussions (FGD) and Key Informants Interviews (KII) are standard qualitative tools used in evaluations. In this context, the former is used for collecting qualitative information in a short time from women beneficiaries involved in the project activities, as well as with the project team and with civil society partners (in particular when the partner is a women's group). KII will be used with selected institutional, academic and civil society partners. Two methodologies will be adopted during FGD and KII: the Living Mirror, and the Most Significant Change, as per the following sections.

#### **Living Mirror (adapted from CARE)<sup>23</sup>**

The objective of this tool, to be used during FGDs with civil society partners and project staff and KIIs with institutional partners / counterparts is to understand changes in women's empowerment and overall knowledge about NAP 1325 through the perceptions of the stakeholders involved in the project. In this context, it is used for three groups of actors that have been involved at different levels and in different activities. The facilitator first asks to what extent the group is aware of the project (except project staff) and of its objectives and related activities, then the focus shifts on the interviewee perceptions of changes occurred among women beneficiaries.

A. General questions about the project (except for project staff):

- In general, what do you know about the project, and how have you been involved (in which role, for how long?)?
- At the beginning, what were your impressions about this initiative. Have your views changed during the implementation of the project?
- Have you been involved before in initiatives aiming at women's empowerment and gender equality? How? What was your impression then?
- What are the drivers and obstacles for the success of initiatives such as this project, from your own perspective?
- What have been the changes (positive or negative) that the project has brought for you, if any?

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<sup>23</sup> <http://gendertoolkit.care.org/Pages/living%20mirror.aspx>

- And for the women beneficiaries?
- In terms of access to integrated assistance services?
- In terms of increased skills and knowledge regarding WPS?
- Within their communities?
- In their relationship with local institutions?
- And for the trainees?
- In terms of knowledge regarding WPS?
- In terms of knowledge and capacity to assist victims of violence?

Responses may be brought back to women beneficiaries to contribute to the discussion while paying attention to avoid influencing their position, as well as discussed with the project team and reference group to reflect on the different perceptions that institutional partners and civil society partners have with regards to the project.

**Most Significant Change** (adapted from: CARE)<sup>24</sup>

The objective of this tool is to reflect on what changes have happened over a certain period of time and to explore why these changes happened, as well as analyse implications for future interventions. In this context, it is used in FGDs and KIIs with three groups of actors (women beneficiaries at District level, institutional partners and civil society partners) - those who either have benefited directly from the project (beneficiaries at District level) or might have increased their knowledge, capacity, skills, understanding of gender-related issues (institutional partners and civil society partners) and use these to improve their practices on WPS and increase their accountability.

The “most significant change” tool implies asking one main question: “Looking back at your involvement in the WPS project, what do you think was the most significant change in terms of”, as per the following table:

<b>MOST SIGNIFICANT CHANGE</b>	
<i>Looking back at your involvement in the WPS project, what do you think was the most significant change in terms of</i>	
<b>STAKEHOLDER GROUP</b>	<b>CHANGE</b>
Beneficiaries at District level	Access to adequate and safe integrated assistance health / GBV services Knowledge about, and access to economic opportunities Knowledge about conflict prevention and resolution at community level
Institutional partners (national and District level, incl. University)	Increased skills and knowledge in assisting victims of violence for staff of the multisectorial integrated services mechanism; Institutional capacity to advocate for and allocate resources for women’s economic empowerment at local level; Mainstreaming of NAP 1325 priorities across different sectors / institutions

<sup>24</sup> <http://gendertoolkit.care.org/Pages/Most%20significant%20change.aspx>

	<p>Involved government officers' knowledge about WPS</p> <p>Institutional capacity to comply with UN1325 resolution</p> <p>Institutional capacity to implement NAP 1325 related actions</p>
Civil society partners	<p>Civil society capacity to advocate for, manage and allocate resources for women's economic empowerment at local level;</p> <p>Civil society knowledge about NAP 1325 and its priorities;</p> <p>Mainstreaming of NAP 1325 priorities at local level through civil society action</p>

The participants, from their different perspectives, are requested to provide examples of concrete changes (what happened, who was involved, where and when, as well as why it can be described as a change, including a negative one) that occurred for them or that they have seen occurring. The stories of changes collected from the different groups of actors are revised by the project team with the consultants and, if appropriate, discussed during the presentation of the draft final report to collectively develop concrete recommendations and proposals for next steps.

### *Consent form*

The Evaluation Team and UN Women would like to thank you and appreciate the time and information you are sacrificing to participate in this important and valuable study under the **Promoting Women and Girl's effective participation in peace, security and recovery in Mozambique** project.

The final evaluation will be used for accountability, learning and decision-making purposes, as well as to ensure that future planning of UN Women Mozambique is aligned to the country context and the needs of UN Women key target groups.

This research is being developed by myself, Julio Langa, and Roberta Pellizzoli, respectively national evaluation expert and lead consultant.

You can contact us on our emails: [julioalanga27@yahoo.com.br](mailto:julioalanga27@yahoo.com.br) and [rpellizzoli@gmail.com](mailto:rpellizzoli@gmail.com) in case of any doubt.

Please be aware that you can refuse to answer any of the below questions and stop the interview at any point. If you feel uncomfortable around any of the questions, you want me to reframe it/explain it in any other way, please let me know and I will do. By allowing us to continue you agree with us using the information for the purposes outlined below only. Your personal data won't be shared with any other person.

Interview date:

Location:

District:

Province:

*Tool 1. KII or GI – Government stakeholders at national, provincial and district level*

Respondent Identification (Date Institution Number): \_\_\_\_\_

Gender:  F  M  Other  Prefer not to say      Age:     Below 30  30-65  65+

KEQ	SPECIFIC INTERVIEW QUESTIONS
Gen	In general, what do you know about the project, and how have you been involved (in which role, for how long?)?
R	At the beginning, what were your impressions about this initiative. Have your views changed during the implementation of the project?
C2	Have you been involved before in initiatives aiming at women's empowerment and gender equality, and specifically focusing on women, peace and security issues? How? What was your impression then? How does this project differ?
E	What are the drivers and obstacles for the success of initiatives such as this project, from your own institutional perspective?
E. – Ef.	To what extent has the project contributed to create a facilitating environment for the implementation of WPS commitment at the different levels and for different institutions and organizations?*
Ef	Are the enhanced protection, health and psychosocial and legal services provided by government and civil society organizations adequately addressing women's and girls' needs for safety, physical and mental health and security?*
Ef.1	Has the project effectively contributed to the socio-economic recovery of women in contexts affected by conflict and cyclone IDAI?*
S3	What is needed in order to ensure sustainability and consolidate the concrete adoption of WPS principles in post-conflict scenarios in Mozambique?
E. – GH.	What have been the changes (positive or negative) that the project has brought for your institution? And for you? And for the beneficiaries? (Search for examples in terms of capacity, attitudes, behavior, knowledge, availability of information on WPS, power imbalances within the institution)
S.	What can be done to make sure that these changes are maintained / addressed? What do you feel should be done, in practice? Who are the key actors to be involved?
E	What has been the level of engagement/coordination between you and the UN Women project team? Has it been effective?
ALL	What could have been done better, more of or different? Do you have any additional information or recommendation that could be helpful planning future initiatives?

