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External Evaluation

Of the cooperation between ICEIDA and the Ministry of Women and Social Affairs

2004-2008



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## List of Abbreviations

DSHWSW – District Services of Health, Women and Social Welfare

DEP – Directorate of Studies and Planning

DHR – Directorate of Human Resources

DNAS- National Directorate of Social Welfare

DNM – National Directorate of the Women

DPMAS – Provincial Directorate of Women and Social Welfare

HIV/AIDS – Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome

ICEIDA – The Icelandic International Development Agency

ICT – Information and Communication Technologies

INEFP – National Institute of Employment and Professional Training

MMAS – Ministry of Women & Social Welfare

NGO's – Non-Government Organizations

OU – Out of Use

PBX – Private Branch Exchange

PD – Provincial Directorate

PIG – Project Implementation Group

PMG – Project Management Group

PSG - Project Supervision Group

SEP – Social and Economic Plan

SWOT – Strengths, Weaknesses, Opportunities, and Threats Analysis

UPS – Uninterrupted Power Supply

## Executive Summary

The Icelandic International Development Agency (ICEIDA) and the Ministry of Women & Social Welfare in Mozambique (MMAS) signed a Cooperation Agreement for the 2004-2008 period, with the aim of supporting the MMAS institutional capacity building, including its capacity of advocacy for women's human rights. With a particular focus on the woman sector, a cooperation supported the upgrade of the working conditions of the Ministry's bodies, by rehabilitating facilities and purchasing office equipment and furniture; formal and informal training of staff from the MMAS, Provincial Directorates of Women and Social Welfare, and community associations; the promotion of women's rights and the fight against violence against women, etc.

Na external evaluation, provided for in the Memorandum of Understanding between the parties, was requested by the ICEIDA at the end of the validity of the Agreement, and conducted by an independent team between January and March 2009. The main objective is to determine the outcomes of the cooperation, by analysing the changes occurred as a consequence of the cooperation, its weaknesses and strengths, and the lessons learned. Particularly, it examines the relevance, coverage, effectiveness and efficiency of the interventions, as well as the impact and sustainability of such outcomes. A reflexion is made on the cooperation, including the project implementation processes and procedures.

It was found that the cooperation between the parties had positive results, translated into an increased capacity of the MMAS. ICEIDA's support contributed, in particular, to the affirmation of the identity of National Directorate of Women within the Ministry, and within the context of the actors working with the agenda of Women and Gender in Mozambique. The passing of the National Plan for Violence Against Women (*Plano Nacional de Prevenção e Combate à Violência contra a Mulher*) is, in great part, a result of the support given by the ICEIDA, making it possible for the MMAS to conduct a process that had long been included in the Five-year and Economic and Social Plans of the Government of Mozambique, but had not been implemented due to shortage of funds. The ICEIDA support, and the work carried out in this field, prompted other partners to be engaged in the fight to eradicate the violence against women.

In terms of fulfilment of the programme agreed between the ICEIDA and the MMAS, we can say that most of the activities planned were carried out. Some with great effectiveness, namely, the equipment of the offices of several bodies of the MMAS, the Women sector in particular; the provision of equipment for mobility of the people with disabilities; the computer literacy courses and the higher education training; and the interventions for the approval of the national plan for the violence against women. Other activities had mixed results, such as the training in human rights, where MMAS managed to establish a resource base for future work; the human

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*External Evaluation of the Cooperation between the ICEIDA and the MMAS (2004-2008). Preliminary Report.*

*Maputo, April 6, 2009.*

resources development plan, which despite a certain delay it is under discussion for later approval; some technical capacity building of rural women; the training of computer maintenance technicians. Finally, we can say that, for a set of activities, the objectives were not achieved as planned: the community development projects, including the trainings in income projects, planning and management, and the training in English language.

The cooperation between the ICEIDA and the MMAS stimulated a process to improve the management in some sectors of the MMAS. The preparation of a draft plan for the development of MMAS's human resources, which will include the issues of staff training and development in the near future, was funded; the creation of a database for the monitoring and management of the agenda of women development and gender equality was initiated; brochures, leaflets, and advertisements were produced to disseminate the Government's policies in the areas of women and social welfare; and the capacity building of staff in the provinces for data collection and production of reports that will enable the MMAS to better comply with the requirement of reporting back to the central Government on issues related to the Social and Economic Plan was carried out. The sustainability of these initiatives will require from the MMAS greater attention, and consequently, greater financial resources, to consolidate and develop the initiatives.

One of the most visible results of this cooperation is the equipment of the MMAS (central bodies, and some DPMAS in some districts) with computers, printers, photocopiers, private branch exchanges, as well as office furniture and other equipment. Some means of transport were also purchased for DPMAS and District Services. These resources enabled the MMAS to have an increase in work efficiency and improvement on the capacity of response to its clients, particularly the DNMs and DPMAS. In order to maintain these resources, the MMAS will have to establish maintenance systems and increase the technical capacity of its staff, which started benefiting from training in maintenance under this cooperation.

One of the main aspects of the institutional capacity building of the cooperation was the long- and short-term training of the staff. While we have not been able to discriminate the financial resources allocated to this type of activity they were significant and covered a large number of MMAS staff, at all levels. The training covered very diverse areas, catering to the needs identified along the way. Particularly, the training was conducted in: (i) English, computer literacy, Project planning and management, data collection and reporting, website maintenance – management areas; (ii) human rights, specially women's right, children education; HIV/AIDS – technical areas; (iii) agroprocessing, income projects management, etc. With support from the ICEIDA, 10 technicians from the central bodies and the Maputo City PD had benefitted from university degree courses.

The results of these training actions are composite, but in general an additional capacity was created in the MMAS in the above mentioned areas. With this capacity, the MMAS can continue to improve the work management systems and processes. It can also continue to develop public

awareness and education actions, but it need to find strategies that will not make these activities entirely reliant on the availability of funds for living allowances. The improvement of the working conditions and the training contributed to improve the drive of the teams benefited, and to a greater self-confidence of the staff, which creates basis to follow-up on the efforts initiated.