*Tool 2. KII/ GI – CSOs, women national organizations, national/international partners, and other secondary stakeholder*

Respondent Identification (Date Institution Number): \_\_\_\_\_

Gender:  F  M  Other  Prefer not to say      Age:     Below 30  30-65  65+

KEQ	SPECIFIC INTERVIEW QUESTIONS
Gen	In general, what do you know about the project, and how have you been involved (in which role, for how long?)?
R	Have you been involved before in initiatives aiming at women's empowerment and gender equality, and specifically focusing on women, peace and security issues? How? What was your impression then? How does this project differ?
E	What are the drivers and obstacles for the success of initiatives such as this project, from your own perspective and experience?
E-Ef.	To what extent has the project contributed to create a facilitating environment for the implementation of WPS commitment at your level of work?
Ef.	Are the enhanced protection, health and psychosocial and legal services provided adequately addressing women's and girls' needs for safety, physical and mental health and security?* How?
Ef.1	Has the project effectively contributed to the socio-economic recovery of women in contexts affected by conflict and cyclone IDAI?* How?
S.	What is needed in order to ensure sustainability and consolidate the concrete adoption of WPS principles in post-conflict scenarios in Mozambique? What should UN Women do? And what should the government do? And what is the role of an organization like yours?
E-GH.	What have been the changes (positive or negative) that the project has brought for your organization? And for you? And for the beneficiaries? (Search for examples in terms of capacity, attitudes, behavior, knowledge, availability of information on WPS, power imbalances within the institution)
S.	What can be done to make sure that these changes are maintained / addressed? What do you feel should be done, in practice? Who are the key actors to be involved?
E.	What has been the level of engagement/coordination between you and the UN Women project team? Has it been effective?
ALL	What are you proud of in this project, and what could have been done better, more of or different? Do you have any additional information or recommendation that could be helpful for the future implementation of the project?

### *Tool 3. GI with UN Women Team*

Respondent Identification (Date Institution Number): \_\_\_\_

Gender:  F  M  Other  Prefer not to say      Age:     Below 30  30-65  65+

EC/KEQ	SPECIFIC INTERVIEW QUESTIONS
R	To what extent has the project contributed to create a facilitating environment for the implementation of WPS commitment at your level of work?

Ef	Are the enhanced protection, health and psychosocial and legal services provided adequately addressing women's and girls' needs for safety, physical and mental health and security?* Can you make examples?
E. Ef.	Has the project effectively contributed to the socio-economic recovery of women in contexts affected by conflict and cyclone IDAI?* Can you make some examples?
S.	What is needed in order to ensure sustainability and consolidate the concrete adoption of WPS principles in post-conflict scenarios in Mozambique? What should UN Women do? And what should the government do? Who do you see as the key actors, and how has this changed since the kick-off of the project?
E.-GH	What have been the changes (positive or negative) that the project has brought for your organization? And for you? And for the beneficiaries? (Search for examples in terms of capacity, attitudes, behaviour, knowledge, availability of information on WPS, power imbalances within the institution)
S	What can be done to make sure that these changes are maintained / addressed? What do you feel should be done, in practice? Who are the key actors to be involved in possible future initiatives?
S	What is your biggest concern in terms of ensuring that the results of the Project are maintained/sustained? Is there a sustainability plan? How is being implemented, what are the main challenges?
E	In terms of coordination with partner organizations: What has worked well and why? Can this be replicated? What can be improved and how?
ALL	What are you most proud of in this project, and what could have been done better, more of or different?

*Tool 4. FGDs questionnaires women beneficiaries at district level*

Number of participants: \_\_\_\_\_ Location: \_\_\_\_\_

Initials	Age group	Gender	Notes

EC/KE	SPECIFIC INTERVIEW QUESTIONS
GEN	What kind of services, training/capacity building or activities have you benefited from? Be as specific as possible please? Who has implemented the activities you benefited from? (e.g. trainings on WPS, training on participation on peace/reconciliation trainings, workshops, roundtables, access to redress service, socioeconomic support)
E.- Ef- GH.	What have been the changes (positive or negative) that the project has brought for you, if any? <ul style="list-style-type: none"> <li>○ In terms of access to integrated assistance services?</li> <li>○ In terms of increased skills and knowledge regarding NAP1325?</li> <li>○ In terms of economic empowerment?</li> <li>○ Within your community and family?</li> <li>○ For other women you know that have been involved? Has the benefit been the same for everyone? Please explain</li> </ul>
R.	Do you feel that this intervention was relevant given the needs and priorities of women and girls in your community? If yes, how? If not, why?
E.	How was the relationship with the organization that implemented the activities? Do you feel your voice was heard?
S.	How have local institutions been involved in the project?

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*Tool 5. FGDs questionnaires for participants in trainings on WPS*

Number of participants: \_\_ Location: \_\_

Initials	Age group	Gender	Notes

EC/KE	SPECIFIC INTERVIEW QUESTIONS
GEN	What kind of training/capacity building have you benefited from? Be as specific as possible please? Who has implemented the activities you benefited from?
GEN	What do you know about the project under which these training have been realized? Have you been involved in other activities under this project?
E. GH.	<p>What have been the changes (positive or negative) that the project has brought for you, if any?</p> <ul style="list-style-type: none"> <li>○ In terms of increased skills and knowledge regarding NAP1325?</li> <li>○ For your organization?</li> <li>○ For the target group of your organization?</li> <li>○ Can you make examples of how you have used the knowledge gained in the training?</li> </ul>
R.	Do you think WPS / NAP 1325 are relevant issues in the current debate in Mozambique? Can you make examples? Who are the key actors in this debate?
E.-EF.	How was the relationship with the organization that implemented the training? Do you feel the training was tailored to your training needs?

## Annex III - Terms of reference

International Consultant on FINAL EVALUATION OF UN WOMEN PROJECT- “Promoting Women and Girls’ Effective Participation in Peace, Security and Recovery in Mozambique	
Location :	Maputo, MOZAMBIQUE
Application Deadline :	10-Nov-21 (Midnight New York, USA)
Additional Category :	Gender Equality
Type of Contract :	Individual Contract
Post Level :	International Consultant
Languages Required :	English Portuguese
Starting Date (date when the selected candidate is expected to start)	:10-Jan-2022
Duration of Initial Contract :	40 working days

### Background

#### A. UN Women’s Mandate for the Project

The work of the UN Women on Women, Peace and Security (WPS) is governed by a series of commitments on the rights of women. These include United Nations Security Council (UNSC) landmark Resolution 1325 (2000) and nine successive resolutions[1] - as well as the Beijing Platform for Action (BPFA) and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) including the CEDAW General Recommendation No. 30 on conflict prevention, conflict, and post-conflict situations.

UN Women supports women’s full and equal representation and participation in all levels of peace processes and security efforts. Enhancing women’s engagement for sustainable peace requires an integrated approach that simultaneously addresses conflict prevention, resolution, and recovery, while strengthening national accountability and ensuring women’s protection from all forms of human rights violations, including sexual and gender-based violence. In order to achieve transformative change, UN Women works in the following areas: (1) increasing women’s meaningful participation in formal, and informal peace negotiations; (2) promoting women’s participation in peacebuilding and recovery planning, women’s economic empowerment within recovery efforts, and the establishment of gender responsive post-conflict institutions; (3) increasing women’s participation and safety in peacekeeping; (3) ending impunity conflict-related sexual and gender-based violence; (4) promoting a gender-sensitive approach to preventing and countering violent extremism; and (5) creating an enabling environment for the implementation of national commitments to women, peace and security (including the implementation of National Action Plans on WPS). In addition, UN Women promotes research initiatives, data collection, learning exchanges, and documentation of good practices on women, peace, and security to inform policy and programming.

The actions of UN Women in Mozambique are aligned with two strategic objectives: 1) Consolidate national unity, peace and sovereignty and 2) Develop human and social capital in accordance with the government's Five Year Plan and the National Plan for the Advancement of Women. The project being implemented contributes to the implementation of the National Action Plan for the Advancement of Women and the National Action Plan on Women, Peace and Security (2018-2022) (NAP 1325), which was created with the support of UN Women. The project is part of the larger UN Women Programme on Women, Peace and Security and is being implemented within the framework of the Mozambique UNDAF 2017-2021 (United Nation Development Assistance Framework) and it is also expected to contribute towards the achievement of the Agenda 2030 for Sustainable Development and Agenda 2063: The Africa We Want.

### ***B. Context in Mozambique***

Following the 1992 Peace Accords between the government of Mozambique and the former rebel movement RENAMO, Mozambique enjoyed nearly 20 years of relative peace and stability. This allowed for significant democratic advances in the country, including gender equality and women's empowerment.

Since the ratification of the CEDAW in 1997 and the adoption of Beijing Declaration and Platform for Action as well as the gender equality as a constitutional principle, Mozambique has made significant progress at political, legal and institutional level. The main milestones include the adoption of a Gender National Policy and its Implementation Strategy, the National Plan for the Advancement of Women, a Law on Domestic Violence Against Women (29/2009), the National Council for Women's Advancement, represented at both provincial and district level, the adoption and implementation of an integrated multi-sectoral approach to assist victims of violence against women, National Action Plan on Women Peace and Security, and the approval of the Law to Prevent and Combat Premature Unions (19/2019).

Women's participation in politics has increased over time. Mozambique has had six general elections (1994, 1999, 2004, 2009, 2014 and 2019) and five municipal elections (1998, 2003, 2008, 2013, 2018, and the mid-term elections of Nampula in 2017). Presidential, legislative, and assembly elections for provincial councils took place in October 2019. As a result of the general election in 2019 elections, women make 41.2 per cent of MPs (103 out of 250) and at local level as a result of the 2018 elections there are 6 presidents' women out of 53 presidents of municipal councils (11.3%), and 8 are represented as Presidents of the Municipal Assemblies (15,1%). The Speaker of Parliament has been a woman in the last 3 elections (2009, 2014, 2019). At national level, women's participation over all sectors of government reached 32.4% in 2016. [2] However, progress has not been enough to challenge deeply rooted sociocultural norms such as discrimination against women, lack of education especially in rural areas, limited participation in public spaces.

The political situation remains fragile with demobilization and reintegration of former rebel armed forces following cease fire between the Government and the National Mozambican Resistance (RENAMO) reached in March 2018 and part of the recently definitive peace agreement and comprehensive Peace and Reconciliation Agreement by the Government and RENAMO in August 2019. However, since 2017, the province of Cabo Delgado (in north of Mozambique-one of the provinces with a growing extractive industry) has suffered attacks perpetrated by armed group said to be linked to extremist religious groups, resulting in social instability. Although there is at times the appearance of stability, there is high probability that these attacks and violent extremism will persist, given the fact that the purpose and provenience of these group is still rather unexplained, and they

remain active in the northern region of Mozambique. Given that the country currently faces an immensely sensitive political, economic, and humanitarian situation, this scenario is likely to further undermine the prospects of achievement of gender equality by 2030. While political-military tensions as well as the increasing violent extremism in the northern region threaten the already precarious peace and security of women and girls in Mozambique. In addition, other factors, such as macroeconomic instability, health crises (including COVID-19, HIV/AIDS, Tuberculosis, etc), natural disasters and the emergence of conflicts, further threatens the peace and security of women. Women continue to suffer physical and psychological harm from both armed and other conflicts, economic exclusion, environmental degradation, and masculinised politics and militarism, which have only compounded gendered insecurity. These harms are generally not accompanied by a reparation process that includes the provision of opportunities for social, psychological and economic recovery after the conflict.

### **Duties and Responsibilities**

The project rationale stems from the need to promote the active and full participation of women and girls in peace, security and recovery processes in Mozambique at all levels.

To respond to challenges faced in the promotion of gender equality in peace and security processes at all levels in Mozambique, since 2016 the Government of Mozambique, through the Ministry of Gender, Children and Social Action and with the support of UN Women, began the formulation of the National Action Plan on Women, Peace and Security for the national implementation of UN Security Council Resolution 1325 and the related resolutions. In May 2018, the Government of Mozambique approved the National Action Plan on Women, Peace and Security (2018-2022) (NAP 1325) which seeks to promote women's and girls' human rights in armed conflict and post-conflict contexts.

To support the operationalization of the NAP 1325, UN Women in partnership with MGCAS and support of the Governments of Iceland and the Kingdom of Norway, is implementing a project denominated: "Promoting Women and Girl's effective participation in peace, security and recovery in Mozambique." The project focuses on:

- Enhancing security for women and providing integrated multi-sectorial response services to victims of violence;
- Promoting and facilitating the socioeconomic recovery of women;
- Strengthening women's capacity and women's organizations to participate in conflict prevention and resolution, in particular at community level;
- Strengthening national capacity to coordinate, monitor and account for the implementation of global commitments on women, peace and security.

With a duration of four years, it started in December 2017 and will end in December 2021, the project is currently being implemented in 17 districts located in 7 provinces of the country (please refer to the graphic below for specifications) with a total budget of approximately 4.5 million dollars funded by the Governments of Norway and Iceland. It is important to note that the project duration has been extended (non-cost extension agreement) by one year from December 2020 to December 2021. Its direct beneficiaries are women and local government authorities. And at national level, building the capacity of government institutions to implement the UNSCR 1325.

The project is guided by the following theory of change: 1) if a facilitating environment is created for the implementation of WPS commitments, 2) if women participate in decision-making processes on prevention, management, and conflict resolution in an effective way, and 3) if the protection, physical and mental health and economic security of women and girls is guaranteed, their human rights respected and their specific needs in the process of peacebuilding and recovery fulfilled. Then, societies will be

more peaceful and fairer, because evidence shows that women are the driving forces of peace and security, and inclusive societies are more likely to be stable. Furthermore, post-conflict scenarios are opportunities to link to the root causes of gender inequality barriers.