A large part of the work carried out under this cooperation was performed without a Project plan/document provided for in the cooperation agreement and in a baseline study, which makes it hard to measure the outcomes in a thorough and measurable way. In mid 2007, a project for the implementation of the agreement was passed, 17 months to the end of the cooperation period. The constraints resulting from this situation were a learning opportunity for both parties.

Overall, the cooperation process was a learning for the MMAS staff on how to deal with funding partners. The implementation of the agreement, its challenges, and successes contributed to the understanding of the importance of planning, complying with the procedures, and reflecting on the outcomes in several moments of the implementation of a programme.

Despite the positive results, there are areas where they were not as desired. Although the ICEIDA and the MMAS conducted trainings for community leaders and activists in human rights, child and women rights, gender, HIV/AIDS, among other, it was clear that this is only a first step in the process. There is still a lot to be done for the communities, specially the vulnerable women, to know and demand their rights.

The support to the projects of the associations in financial resources and capacity building in agro-processing and project planning and management has not yet achieved the aim of improving the living conditions of the beneficiaries, and of increasing their capacity to generate income. Here, the MMAS role and mandate should be revisited to clarify and improve strategies before further investments are made.

One of the issues raised during the evaluation was the centralization of the management of the project at ICEIDA, including the financial management. There is no relevant criticism to the efficiency of the ICEIDA's response to fund requests; however, the observation suggests that centralization at ICEIDA lead to a certain unaccountability and lack of ownership of the processes from these sectors of the MMAS, as well as the non-learning of these processes. The drafting of the document for the final phase of the cooperation helped to increase transparency, and the introduction of procedures for fund requisition was an opportunity for learning in this field.

By mutual agreement between the parties and to respond to the MMAS's most basic needs, the cooperation expanded its geographic coverage and areas of intervention. This expansion, in a cooperation programme with relatively limited funds, somehow contributed to the loss of the focus of the cooperation, reduction of its impact, and increase of complexity in management.

Not all of the areas established in the Cooperation Agreement were included in the programmes of action carried out. . Particularly, there were no activities to increase women's educational, technical, and scientific level, especially the younger, nor to assist women in providing children with a more harmonious education; and no due attention was given to the strengthening of NGOs and associations working in favour of women, including their economic empowerment.

The training on gender issues had little attention, and ended up forgotten amidst the training activities during that period. The agreement was sufficiently open but the opportunity was not taken to create innovation in the field of training in gender issues, which could have been an alternative to the conventional approaches and models, especially for rural and poor areas. In Mozambique, as well as in other places, it is still a challenge to develop gender awareness and approaches and women's human rights.

This agreement completes an eight-year period in which the ICEIDA worked closely with the MMAS to assist in the development of its capacity. The MMAS is now left with the challenge of continuing to maintain and develop the basis established. Other areas received less attention, and the end of the cooperation leaves a field of great opportunities. Its eventual use should be based in a strategy that acknowledges the added value each party can bring to the cooperation.

## 1 – Introduction

This report presents the results of the external evaluation of the Cooperation between the Icelandic International Development Agency (ICEIDA) and the Ministry of Women & Social Welfare (MMAS) in Mozambique for the 2004-2008 period. The cooperation between the parties was formally initiated in the year 2000. An external evaluation conducted in 2003 recommended the continuation of the support, leading to the signature of the second agreement for the 2003-2004 period. This evaluation, requested by the ICEIDA, covers the period of this second cooperation agreement, which formally ended in December 2008<sup>1</sup>.

The ICEIDA is responsible for executing and administering the bilateral assistance and promoting cooperation between the Government of Iceland and the Developing Countries. It also operates as the Icelandic Government's consultant in the coordination, oversight, and development of bilateral projects under the aegis of the United Nations and other International Agencies<sup>2</sup>. The ICEIDA was established in 1981 as an autonomous international development agency under the Icelandic Ministry for Foreign Affairs.

The international cooperation of the Icelandic Government unfolds within the Framework of the UN Millennium Development Goals, and it is based in four main pillars: Human and Economic Development, and Equity; Democracy, Human Rights, and Good Governance; Peace, Security and Development; and Sustainable Development. The ICEIDA started providing direct assistance to Mozambique's development in 1996, through the support to the Fisheries sector. In late 90's, the contacts in the field of Women affairs started, and the first cooperation agreement between the ICEIDA and the MMAS was signed for the 200-2003 period.

The MMAS is the Government of Mozambique's Ministry for the area of women and social welfare. In an earlier stage it was called the Ministry of Women & Social Welfare Coordination, and took the current designation in February 2005<sup>3</sup>. The MMAS is dedicated to the design and implementation of social policies by planning, mobilizing, and coordinating efforts of both government and non-government institutions working in the field of Women and Social Welfare. The MMAS intervenes through the creation of mechanisms contributing to the reduction of the inequality of opportunities, promotion of women emancipation and family stability, thus promoting, the well-being and social and economic development to mitigate the impact of the structural adjustment measures on the most vulnerable social strata.

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<sup>1</sup> By mutual agreement between the parties, the period of activities was extended until May 2009.

<sup>2</sup> MMAS-ICEIDA Cooperation Agreement, April 2000.

<sup>3</sup> For convenience, in this report the Ministry responsible for the sector of Women & Social Welfare as the MMAS, even when referring to the period before 2005, when it was still called Ministry of Women & Social Welfare Coordination.

The Ministry has two main areas of intervention which correspond to two National Directorates: the National Directorate of Women and the National Directorate of Social Welfare, supported by other directorates and departments, namely, Studies and Planning, Human Resources, Cooperation, Administration and Finances, among other. The MMAS has provincial branches with a structure similar to the central body, the Provincial Directorates of Women and Social Welfare (DPMAS), and district representations, which integrated with the health sector, comprise the District Services of Health, Women and Social Welfare (*Serviços Distritais de Saúde, Mulher e Acção Social* (DSHWSW). The National Institute of Social Welfare (*Instituto Nacional de Acção Social*) is the executing arm of MMAS's activities.