The expected results of the project are the following:

- Outcome 1: Women and girls' safety, physical and mental health and security are enhanced, and their human rights protected
- Output 1.1: Women and girls affected by violence have access to comprehensive services to redress - including appropriate protection, health and psychosocial and legal services in resettlement, returning areas and in disaster affected areas
- Outcome 2: The socio-economic recovery of women and girls is increased in the post conflict setting
- Output 2.1: Women and girls have increased access to economic opportunities in the context of recovery from conflict and cyclone IDAI
- Outcome 3: The enabling environment for sustainable implementation of WPS commitments is strengthened
- Output 3.1: Women and girls' capacity to participate meaningfully in conflict prevention/resolution strengthened
- Output 3.2: Capacity of the Ministry of Gender to coordinate and monitor implementation of NAP 1325 and fulfil UN reporting requirements strengthened
- Output 3.3: National capacity to implement and generate knowledge on WPS enhanced

The project counts with the following Key stakeholders: Ministry of Gender, Children and Social Action; the Governments of Iceland and the Kingdom of Norway (donors), Ministry of Interior, Ministry of National Defence, Civil Society organizations, especially women-led organizations/associations, the provincial governments and the governments of the target districts. And the project Advisory Group aiming at providing technical advice to the project implementation, including oversight of overall project

The project management structure is composed of:

- a programme specialist (part-time), based in Maputo, who is responsible for the overall supervision of all programmatic management, partnership building and staff management in the project;
- a Programme Officer, based in Maputo, who is responsible for the overall project and financial management and technical support in the project;
- a Project Officer, based in Ministry of Gender, Children and Social Action, responsible for providing technical support to the Ministry of Gender, Children and Social Action in created WPS unit, as well as responsible for the project coordination and implementation with local government partners at provincial and district levels.

### **Purpose (and use of the evaluation)**

The final, end-of-programme evaluation will serve to evaluate the design, implementation, management, and outcomes of the WPS project to identify lessons, good practices that can improve future such initiatives managed by the UN Women Country Office, including accountability, learning and decision-making purposes. Moreover, the evaluation is expected to provide forward-looking and actionable recommendations, based on previous work conducted and the current positioning of UN Women in this area.

The intended end users of this evaluation are UN Women project management, UN Women country office and regional senior management; the donors of the project, other donors interested in UN Women's portfolio, UN Women's main partners (including the national government and the provincial governments); other stakeholders engaged stakeholders engaged in promotion of WPS agenda, in and out of Mozambique.

Aligned with United Nations Evaluation Group (UNEG) Norms and Standards, this evaluation will have an explicit focus on utility. The evaluation will be shared with key stakeholders, donors, and partners. In line with UN Women Evaluation Policy a management response will be prepared for this evaluation as practical means to enhance the use of evaluation findings and follow-up to the evaluation recommendations. The management response will identify who is responsible, what are the action points and the deadlines. It will be posted on the online UNW 'Global Accountability and Tracking of Evaluation Use (GATE) System' at <http://gate.unwomen.org/>.

#### IV. Objectives (evaluation criteria and key questions)

Considering the mandates to incorporate human rights and gender equality in all UN work and the UN Women Evaluation Policy, which promotes the integration of women's rights and gender equality principles, these dimensions will have a special attention in this evaluation. A specific evaluation objective on human rights and gender equality is included as well as considered under each evaluation criterion.

The overall objectives of this evaluation are to:

- Analyse how human rights approach and gender equality principles are integrated in the interventions;
- Assess Coherence (internal and external) of the project on how well the intervention fit and its compatibility with others in the CO and Country in general.
- Assess the relevance of the project at national level including alignment with international agreements and conventions on WPS and other gender equality and women's empowerment
- Assess the effectiveness in achieving expected results, including the effectiveness of programming strategies in implementing global commitments within national priorities for in working toward to achieve expected results, with a special focus on innovative, scalable and replicable interventions. The evaluation should also investigate the contextual factors that are enabling or restricting the achievement of results;
- Assess the organizational efficiency of the project, in terms of financial management and human resource investments;
- Assess the initial impact of the intervention on the lives of beneficiaries, communities, and institutions involved in the project;
- Assess the potential sustainability of the interventions in achieving gender equality and women's empowerment in the context of WPS.
- Assess the functioning and effectiveness of the Monitoring, Evaluation and Knowledge Management system, identifying and validating lessons learned, good practices and examples of innovation; and
- Provide actionable recommendations with respect to improving the project and similar programmes in the future.

#### **Key Evaluation Questions**

The evaluation will address the following OECD-DAC[1] evaluation criteria, namely: Relevance, Coherence, Effectiveness, Efficiency, Impact and Sustainability. A specific criterion on Human rights

and gender equality will also be assessed. The evaluation will not consider impact (as defined by UNEG) as it is considered too premature to assess this. The evaluation will also, to the extent possible, analyse Value for Money (VFM) and good use of resources by establishing a link between the use of funding and the performance and results of the country office. The evaluation will seek to answer the following key evaluation questions and sub-questions:

#### Relevance

- To what extent was the intervention relevant to the needs and priorities as defined by beneficiaries?
- To what extent was the intervention aligned with country priorities for gender equality and the promotion of the active participation of women in peace, security, and recovery in Mozambique, at regional and global level?
- At the extent to which the project was able to adjust to respond to emerging needs, especially in the context of the COVID crisis, violent extremism, among other emerging issues.
- What was the level of engagement between the Partners and key Stakeholders at all levels and the ability to leverage the partnership process to inform the advocacy strategy?

#### Coherence

- Internal coherence: were there synergies and interlinkages between the intervention and other interventions carried out by Un Women and other institutions, such as the government, as well as the consistency of the intervention with the relevant international norms and standards to which UN Women and the government adheres?
- External coherence: was the intervention consistent with other actors' interventions in the same context. Did it include complementarity, harmonisation and co-ordination with others, and the extent to which the intervention added value while avoiding duplication of effort.

#### Effectiveness

- To what extent do the activities carried out achieved the intended outputs and contributed to achieved outcomes and how did UN Women contribute towards them? Is there area for improvement? If so, how could have UN Women done differently?
- What were the enabling and limiting factors that have contributed to the achievement of results and what actions would have been taken to overcome any barriers that could have limited the progress?
- How was Monitoring & Evaluation Framework including logical frame indicators, tools and processes used to monitor and report activities, outputs?
- Was monitoring data, knowledge products and lessons learned adequately used to adjust performance and implementation?
- Which were potential good practices, challenges and lessons from the interventions and recommend forms to improve similar project strategies and Un Women programming?

#### Efficiency

- To what extent were project strategies cost-effective in making an impact on the ground, district, and provincial levels? (Analysing the budget and project expenditure over the four years period of the project)
- Was the project implemented within the planned timeline? If not, what were the challenges and how the project and results were affected?
- To what extent were the capacities (technical, administrative and advocacy skills) and project management structure adequate to deliver the project objectives and how could they be strengthened to improve impact?

### Sustainability

- To what extent was capacity developed to ensure sustainability of efforts and benefits? And how beneficiaries demonstrate skills with potential for long term impact on their wellbeing?
- How the benefits of the intervention would be secured for rights holders (i.e. what accountability and oversight systems were established)?
- What were the contextual factors for sustaining and replicating the project interventions and its impact at national level;
- To what extent have civil society organizations and women's organizations/associations committed to promote the WPS agenda and promote peace and security for all at district level;
- To what extent have Government Partners committed to promoting the WPS agenda at central, provincial and district level?

### Human Rights approach and Gender Equality principles

- To what extent has gender and human rights considerations been integrated into the programme design and implementation?
- How has attention to/integration of gender equality and human rights concerns advanced the area of work?
- To which extent the project reached the most vulnerable groups considering the current context in the country (ex. People with disability, Internal displaced women, women affected by conflict and humanitarian disasters, among others).

### Scope of the evaluation

The scope of the evaluation is national (concentrated at central level as well as in the 17 target districts in the 7 project provinces) and will include all dimensions of the project. The evaluation will cover the entire project implementation from 2018 to 2021. In effort to identify and assess WPS linkages with other thematic areas, the evaluation scope includes also other UN Women impact areas such as the elimination of violence against women and girls, women's socioeconomic empowerment, and global norms and institutional support. The evaluation will also review the findings and recommendations made by the mid-term evaluation of the project.

#### VI. Evaluation design (process and methods)

The evaluation will be carried following UN Evaluation Group (UNEG) Norms and Standards (see <http://www.unwomen.org/about-us/accountability/evaluation/>), UN Women Evaluation Policy as well as the Ethical Guidelines for evaluations in the UN system, see Annex to this TOR. Once finalized the evaluation report will be quality-assessed based on the UN Women Global Evaluation Reports Assessment and Analysis System (GERAAS). GERAAS standards and GERAAS rating matrix are available in the annexes.

The formative and summative evaluation will be based on the explicit theory of change already formulated by stakeholders at the beginning of the programme. It will test its validity against the evidence collected so far regarding key programme results. It is also important to mention that both qualitative and quantitative methods are expected to be utilised. The evaluation process is expected to be transparent and involve various stakeholders and partners.

The evaluation type will be non-experimental, and follow these phases, being phase 1 and 4 under UN Women direct responsibility:

- Preparation: This includes the stakeholder analysis and establishment of the reference group, development of the ToR, and recruitment of the evaluation team.
- Conduct: Inception report, stakeholder workshop, data collection and analysis.

- Reporting: Presentation of preliminary findings, draft and final reports.
- Use and follow up: Management response, dissemination of the report, and follow up on how to positively shape future programme design.

### **Methodology**

The evaluation methodology will be developed by the Evaluation Consultants and presented to the Evaluation Reference Group and approval of the evaluation management team. The methodology should use a combination of quantitative and qualitative research methods that are appropriate to address the main evaluation questions and account for complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate. These methods should be responsive to human rights and gender equality principles and facilitate the engagement of key stakeholders. Measures will be taken to ensure the quality, reliability, and validity of data. Limitations with respect to the sample (representativeness) should be stated clearly.

Primary data collection could be undertaken through observations, site visit, individual key informant interviews and focal group discussions with representatives of relevant government institutions (duty bearers), development partners, beneficiaries (right holders) and key community players seeking to address gender equality and human rights issues. Data collection and analysis methods such as appreciative inquiry, most significant change, case study, survey could also be implemented. The evaluator will develop a sampling frame (area and population represented, rationale for selection, mechanics of selection, and limitations of the sample) and specify how it will address the diversity of stakeholders in the intervention. However, given the current COVID-19 context and the increase in insecurity and violence context, there may be some restrictions in the collection of primary data in the field as well as observation which can cause some methodological limitations. To mitigate this risk, remote data collection may be adopted.

The evaluator should take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights; for example, the limitations of the sample (representativeness) should be stated clearly, and the data should be triangulated (cross-checked against other sources) to help ensure robust results. All the data collected should be gender-responsive (including disaggregated by sex and age). The evaluator should also consider other recent evaluations conducted in the CO, such as the WPS MTE and the Country Portfolio Evaluation covering the period of 2017-2021.

### **Stakeholder participation**

The Evaluators will collaborate with the CO evaluation manager to convene and coordinate meetings with the Evaluation Reference Group (ERG). Ideally, the ERG will include the members of the Advisory Group: The Ministry of Gender, Children and Social Action; the Governments of Iceland and Norway; sister UN agencies, local governments, and civil society organizations (specially women-led organizations/associations/groups). They will be playing liaison, technical advisory, and quality assurance roles, including the validation and dissemination of results. In this sense, rural women and their associations are key rights holders — their views, challenges and progress need to be highly reflected in the process and results of this evaluation.

## Annex IV - Evaluation management and reference group members

The Evaluation is commissioned by UN Women Mozambique Country Office. The Consultants will report to the Country Representative and will benefit from technical support of the UN Women Programme Specialist, UN Women Programme Officer (Women, Peace and Security), and UN Women M&E Officer (who will be the main liaison person), and from the Regional Evaluation Specialist based in the UN Women Regional Office in Kenya. The evaluation team will also benefit of support from the Evaluation management group and reference group established by the CO with specific ToRs highlighting their responsibilities and role during the evaluation.

The members of the evaluation management group include:

- Country Representative
- UN Women Programme Specialist
- UN Women Programme Officer (Women, Peace and Security)
- UN Women M&E Officer (main liaison person)
- Regional Evaluation Specialist based in the UN Women Regional Office in Kenya

The members of the reference group include:

#	Organization	Relation with the Project	Member	Position	Contact/Email
1	Ministry of Health	Government	Felisbela Gaspar	Advisor to the Minister for Gender	gfelisbela1963@gmail.com
2	Ministry of Gender, Children and Social Action	Partner	Sansão Buque	Deputy Gender Director	kiyabuque@yahoo.com.br
3	Joaquim Chissano University	Responsible Partner/ Academia	Egna Sidumo	Researcher Center for International Strategic Studies	esidumo@gmail.com
4	Sócio Cultural Horizonte Azul Association	CSO	Dalila Macuacua	Executive Director	dalilamacuacua@yahoo.com.br
5	Center of Coordination of Gender Issues (CeCAGE)	Academia	Gracinda Mataveia	Director of Center of Coordination of Gender Issues	uemceceage@gmail.com
6	SWEDEN Embassy	Corporate Development Partner	Pia Oste	Program Specialist - Democracy, Human Rights and Gender Equality	pia.oste@gov.se

7	REDE HOPEM	Implementing Partner	Jorge Cuinhane	HOPEM National Coordinator	jorgecuinhane@hotmail.com
8	PROPAZ	CSO	Jacinta Jorge	Executive Director	jacintajorge.59@gmail.com
9	ICELAND Government (Donor)	Project Donor	Pétur Waldorff	Deputy Permanent Representative	petur.skulason@utn.is
10	Norway	Project Donor	Denise Wetela	Gender Adviser	Denise.Cuamba.Wetela@mfa.no
11	JUSTA PAZ	CSO	Telma Tonela	Executive Director	ttonela20@justapaz.org.mz
12	FORUM MULHER	CSO	Nzira de Deus	Executive Director	nzira.deus@gmail.com
13	Women's Group for the Sharing of Ideas in Sofala – GMPS	Implementing Partner	Jessica Salomão	Project Official	jessicasalomao2014@gmail.com