The cooperation agreement between the ICEIDA and the MMAS aims to contribute to the improvement of the living conditions of women and other more vulnerable groups, such as children and elderly people, by upgrading the MMAS's institutional capacity, including its capacity to advocate in favour of women's human rights. With a particular focus to the women sector, the cooperation supports the improvement of the working conditions of the ministerial bodies, through the rehabilitation of facilities and purchase of office equipment and furniture; and the formal and informal training of the MMAS's staff, in the Provincial Directorates of Women and Social Welfare and beneficiary groups. It also supports activities promoting women's rights, and the fight against the violence against women, as well as the enhancement of the capacity of women's organizations, among other activities.

The ICEIDA's assistance was initially centred at the MMAS's central level (National Directorate of Women). In 2004, the assistance was expanded to the provincial level (department of the Women's Affairs in Maputo city, Maputo, Gaza, and in 2006, to Inhambane). In this year (2007), the ICEIDA and the MMAS formally expanded the areas of cooperation through the approval of a project extending the assistance to the Directorates of Human Resources, and Studies and Planning, Social Welfare, and the Minister's Office. The project also extended the support to community projects of the 4 above-mentioned provincial directorates.

This evaluation, conducted at the end of the agreement's implementation period, has the main purpose of determining the outcomes of the cooperation between the Government of Iceland, represented by the ICEIDA, and the Government of Mozambique, represented by the MMAS in the period between 2004 and 2008. The evaluation examines the changes occurred as a result of the cooperation, its weaknesses and strengths, and the lessons learned. In particular the evaluation examines the relevance of the cooperation, the effectiveness and efficiency of the interventions, and the impact and sustainability of the results in the period in reference, based in the parameters set in the Terms of Reference of the consultancy. A reflection is made on the cooperation, including the project implementation processes and procedures, and the lessons learned.

The evaluation was conducted by a team of three independent consultants. The field work was carried out between January and March 2009, with consultations to all stakeholders in the process and visits to four provinces where the project was implemented.

This report has got seven chapters. The next chapter presents a description of the methodology, and chapters 3 and 4 present the background of this cooperation, as well as the description of the project to contextualize the evaluation. Chapter 5 shows the findings organized according to the questions of the evaluation. The reflection on the cooperation between the ICEIDA and the MMAS, and the lessons learned are showcased in chapter 6, and chapter 7 presents the conclusions of this evaluation.

## 2 – Methodology

This external evaluation of the cooperation between the ICEIDA and the MMAS was requested by the ICEIDA under the terms of the project document signed in July 2007 between the two parties. The report presents the independent point of view of the consultants, who used their knowledge and expertise of similar processes to examine the information obtained through a review of documents, interviews, and meetings carried out, inquiries, and the direct observation of groups and activities supported by this cooperation.

The overall purpose of this evaluation is to determine the outcomes of the cooperation between the Governments of Iceland and Mozambique in the areas of Women and Social Welfare through the ICEIDA and the MMAS, respectively, in the period ranging from 2004 to 2008. The terms of reference specify that the evaluation should determine the changes and results of the cooperation in the MMAS, and its direct beneficiaries; analyse the strengths, weaknesses, opportunities, and threats of the relationship between the ICEIDA and the MMAS; examine the implementation process and procedures used; and reflect upon the ICEIDA's intervention in the area of institutional capacity development. The evaluation should use the criteria of efficiency, effectiveness, impact, relevance, and sustainability in the appraisal of cooperation results and identify the lessons learned while implementing the cooperation (Appendix 1: Terms of Reference).

The evaluation was conducted between January and March 2009, by three consultants selected by, but independent, both parties: Fernanda Farinha, Alda Saúte Saíde, and José Mate. The evaluation started with a review / analysis of relevant documentation, namely, the ICEIDA and MMAS policies and programmes, the cooperation agreements and memorandums of understanding, the project documents, annual plans and reports, reports of supervisory visits and evaluations, training reports and manuals, etc. (Appendix 2: List of Documents Consulted).

Then the process of gathering primary information was carried out. Both the ICEIDA and the MMAS were approached at several levels: central, provincial, and district level bodies. At the ICEIDA, interviews were made with the leaderships (current and previous) involved in this cooperation agreement, in Maputo, and in Reykjavik. The consultation of the people in Reykjavik was done through email and later via telephone.

At the MMAS, leaders and staff involved in the cooperation from 2004 were interviewed. The work at the MMAS started with a meeting with the Permanent Secretary who leads the Cooperation Agreement on behalf of the Ministry, and National Directors or their Deputies in the sectors of Women, Social Welfare, Cooperation, Human Resources, and Studies and Planning, were interviewed, as well as technicians involved in the programme, including those that comprise the project implementation group.

Interviews were carried out with leaders and technicians of the DPMAS in Maputo City and Province, Gaza and Inhambane Provinces, and of some DSHWSW, namely, from Chibuto, Jangamo, and Marracuene. Two community projects were visited in each of the four provinces covered by the cooperation, with a choice for projects with different features. In Inhambane, there were visits to the Guissembe Farming and Cattle Raising Association, the Bambela Committee for Social Cases, and the Lindela Association of Torradas (toasts); in Gaza, the Children's Parliament groups and the group of women trained in agroprocessing, both in Chipadja and Chibuto, and the *Associação Reencontro* in Chibuto; in Maputo Province, the Human Rights community activists in Marracuene; in Maputo city, the Associations *Vitória é Certa* and *Djombo*, both at the Costa do Sol, and the group of Trainers in Human Rights in Maputo city.

Visits were paid also to institutions providing capacity building services, such as, the National Institute of Employment and Professional Training, and the private company Sisoft. Additionally, relevant institutions and people working in area of gender and women were heard, namely, other cooperation agencies, and the secretariat of the *Conselho Nacional para o Avanço da Mulher* (Appendixes 3 and 4: List of people contacted and Evaluation Schedule, respectively).