Roles and responsibilities of different groups engaged in the evaluation:

Team	Responsibilities
Management Evaluation Group	<ul style="list-style-type: none"> <li>• Participate in any meetings of the management group</li> <li>• Approve the consultant/firm selected to conduct the evaluation</li> <li>• Participation in any inception meeting/s and quality assure the evaluation inception report</li> <li>• Facilitate access to information by the evaluation team</li> <li>• Review and quality assure the draft evaluation report</li> <li>• Disseminate and promote the use of the evaluation findings and recommendations.</li> </ul>
Evaluation Reference group	<ul style="list-style-type: none"> <li>• Facilitating the participation of the key stakeholders in the evaluation design, defining the objectives, the evaluation scope and the different information needs.</li> <li>• Providing input on the evaluation products: a) ToR, which defines the nature and scope of the evaluation; b) inception report, which defines the approach and methodology of the evaluation team; c) preliminary findings, which identify the key findings from preliminary analysis; and d) draft and final reports, to identify factual accuracy, errors of interpretation or omission of information.</li> <li>• Providing relevant information (i.e., via surveys, interviews, etc.) and documentation to the evaluation team.</li> <li>• Disseminating evaluation results.</li> <li>• Implementing evaluation recommendations as appropriate.</li> </ul>

## Annex V: Stakeholders mapping

Categories	Stakeholder	What (their role in the intervention)	Why (gains from involvement in the evaluation)	How (informational, reference group, management group, data collection, etc.)	When (in what stage of evaluation)	Priority (importance of involvement in evaluation process)
	Representatives of Ministry of Gender, Children and Social Action (MGCAS)	Coordinate, monitor implementation of the NAP 1325 and fulfil United Nations reporting requirements. Lead the coordination and monitoring of NAP 1325 initiatives being implemented by different actors in the country. Through technical support and coordination MGCAS contributed to the active engagement of the Police, Justice and health sectors at the provincial and district level towards the establishment of the integrated services for women and girls who experience physical and sexual violence.	Their role was key for the achievement of NAP 1325 ownership and project implementation at sub-national level. They can provide insights on the implementation process and dynamics of change promoted by the project at institutional level (national and sub-national) as well as on perceived needs in terms of institutional strengthening with regards to WPS	Data collection (KIIs) <sup>25</sup>	Data Collection and dissemination of evaluation report	High

<sup>25</sup> KII: Key informant interview

Duty bearers who have decision-making authority over the intervention such as governing bodies	Representatives of Ministry of Interior (MINT)	Coordinate, monitor implementation of the NAP 1325 and fulfil United Nations reporting requirements - focused on police and judiciary. Partners in the provision of tools and material related to gender mainstreaming within the police forces, training module for police training academies at a national level focused on the WPS Agenda, training for police forces in conflict affected areas, such as Cabo Delgado, Sofala, and Manica provinces, on how to protect the human rights of vulnerable groups and adequately serve the differentiated needs of women and girls.	Their role was key for the implementation of the NAP 1325 1325. They can provide insights on the implementation process and dynamics of change promoted by the project at institutional level (national and sub-national) as well as on perceived needs in terms of institutional strengthening with regards to WPS	Data collection (KIIs)	Data Collection and dissemination of evaluation report	High
	Representatives of Ministry of National Defence (MND)	Coordinate, monitor implementation of the NAP 1325 and fulfil United Nations reporting requirements in regard to the defence sector bodies.	Their role was key as they were expected to ensure the armed forces observe an acceptable behaviour in conflict situations towards women and girls. They can provide insights on the implementation process and dynamics of change promoted by the project at institutional level (national and sub-national) as well as on perceived needs in terms of WPS mainstreaming within the armed forces.	Data collection (KIIs)	Data Collection and dissemination of evaluation report	High
Duty bearers who have direct responsibility for the intervention, such as programme managers and associated partners	Representatives from Provincial Directorates and District Departments of Social Action	Beneficiaries of training and equipment. Direct duty bearers in assisting the needs of SGBV survivors and potential victims. Entity responsible to coordinate the provision of integrated assistance and referral services for women and girls at risk or survivors of violence	They can provide insights on the project effectiveness in improving District capacity to assist SGBV survivors and implement the Integrated Multi-sectoral Mechanism in order to guarantee the physical security of women; as well reflect on remaining challenges	Data collection (KIIs and /or GIs <sup>26</sup> depending on officers' availability)	Data Collection and dissemination of evaluation report	High

<sup>26</sup> GI: Group Interview

	Police and Defence Officials trained on gender equality and WPS agenda	Beneficiaries of trainings on the multi-sectoral mechanism.	They can provide insights and reflect on the relevance of the NAP 1325 to provide protection and assistance to women survivors and women at risk, and how they assess their capacity to implement the NAP 1325 after the training	Data collection (KIIs and /or GI depending on officials' availability)	Data Collection and dissemination of evaluation report	Medium-High
	Representatives from grassroots women's networks: GMPIS, LeMusica, Nafeza, Nafeza, PROMURA, MuLeiDe	Partners in charge of reaching out and engage grassroots women in the project targeted provinces and Districts in the implementation of the WPS agenda, including through organization of solidarity feminist camps. Carry out a prevention campaign on COVID-19 and the promotion of WPS at community level.	These partners played a key role as they ensured that the project topics reached out to beneficiaries at community level, and introduced a key implementation method with the solidarity camps. They can share their view on women's perception at local level with regards to WPS and its relevance for their lives, highlight needs and challenges, including for this kind of organizations to be able to consolidate their role at local level	Data collection (KII and GI)	Data Collection and dissemination of evaluation report	High
	Representatives from Human Rights and Development Association (DHD), Council of Religions of Mozambique (COREM)	DHD and COREM received technical assistance in the conceptualization of the National Platform which seeks to create a united women's voice on peace and security issues in Mozambique and demand women voices in the ongoing peace talks and peace agreements, as well as the post-conflict development strategies and programmes.	These partners played a key role for the implementation of Output 3, in particular with regards to the creation of a conducive environment for WPS	Data collection (KIIs)	Data Collection and dissemination of evaluation report	Medium-High
	Government of Norway	Provide funding, support advocacy and partnership building	Holds strategic decision-making and support advocacy	Data collection (KIIs)	Data Collection and dissemination of evaluation report	High
	Government of Iceland	Provide funding, support advocacy, resource mobilization and partnership building	Holds strategic decision-making and can support advocacy	Data collection (KIIs)	Data Collection and dissemination of evaluation report	High