The evaluation used both quantitative and qualitative approaches, and various techniques to gather information. There was a direct observation of services and projects, specially to verify: (i) the condition of the equipment purchased through the cooperation; (ii) the functioning of the infrastructures that were recovered; (iii) the capacity to manage projects of associations and other beneficiary groups; (iv) community activities in the area of women and child affairs. Individual and group interviews were carried out with staff from the aforementioned institutions, as well as with beneficiaries from the community projects. There was also an inquiry by questionnaire to the MMAS employees (at several levels and various organic units) to assess the training received on various domains (Appendix 5 – Summary of inquiry on training).

Under the guidance of the evaluation team, the MMAS's technicians made an inventory of the equipment received, listed the trainings carried out, and reported on the work performed in the scope of this cooperation, using the matrix of the project designed in 2007 (Materials provided to the ICEIDA and the MMAS). The field work of this evaluation ended with a workshop to reflect on the lessons learned and analyse the strengths and weaknesses, and the opportunities and threats of the cooperation between the ICEIDA and the MMAS (Appendix 6).

The process of this evaluation faced some limitations worth mentioning. There was a need to manage the information gap on the period between 2004 and 2006, resulting from the change of leadership and technicians both at the ICEIDA and the MMAS, and from the shortage of records. At the ICEIDA, a new leadership and technical team took office between late 2005 and early 2006, while at the MMAS there were considerable changes in the leadership of the sectors involved in the cooperation during the period of the agreement. For these years in particular, it

was not possible to access the project documents and annual work plans<sup>4</sup>. Thus, the evaluation for this period was based on the information orally provided by various sources on the period. Another constraint was the shortage of analytical documents about the programmes – the existing documents tend to address operational and practical issues. Despite these constraints, the evaluation team feels that it managed to capture the relevant information to be able to assess the cooperation between the ICEIDA and the MMAS between 2004-2008.

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<sup>4</sup> It was told to us that there was no project document in the first years, although there had been efforts towards that, which resulted in a draft in late 2005. It was also said that the ICEIDA and the MMAS prepared annual work plans to implement the cooperation agreement..

### 3 – Background

In 1996, the Governments of Iceland and Mozambique, within the scope of the international cooperation and development, signed a general agreement regarding the development of cooperation. Considering, on the one hand, the advantages resulting from a mutual relationship within the organized framework of cooperation and, on the other hand, the clear interest of the Icelandic Government in expanding its action for the sectors of women and social welfare, a meeting was held between Margrét Einarsdóttir, Senior Advisor of the ICEIDA Programme at the Reykjavik, Iceland, headquarters and the representatives of the MMAS, in late 1999.

In this meeting, the stakeholders concluded that the MMAS needed support in the area of institutional capacity building, specially for the National Directorate of Women, as well as support for the education of women in human rights and health, and capacity building in literacy and vocational education. (Einarsdóttir, 1999). In April 2000, it was agreed that the ICEIDA should provide technical assistance to the Ministry, and financial support for the vehicles, equipment, furniture, and other office material. After that, projects of interest were identified to benefit from the ICEIDA's support, and the terms of reference for technical assistance (Einarsdóttir 2000b).

In August 2000, the first Cooperation Agreement was signed between the MMAS and the ICEIDA, represented by Antónia J. da Costa Xavier, Director for Planning and Cooperation at the Ministry for Women and Social Welfare Coordination and Gísli Pálsson, ICEIDA Project Director. As provided for in article 1, the ICEIDA would grant a multiform assistance in the form of technical cooperation and institutional support through specific projects to be developed in all provinces or in provinces to be selected, as per the annual plan to be presented and approved by the counterparts. The MMAS, as per article 4, was responsible for the direct and regular follow-up of the Agreement between the ICEIDA and the MMAS, and its representative institutions, including the oversight of technical and financial aspects. The agreement was valid for a period of 4 (four) years and its operationalization would be made via four-year cooperation programmes between the ICEIDA and the MMAS (Cooperation Agreement, 2000).

In 2003, in compliance with the established in the Cooperation Agreement (2000) article 6 point 3, the evaluation of the cooperation was conducted by an independent entity. The evaluation aimed at assessing the results achieved in this cooperation, the impact on the beneficiaries, the constraints, and possibilities to continue the cooperation.

From the analysis of the activities carried out in the period in reference, the evaluation concluded, on the one hand, that the structural component characterized by the provision of furniture, office equipment and material, as well as education, and both formal and informal

capacity building was effectively fulfilled, contributing to the improvement of the working conditions and capacity of the employees in its mission to promote gender equality country-wide. On the other hand, the cooperation allowed the National Directorate of Women (DNM) to strengthen the self-esteem of its employees and get respect within the MMAS and other institutions with which it relates in its mission to promote women emancipation, and the elimination of all forms of discrimination either in the public or family life.

Based on the positive results achieved, the evaluation recommended the extension of the cooperation between the ICEIDA and the MMAS, however, observing the following aspects:

- The ICEIDA will continue to provide support to the institutional capacity building of the MMAS/DNM and assistance in training and supervision within the DPMAS.
- The ICEIDA and the MMAS must design an institutional capacity-building project-programme for the MMAS as to successfully facilitate the participation of the MMAS in the funds of the Sector Wide Approach Program
- The ICEIDA provides support to one of the provincial directorates, e.g. Maputo, considering the collaboration with relevant Non-Government Organizations (NGO's) based in this province.
- The ICEIDA's continued collaboration with the NGO AVIMAS and the *Costa do Sol* associations.
- The decision to support the establishment of a Counselling Centre and shelter for women victims and their children in Maputo to be taken after an in-depth study based on similar projects in Africa.
- Technical assistance with new tasks and responsibilities to be located / based at the MMAS. Technical assistance with an active involvement in gender training, policy design, as well as budget planning.
- End the technical assistance inside the MMAS, while continuing the support to the MMAS and relevant NGOs in the form of funds for training, and structural support. Appointment of an administrator based at the ICEIDA to oversee the collaboration with the MMAS, relevant NGOs, and other institutions in the social sector.

Finally, the evaluation emphasized that the objectives listed in the agreement are very important both for the policies of the Government of Mozambique, as well as for ICEIDA's policy. Women and economically vulnerable groups should be regarded as resources and normal citizens. In this context, the ICEIDA supports the strengthening of their rights and their livelihoods, and although the amount is little, it is an important contribution (Einarsdóttir, 2003).

As a result of this evaluation, the second agreement was signed by Virgília dos Santos Matabele, Minister for Women and Social Welfare Coordination and Sighvatur Bjorgvinsson, Director of ICEIDA, in October 2004.



## 4 – Description of the cooperation

### 4.1 – The Cooperation Agreement (2004-2008)

The ICEIDA and the MMAS, pleased with the results achieved in the 2000-2003 cooperation agreement, and with the recommendations from the evaluation, revitalized their shared interest, within their limitations and possibilities, to implement projects to improve the living conditions of women and, consequently, of those who are directly linked to them, namely, children and the elderly.

In October 2004, the ICEIDA and the MMAS signed a General cooperation Agreement valid for a period of 4 years. Article 1 states that the ICEIDA will provide multi-assistance in the form of technical and institutional support to projects to be implemented in all provinces or in selected provinces, as per the annual plan to be presented and approved by the MMAS.

In article 2, the areas of intervention are described, and they are as follows:

- Assistance in strengthening institutional capacity and improving the working conditions of the women sector.
- Assistance in higher education and training of the heads of department of Social Welfare and technicians in the gender area so they will better play their coordinating role.
- Assistance in formal and informal education as a way to increase women's awareness of their rights, including the right to non-violence.
- Assistance in the adoption of preventive measures to fight domestic violence against women, and provision of assistance to the victims.
- Implementation of actions towards the observance of gender issues in the design, analysis, and definition of national development policies and strategies.
- Assistance in the adoption of measures to stimulate both access and success of youth in education and capacity building to increase women's scientific and technical level.
- Facilitate the participation of women in projects generating income and self-employment as a way to help women who are heads of family, but with little economic capacity.
- Assistance in the promotion and development of pro-women organizations and associations.
- Prioritize technical and professional training for women near social exclusion, by promoting their social and professional integration.

- Assist women in creating conditions that will enable the improvement of their ability to achieve a sound development (physical, cognitive, and psychological) of their children.

To operationalize the agreement (above mentioned intervention areas), article 3 sections a) and b) establish the development of a 3-year programme with a project document specifying the objectives, the activities to be carried out, the evaluation criteria, the budget, and the conditions for funding.

In terms of obligations of the parties to the agreement, articles 4 and 5 describe in detail the responsibilities. While the MMAS is responsible for the follow-up and regulation of the agreement between the ICEIDA and the MMAS and its institutions, including technical and financial oversight, the ICEIDA provides and ensures technical, organizational, material, and financial assistance to the programmes and/or projects during the period of the agreement.

Taking into account the shared interest of the parties to the agreement, and in order to provide assistance that is both more programmed and more coordinated, enabling a better maximization and optimization of the available resources, the evaluation of the cooperation is conducted annually by a team of representatives of both parties, who examine the results achieved, activities implemented, and budget executed (article 6).

#### **4.2. The implementation process**

By renewing the cooperation agreement between the ICEIDA and the MMAS in 2004, and in the absence of a project document, the ICEIDA continued to support the capacity building to cater for the needs of training and lack of equipment within the National Directorate of Women. Additionally, the cooperation was extended to the DPMAS in Maputo City and Gaza province in 2004, and Inhambane in 2006<sup>5</sup> (Project Document, 2007).

Thus, during the 2004-2008 period, the ICEIDA's support focused on the institutional capacity building within the MMAS, with the main areas being the training and education of the employees of the MMAS and the strengthening of the institutional capacity of the selected DPMAS through the purchase of computers, other IT equipment, office supplies, audiovisual material, and other consumable items. In the absence of a needs assessment and a human resources development plan, it was jointly agreed by the parties to interrupt of the English language courses lectured at the MMAS, Maputo city, Maputo, Gaza, and Inhambane provinces. There were also visits to the selected provinces to strengthen the relationship between the central and provincial levels (Project Document, 2007).

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<sup>5</sup> Later, it was decided not to move into Zambézia due to logistical constraints (the long distance made the project more expensive)

Along with the above mentioned activities, the ICEIDA also expanded its action to community-based interventions in collaboration with NGO's. From Maputo city (*Bairro dos Pescadores at Costa do Sol*, 2003) the actions were expanded to Maputo (Marracuene), Gaza (Chibuto, Chókwè, and Macia), and Inhambane (Jangamo) provinces. The ICEIDA also funded the refurbishment of a home for the aged and a school for deaf children (*Escola Especial No. 1*) in Maputo, and the purchase of Wheel chairs and tricycles for the handicapped (Project Document, 2007).

In compliance with article 3, section c) of the 2004 cooperation Agreement, the parties initiated the process of producing a project document. For that purpose, visits and workshops were held in the five provinces supported by the ICEIDA to identify the main needs. Then, a final workshop was held in Maputo with representatives from the key directorates of the MMAS to determine the key elements for a joint cooperation framework for 2007-2008. In this event, a SWOT analysis was also conducted to determine the strengths and weaknesses of this cooperation (Project Document, 2007).

A team from the MMAS, supported by a consultant, drafted the project document using the logframe approach, which was approved in July 2007 with the signature of the Memorandum of Understanding by the ICEIDA Resident Director and the MMAS Permanent Secretary (Memorandum of Understanding, 2007).

The Memorandum of Understanding for the development of the project for institutional capacity building of the MMAS, including women's Human Rights, 2007-2008, had the purpose of strengthening the MMAS's capacity in planning and implementing its activities in Maputo city and in Maputo, Gaza, and Inhambane provinces (article 2 of the Memorandum). To operationalize this document, annual implementation plans were produced.

The logframe matrix, a key element of this project document, presents the project's development objectives, the immediate objectives, verification indicators, means of verification, and possible assumptions (Project Document, 2007).