	UN Women	Programme formulation, Management/Monitoring and Learning, technical support to MGCAS, advocacy, partnership building and resources mobilization	Hold strategic decision-making throughout the whole project cycle.	Data collection (KIIs)	All phases	High
	Representatives from target District Governments	Beneficiaries, monitoring and quality assurance of services provided in their districts.	They provide leadership and hold very strong convening power amongst the different district services involved in the project. Provide access and ability to produce change.	Data collection (KIIs or GIs)	Data Collection and dissemination of evaluation report	Medium-High
	Partner organizations for the economic empowerment component: ADEL Sofala, AENA, Livaningo, NAFEZA, UN Habitat	Partners in charge of implementing the economic empowerment activities in the targeted Districts	They can provide insights on the economic empowerment activities and their coherence with the overall WPS and NAP 1325 priorities, as well as on dynamics of change that the project might have promoted	Data collection (KIIs or GIs)	Data Collection and dissemination of evaluation report	High
Secondary duty bearers	Representatives from United Nations University Gender Equality Studies and Training Programme (GRÓ-GEST) and	Developed and implemented a training of trainer's course for the defence and security sector.	They played a role in the definition of knowledge products that supported the implementation of the WPS and can provide reflections on how to strategically enhance dissemination of these products	Data collection (KIIs)	Data Collection and dissemination of evaluation report	Medium-High
	Representatives from Universidade Eduardo Mondlane (UEM) and Joaquim Chissano University (UJC)	UEM (CeCAGE) conducted a situational analysis on WPS, produced evidence and support capacity building on WPS related issues at national level. UJC Implemented debates and reflections on contemporary issues relating to the WPS Agenda, including on growing violent extremism and terrorism in Mozambique. Supported capacity building of personnel from Government, CSOs and women-led organizations, academic institutions, private sector and media through short-term in-depth trainings on WPS	They played a role in the definition of knowledge products that supported the implementation of the WPS and can provide reflections on how to strategically enhance dissemination of these products and capacity building on these topics	Data collection (KIIs)	Data collection and dissemination of evaluation report	Medium-High

	Representatives from national and international associated partners: FES, FDC, WLSA, Muleide, ProPaz, Forum Mulher, Rede Hopem	Associated partners for consolidating and coordinating efforts in the promotion of WPS in Mozambique under the overarching umbrella of the NAP 1325.	They can provide insights on the perceptions with regards to the promotion of WPS in the country from the civil society point of view, as well as remaining challenges and proposals for way forward	Data collection (GIs)	Data collection and dissemination of evaluation report	Medium
	Representatives from "Men for Women/Harmful Masculinities" initiatives	Men trained under output 3 to be engaged on the promotion of the active participation of women in conflict resolution and peace building and consolidation at the community level	They can provide reflection on their perception with regards to the relevance / impact of the training in terms of increased women's participation	Data collection (GIs)	Data collection	Medium
	Humanitarian partners who are members in the Protection and GBV Clusters in Cabo Delgado and at national level	None, but they are considered relevant for the final evaluation as the NAP 1325 could be mainstreamed in a variety of emergency response and recovery interventions in Cabo Delgado	They can provide insights on their understanding of WPS and how they are integrating or intend to integrate these issues within their interventions / planning	Data collection (GI)	Data collection and dissemination	Medium
Rights holders (individually or through the civil society organizations acting on their behalf) who are the intended and unintended beneficiaries of the intervention	Women and girl survivors of conflict and violence and at risk receiving psychosocial or legal support from CAIs	Direct beneficiaries of the project, particularly output 1.	They are the beneficiaries of the project. They can provide some insights/reflections on how they perceive changes in service provision	Data collection through voluntary FGDs <sup>27</sup> at CAIs	Data collection	High
	Women that participated in South- South, North-South solidarity WPS workshops	Direct beneficiaries of the project, particularly output 3. Produced position paper intended as advocacy tool for women's organizations to monitor and evaluate the implementation of national policies and plans in order to ensure that women and girls benefit and can coordinate best practices with other women leaders in other	They can provide reflections with regards to international best practices or gaps in the implementation of the NAP 1325, and possible follow up.	Data collection (FGDs)	Data collection and dissemination of evaluation report	Medium-high

<sup>27</sup> FGD: Focus Group Discussion

		regions/countries.				
	Members of community-based women's organizations that received training on conflict prevention, mediation and resolution provided by the project	Direct beneficiaries and aimed to consolidate National Civil Society Platform on Women, Peace and Security, a platform which seeks to create a united women's voice on peace and security issues in Mozambique and use this united voice to demand that the perspective of women and girls is adequately reflected in the ongoing peace talks and peace agreements, as well as the post-conflict development strategies and programmes	They can provide their perception with regards to how women's voice is being heard, and how this has changed over the years of implementation of the project	Data collection (FGDs)	Data collection	High
	Women representatives from grassroots and civil society organizations that were trained on the WPS agenda and NAP 1325, or part of consultations to establish a socioeconomic strategy	Representatives from potential direct beneficiaries of outputs 2 and 3.	They can provide some insights/reflections on how the activities to which formulation they contributed were actually reflected in the field	Data collection (FGDs)	Data collection	High
	Women that received support in terms of socioeconomic empowerment	Beneficiaries of the activities focusing on enhanced access to economic opportunities	They can provide their perception with regards to the relevance of the opportunities they had access to in terms of improving livelihoods	Data collection (FGDs)	Data collection	High
Rights holders (individually or through the CSOs on their behalf) who should be represented in the	Members from women organisations or other CSOs that are informed of the project but where not part of any of the activities	None	They can provide their perception with regards to the project and how they were indirectly informed about its outcomes.	KIIs	Data collection	Medium



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intervention but are not, or who are negatively affected by the intervention	Local leaders in targeted communities	None	They can provide their perception with regards to the project and if they changes in the way in which women engage with decision-making at community level	KIIs	Data collection	Medium
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## Annex VI: Evaluation Matrix

Evaluation criteria	Key questions	Sub-questions	Indicators	Collection methods	Data source
Relevance	<p>R1. To what extent was the intervention relevant to the needs and priorities as defined by beneficiaries?</p> <p>R2. To what extent was the intervention aligned with country priorities for gender equality and the promotion of the active participation of women in peace, security, and recovery in Mozambique, at regional and global level?</p> <p>R3. To which the extent the project was able to adjust to respond to emerging needs, especially in the context of the COVID crisis, violent extremism, among other emerging issues?</p> <p>R4. What are the current priorities for gender equality, promotion of the participation of women and girls in peace, security and recovery in Mozambique at districts, provincial and country level? Is the project responding to them?</p>	<p>Did the programme consultations with national counterparts in the formulation and implementation of the programme lead to integration of national priorities?</p>	<p>Alignment with scoping study;</p> <p>Alignment with national plan on gender equality and key strategic documents;</p> <p>Number of meetings with national and sub-national counterparts / partners;</p> <p>Perception of national and sub-national counterparts / partners with regards to their ownership of the project</p>	<p>Document analysis</p> <p>Monitoring records</p> <p>KII</p>	<p>National government website</p> <p>UN Women programme staff</p> <p>National counterparts and partners reports and documents</p>
Coherence	<p>C1. Internal coherence: were there synergies and interlinkages between the intervention and other interventions carried out by Un Women?</p> <p>C2. External coherence: was the intervention consistent with other actors' interventions in the same context. Did it include complementarity, harmonisation and co-ordination with others, and the extent to which the intervention added value while avoiding duplication of effort?</p>	<p>To what extent the project overlapped / coordinated with other interventions in the field focusing on WPS and women's economic empowerment?</p> <p>What kind of coordination mechanisms were put in place to avoid overlapping and enhance coordination?</p>	<p>Alignment with UNWomen country strategy and coherence with country portfolio</p> <p>Perception of external stakeholders with regards to the WPS project; evidence of coherence and synergies with other projects</p>	<p>Document analysis</p> <p>Monitoring records</p> <p>KII</p>	<p>National government website</p> <p>UN Women programme staff</p> <p>National counterparts and partners reports and documents</p>