As for the immediate objectives, two were defined: (1) Improving the MMAS capacity for planning and managing human resources, and support to the development of capacity of the staff, and (2) Creating instruments for advocacy of women's rights and implementation of advocacy campaigns. In this way, the ICEIDA's support would cover apart from the DNM and the selected provinces, the National Directorates of Social Welfare, the Directorates of Human Resources, and Studies and Planning.

To attain objective 1, the following activities were planned:

- Conduct a comprehensive assessment of the needs of human resources for the MMAS at central, provincial, and district levels in the selected provinces.
- Design a plan for developing the MMAS staff.
- Implement training programmes at central and provincial level.
- Give university scholarships to the MMAS (5 at central level and 5 for the Maputo city DPMAS).
- Provide technical training to the MMAS staff in computer maintenance and other basic skills in computing.
- Carry out periodic planning, supervision, and monitoring visits to the partner provinces.
- Purchase ITC equipment for the Human Resources Directorate, and a copy machine, and office supplies for the DNM and the Minister's Office.

For objective 2, the following actions were programmed:

- Design a national and multisector plan of action on violence.
- Train the MMAS staff in the provinces to teach others about women's human rights.
- Train government employees and local leaders in at least two districts on women's human rights issues to enable them to work with civil society organizations.
- Produce materials on advocacy and gender equality, violence and HIV/AIDS, etc., and brochures and national policies regarding vulnerable groups.
- Carry out an advocacy programme in the selected districts.
- Establish a database for gender.
- Support a small library with materials on gender at the Maputo city PD and provide materials on gender to the Maputo, Gaza, and Inhambane provinces DPMAS.
- Promote the MMAS activities through a biannual planning and by designing and maintaining a website.
- Train women's associations in planning and management of income generation projects.
- Organize advocacy campaigns for events and commemorative dates regarding women. (Project Document, 2007).

In order to ensure the effective and efficient implementation of the activities planned, supervisory, management, and implementation bodies were established, comprised by: Project Implementation Group (PIG), Project Management Group (PMG) and Project Supervision Group

(PSG). Two coordinators representing the Ministry, working as a liaison between the ICEIDA and the MMAS, were also appointed.

The PIG, composed by the project Coordinator, the ICEIDA's programme official, and representatives of the participating departments at central and provincial level, was responsible for the day-to-day implementation of the projects, preparation and presentation of plans of action and annual, biannual, and quarterly budgets for approval by the PMG. The work meetings depended on the volume and need of the work to be done.

The PMG, composed by the project coordinators, the ICEIDA's director of social projects, national directors of the departments involved, and provincial directors of the selected provinces, respond for the project administration, coordination of all activities, analysis of plans and budgets and their presentation to the PSG before their biannual meeting. The meetings used to take place on a quarterly basis or whenever required.

The PSG, composed by the MMAS Permanent Secretary, the ICEIDA Resident Director and director of social projects, makes the overall supervision of the project, monitoring the implementation and making decisions of eventual corrective measures. The frequency of the meetings is biannual.

From the reports of the departments and provincial directorates, interviews with the management stakeholders, and the final analysis workshop, it can be said that this body has significantly improved the way of organizing and working in this cooperation, thus, ensuring the transparency and efficiency of the programme. It is also true that there have been some constraints with regards to the flow of information from the provinces for both the MMAS and the ICEIDA, a situation covered with the simultaneous sending of information for the MMAS and the ICEIDA from the provinces. The meetings of the different groups were held according to the needs that emerged throughout the implementation of the programme.

## 5 - Findings from the evaluation

In this chapter, the findings from the evaluation of the outcomes of the cooperation between the ICEIDA and the MMAS for the period between 2004-2008 are presented, with particular attention to the evaluation questions asked to the team, namely: the relevance, including the areas covered by the cooperation; the effectiveness and efficiency of the interventions; their impact and sustainability; and, finally, the processes and procedures for the cooperation.

### 5.1 - Relevance

Looking at the objectives of the ICEIDA and the MMAS, and to the objectives of the Cooperation Agreement – improve the technical and material capacity of the MMAS and Maputo city, Maputo, Gaza, and Inhambane provinces in favour of gender equality and better living conditions of the vulnerable populations – the relevance of the priorities agreed between the parties to the Agreement certainly is unquestionable.

The cooperation between the ICEIDA and the MMAS contributed to render effective activities programmed in the Government's Five-Year Plan and Social and Economic Plans, such as: the drafting and approval of the National Plan for Violence Against Women; the dissemination of Women, Children, and Family Rights through campaigns, empowerment of community leaders, and production and distribution of brochures; and training of women's associations, and capacity building in the planning and management of income generation projects and agroprocessing, as well as funding in income projects. Due to the late production and implementation of the project document, it is only partially possible to conclude that the basis have been set for the MMAS to develop its responsibility in the area of promoting women's emancipation, gender equality and human rights, participatory development and ownership, which does not reduce the relevance of this cooperation.

The institutional capacity building, on the one hand, in office and computing equipment, and vehicles and, on the other hand, in technical training (computer literacy and maintenance, learning of English, human and women's rights, agroprocessing and business planning and management) and higher education strengthened the MMAS and the selected provincial Directorates, thus, improving the working conditions and performance, as well as the visibility and autonomy of the MMAS.

One of the unforeseen positive outcomes of this cooperation are the expressions of interest from other international organizations interested in supporting actions related to the implementation of the National Plan for Violence Against Women (*Plano Nacional de Combate à Violência Contra Mulher*) and the database on gender.

## 5.2 - Coverage

The 2004-2008 cooperation agreement, as well as the recommendations of the evaluation report of the 2000-2003 agreement, were explicit on the existence of a project document. This project document was approved in July 2007, covering actions from August 2007 to December 2008. While there was no project document, the parties to the agreement carried out actions similar to those of the 2000-2003 agreement, but now including the Provincial Directorates of Women and Social Welfare of Maputo city, Maputo, Gaza, and Inhambane provinces.

With the completion of the 2007-2008 project document, the cooperation now integrated: (i) at central level – DNM (pilot of this cooperation), National Directorate of Social Welfare (DNAS), Directorate of Studies and Planning (DEP), Directorate of Human Resources (DHR) and the Minister's Office; (ii) Provincial Directorates – Maputo city, Maputo, Gaza and Inhambane<sup>6</sup>; (ii) Communities – Maputo city: Farmer's Association and Association of Fishermen of the *Bairro Costa do Sol* (Pioneers), Maputo – association of farmers and activist community leaders of Marracuene, Gaza – Juvenile Parliament and community associations in Chibuto and Macia, Inhambane – Farmer's Association of Guissembe-Jangamo. In terms of space, the cooperation left the National Directorate of Women to 4 more sectors at central level and 4 ant provincial level, which is rather complex and, thus, requires a clear and concise programme in terms of responsibilities, actions, management, and control.

As for the activities, the cooperation moved from the institutional capacity building focused on the DNM to the following areas:

### a) Institutional capacity building:

- Purchase of office furniture (e.g.: desks, shelves, PBX), computing equipment (e.g.: computers, copy machines, UPS), vehicles (e.g.: vehicle for the DNM and motorcycles to Inhambane), visual media (e.g.: cameras, overhead projectors, identification tags) and other consumable items (e.g.: paper, tonner) for all above mentioned sectors, but with emphasis to the provincial directorates (Appendix 5 – List of Equipment).

Also benefiting from full refurbishment with some material are the Resource Centre, the Special school nr. 1, and the Elderly Support Centre e under the PMCAS- Maputo city

- Training and capacity building of employees:
  - English: the training in English language, a programme initiated in the 2000-2003 agreement and interrupted in 2007, benefited employees from the DNM, DEP, DNAS and DPMAS in Maputo city and Inhambane. After the in-depth analysis, this training was resumed, but for the Minister and Deputy-Minister in Maputo, and key staff in Inhambane.

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<sup>6</sup> Within this scope, the DPMAS received a fund to implement projects defined in each Province as priority.

- Women's human rights: Technicians from the DPMAS of Maputo city and Inhambane were trained in human rights. District directors (from selected districts) from Maputo city, Inhambane, and Gaza were also trained as human rights activists.
- Planning and management of income projects<sup>7</sup>: Some technicians from the Maputo city PD were trained in planning and management of income projects.
- Computing: Technicians from the following sectors benefited from a computer training, maintenance and repair course: DNM, DNAS, DHR, PD FROM Maputo city and province, and Gaza and Inhambane.
- .
- Higher education/university studies: Scholarships for the undergraduate degree for technicians and staff of the central bodies and the Maputo city PD.
- Planning: the DEP held a workshop on the system for monitoring and evaluation and harmonization of the instruments for the production of reports for technicians in the area of planning, at provincial level, which included district technicians.
- Early childhood education: capacity building for some staff of subordinate institutions that care for children (Northern Mozambique).
- Women and gender database: Technicians from the Maputo city and province provincial directorates trained in data collection and maintenance of database of women and gender<sup>8</sup>.

## **b) Support to communities**

- Financial support to communities:
  - The farmer's and fishermen's associations from the *Costa do Sol* – Maputo city benefited from the construction of 2 buildings for office and warehouse, camera, working tools (e.g.: watering cans, boots, gloves) and inputs (e.g.: seeds, pesticides).
  - The farmer's association from Guissembe-Jangamo, Inhambane, was supported in agricultural tools, inputs, water supply system for watering, and livestock (bovine, caprine) and birds.
- Capacity building in Women's human rights:

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<sup>7</sup> The trainings conducted in this area targeted the associations but the MMAS staff were included and benefited from them.

<sup>8</sup> Equipment to develop the data bases were also purchased.

- Community leaders from the *Distrito Municipal nº4* in Maputo city, Marracuene in Maputo province, and Jangamo in Inhambane province, in Women's human rights, Children's Rights, gender, violence, and HIV/AIDS. The Gaza DPMAS trained women's associations in Mabalane, Chókwè, and Macia Sede in Women's human rights, violence, children and HIV/AIDS.
- Children and teachers of the Juvenile Parliament trained in children rights and violence, in Chibuto, Gaza.
- Capacity building in planning and management of income projects: members and leaders of associations in Maputo city and province, and Gaza and Inhambane.
- Capacity building in agroprocessing:  
Communities and religious, youth, and women's associations trained in food processing and conservation techniques in Chibuto and Macia, both in Gaza.

### **c) Dissemination of information / Advocacy of Women's Human Rights**

Capacity building actions in website management and functioning were carried out at the MMAS, and in the design, printing, and distribution of the ALVO magazine by the DEP, as well as the production and distribution of brochures of national policies and strategies on women, children, people with disabilities, and the elderly by the DNAS. 10 radio ads, t-shirts, labels, leaflets were produced for campaigns and celebrations of dates dedicated to women and children (DEP and DNM reports). Advocacy campaigns on Human Rights in Chibuto, Macia, Marracuene, and Jangamo lead by the juvenile parliament, community leaders, and activists, respectively.

### **d) Plan against violence:**

The DNM, in fulfilling its role of promoter of Women's emancipation, gender equality, and fight against all forms of discrimination and violence, in partnership with the ICEIDA, designed the National Plan for Violence Against Women (*Plano Nacional de Combate à Violência contra a Mulher*) with the participation of the different players of the Mozambican society, and cooperation partners.

Finally, the 2004-2008 cooperation agreement not only extended the geographic field of action (from the DNM to 4 sectors of the MMAS and 4 provinces) as well as the areas of activity (from institutional capacity building of the DNM to an institutional capacity building of 8 sectors, which included more trainings, support to communities from the 4 provinces, and dissemination and promotion of human rights, of women, children, gender and HIV/AIDS). This qualitative jump

resulting from the needs of the MMAS made the scope of the cooperation complex and broad, and consequently, harder to visualize its impact.

### 5.3 - Effectiveness

In this section, the evaluation will look at to what extent the interventions carried out managed to reach the objectives established in the cooperation agreement by in large, and, in particular, the objectives set in the annual plans and in the project designed for the period from August 2007 to December 2008.