Evaluation criteria	Key questions	Sub-questions	Indicators	Collection methods	Data source
	C3. Coherence to standards and norms: was the intervention consistent with the relevant international norms and standards to which UN Women and the government adhere?	To what extent is the project in line with international norms and standards?	Evidence of coherence with standards and norms		Reports and documents from external stakeholders
Effectiveness	<p>E1. To what extent did the activities carried out achieve the intended outputs and contribute to intended outcomes and how did UN Women contribute towards them? Is there area for improvement? If so, how could have UN Women done differently?</p> <p>E2. How effective was the Monitoring &amp; Evaluation Framework in including logical frame indicators, tools and processes used to monitor and report activities, outputs?</p> <p>E3. Which were potential good practices, challenges and lessons from the interventions and recommend forms to improve similar project strategies and Un Women programming?</p> <p>E4. What are the enabling and limiting factors that contributed to the achievement of results and what actions need to be taken to overcome any barriers that may limit the progress?</p>	<p>What were the enabling and limiting factors that have contributed to the achievement of results and what actions have been taken to overcome any barriers that could have limited the progress?</p> <p>Was monitoring data, knowledge products and lessons learned adequately used to adjust performance and implementation?</p>	<p>Evidence of contribution to results as outlined in the programme/ project plan and articulated in the theory of change</p> <p>Evidence of effective consultation with key partners</p> <p>Evidence of unintended effects of UN Women (positive or negative), including on excluded/more vulnerable groups and men/boys</p>	<p>Document analysis (annual and donor reports, etc.)</p> <p>Monitoring records</p> <p>Interviews</p> <p>Case study</p>	<p>All key stakeholders and partners</p> <p>UN Women programme staff</p> <p>Project implementation sites</p> <p>Beneficiaries</p>
Efficiency	Ef1. To what extent were project strategies cost-effective in making an impact on the ground, district, and provincial levels? (Analysing the	Was the project implemented within the planned timeline? If not, what were the challenges and how the project and results were affected?	Evidence of implementers use of cost efficiency mechanisms during implementation	Document analysis (annual and	UN Women programme staff

Evaluation criteria	Key questions	Sub-questions	Indicators	Collection methods	Data source
	budget and project expenditure over the four years period of the project)	<p>Were resources redirected as needs changed?</p> <p>To what extent were the capacities (technical, administrative and advocacy skills) and project management structure (including of the national counterparts) adequate to deliver the project objectives and how could they be strengthened to improve impact?</p>	<p>Evidence of budget reviews / amendment to respond to identified challenges / risks</p> <p>Evidence of strategies to mitigate delays</p>	<p>donor reports, etc.)</p> <p>Monitoring records</p> <p>Interviews</p>	<p>Key national counterparts</p>
Sustainability	<p>S1. To what extent was capacity developed to ensure sustainability of efforts and benefits? And how beneficiaries demonstrate skills with potential for long term impact on their wellbeing?</p> <p>S2. To what extent have civil society organizations and women’s organizations/associations committed to promote the WPS agenda and promote peace and security for all at district level;</p> <p>S3. To what extent have Government Partners committed to promoting the WPS agenda at central, provincial and district level?</p>	<p>How would the benefits of the intervention be secured for rights holders (i.e. what accountability and oversight systems were established)?</p> <p>What were the contextual factors for sustaining and replicating the project interventions and its impact at national level?</p> <p>Are there ongoing projects focusing on WPS from other partners with which coordination will be required to maximize results and ensure sustainability?</p>	<p>Evidence of exit and sustainability strategy drafted and agreed with partners</p> <p>Evidence of unplanned by-products that can contribute to sustainability</p> <p>Perceptions of beneficiaries of WEE activities with regards to support received</p> <p>Evidence of civil society commitment to the WPS agenda (publications, social media posts, events, internal documents, etc)</p>	<p>Document analysis (annual and donor reports, etc.)</p> <p>Monitoring records</p> <p>Interviews</p> <p>Case studies</p> <p>FGD reports</p>	<p>All key stakeholders and partners</p> <p>UN Women programme staff</p> <p>Project implementation sites</p> <p>WEE beneficiaries</p>
Gender and human rights	<p>HR1. To what extent has gender and human rights considerations been integrated into the programme design and implementation?</p> <p>HR2. How has attention to/integration of gender equality and human rights concerns advanced the area of work?</p>	<p>To what extent did the processes and activities implemented during the Intervention focus on promoting changes in social relations and power structures?</p> <p>Did the project allowed women to</p>	<p>Evidence of disaggregation of beneficiaries into reports (gender, age, health and economic status, in line with Leave n one behind principles)</p> <p>Evidence of gender and human rights considerations in project</p>	<p>Document analysis with focus on knowledge products</p> <p>Monitoring records</p>	<p>UN Women programme staff</p> <p>UNWomen and partners’ websites</p>

Evaluation criteria	Key questions	Sub-questions	Indicators	Collection methods	Data source
	HR3. To which extent the project reached the most vulnerable groups considering the current context in the country (ex. People with disability, Internal displaced women, women affected by conflict and humanitarian disasters, among others).	<p>Consolidate a stronger role in national and regional peace-building and peace and reconciliation processes?</p> <p>What gender equality results have been achieved, were power imbalances addressed?</p> <p>How power groups opposed to change were managed?</p>	design, implementation and knowledge products		
ToC-related questions	ToC1. To what extent has the project contributed to create a facilitating environment for the implementation of WPS commitment at the different levels and for different institutions and organizations?		<p>Level of compliance with UN Res 1325 reporting obligations ;</p> <p>Number of women trained to engage in conflict prevention/resolution at community level;</p> <p>Number of government official directly engaged in a WPS course in an academic institution</p>	<p>Document analysis (annual and donor reports, etc.)</p> <p>Monitoring records</p> <p>Interviews</p> <p>Case studies</p> <p>FGD reports</p>	<p>All key stakeholders and partners</p> <p>UN Women programme staff</p> <p>Project implementation sites</p>
	ToC2. Are the enhanced protection, health and psychosocial and legal services provided by government and civil society organizations adequately addressing women's and girls' needs for safety, physical and mental health and security?		<p>Proportion of women with adequate and safe access to integrated assistance services;</p> <p>Increased skills and knowledge in assisting victims of violence for staff of the multi-sectorial integrated services mechanism</p>	<p>Document analysis (annual and donor reports, etc.)</p> <p>Monitoring records</p> <p>Interviews</p> <p>Case studies</p> <p>FGD reports</p>	<p>All key stakeholders and partners</p> <p>UN Women programme staff</p> <p>Project implementation sites</p> <p>CAI</p>



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