#### a) Infrastructure capacity building

The support in materials for the operation of services, specially for the Directorate and departments of Women was an important part of the effort of the cooperation. In total, during the period from 2004-2008, the MMAS received, among other, the following equipments:

**Table 1**

#### **Equipment provided to the MMAS between 2004 and 2008, by sectors**

	Computers (+ UPSs)	Printers	Copy machines	PBXs	Motorcycles
MMAS (incl DNM)	13	3	1	0	0
DNMulher	(8)	(2)	0	0	0
PD Maputo City	9	1	0	0	0
PD Maputo Prov	8 + 12 UPS	3 (1 OU)	1	1	0
PD Gaza	4 + 4 UPS (2 OU)	1	0	0	
PD Inhambane	4 + 5 UPS (5 OU)	0	1 (OU)	1	2
Total	38+ 19 (7 OU)	8	3	2	2

Source: Forms presented by the sectors for this evaluation (March 2009)

Legend: OU – out of use due to malfunction

The purchase of computers and their operating systems was complemented by the training of the MMAS's staff to use them (training in software applications). This was an important action in the process of building the MMAS's institutional capacity. In total, 68 people were trained (not including the central bodies), who acquired basic user skills. This training managed to improve significantly the computer literacy of the staff, either those who had only rudimentary knowledge or those who had never used this tool, and started doing so since.

The results of the support in this area are particularly significant: at the end of the evaluation it is found that the minimum conditions of equipment are in place for the departments of the Ministry and the Provincial Directorates of Maputo city and Maputo, Gaza, and Inhambane provinces, specially the departments of Women to perform their duties.

During the evaluation, it was found that most of the equipment was operating, although their assistance and maintenance varied, being generally better at the MMAS's central bodies than in the Provincial Directorates. In Gaza and Inhambane provinces it was found that most of the UPS of the computers were not working, for unknown reasons, and no measures had been taken to repair them, which put the computers at risk. Contributing for this situation (among other things) is the way the equipment was purchased and delivered to the PD; the provisions of the Memorandum of Understanding are not very clear and establish that they will only belong to the MMAS at the end of the project<sup>9</sup>. Thus, there was a void (at least in practice) with regards to the responsibility over such equipment during the execution of the project.

The cooperation funded the training of 6 MMAS employees, distributed through all levels of the organization, to assist in the maintenance of computers. In the interviews carried out there were reports of situations where these technicians solved practical problems in the work place. However, the staff trained in computer maintenance still has a limited training (for instance, not trained in data security) and needs to have a perspective of professional development, which does not exist yet. It seems that some opportunities for the enhancement of those skills were not sufficiently explored, such as, a contract with the company that trained them for coaching of the technicians.

## **b) Formal and informal training**

The training was the second side of the institutional capacity building. While the agreement specifically mentioned higher education and training in gender issues, the scope of this intervention was broadened, in practice, specially with regards to higher education, to include

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<sup>9</sup> Article 4. Of the 2007 Memorandum of Understanding.

areas of public administration and other technical areas of social welfare. In the period between 2004-2008, among others<sup>10</sup>, the training actions shown in Table 2 were funded and supported:

**Table 2**  
**Trainings and beneficiaries from the MMAS (2004-2008)**

	Central bodies	PD Maputo City	PD Maputo Prov	PD Gaza	PD Inhambane	Total
Higher education	5	5	0	0	0	10
Computer literacy	n/a	12	20	26	10	68
English	n/a	n/a	19	36	15	68
Human rights						
Planning / management						
Early childhood education				n/a		33 (Northern provinces)
Computer maintenance	3 (DHR)	n/a	1	1	1	6?
Other	3 (website)	24 (database)	23 (database)	0	0	

Source: Forms presented by the sectors for this evaluation (March 2009)

Legend – n/a – not available.

The scholarships granted for higher education are still ongoing, and the agreement between the ICEIDA and the MMAS is that they will continue to be funded until the completion of the training of the beneficiaries. While not all scholarships are funding higher education in areas that are specific to the MMAS, it was found that higher education has been having a positive effect in increasing the capacity to understand the social processes and analysis of the work for those benefited, as well as increases their self-confidence (apart from allowing the progression in their professional careers), which will all be translated into an enhanced capacity to perform their duties in the MMAS.

<sup>10</sup> We were not able to get data on the number of people trained in human rights and planning / management. The data presented do not distinguish the MMAS staff from the whole of people trained.

Short trainings were also carried out in human rights, specially women, children, and family rights. The training benefited, not only the MMAS professionals at all levels, but also from other government organizations, mainly provincial and district (involving community leaders) and focused on issues of violence against women and in the family protection legislation. The MMAS chose as a strategy to develop capacity in this area, the training of trainers in Inhambane and Maputo region, chosen between staff not only from the Ministry, but also from other Provincial Directorates and district directorates of government bodies. The results of these trainings are composite: they created a basis of human resources within the MMAS (and its representations) and in some communities, but the training of heads of other Government sectors will eventually have little impact due to their little availability to continue the work initiated.

The training in English language started very early in the cooperation programme between the ICEIDA and the MMAS. The goal was to enhance the staff's capacity to use this language as a medium of work, specially in contacts with cooperating organizations, and to attend international work meetings. Despite the initial objectives, the candidate selection process ended up including the entire staff. Attendance was often irregular, partly because those selected had work trips, contributing, thus, to a poor use of this resource. In 2007, by mutual agreement, the training in English, within the initial format, was terminated, and by the time of the evaluation the cooperation was only funding the English language training of the two Ministers (Minister and Deputy-Minister of Women & Social Welfare).

The effectiveness of the English language training was limited, as a whole. Only a small portion of the trainees was able to take the due advantage of the opportunities provided. From the group of 68 people who enrolled for the English courses between 2004 and 2008, only 4 (from Maputo province) actually went as up as level 3 or more (these data do not include the central bodies and Maputo city).

### **c) Support to management**

The effectiveness of the support to the MMAS's management processes, through the assistance to the current functioning of the institution, and hosting of events, namely the MMAS Coordinator Council, was good. The cooperation funds were also used for monitoring and supervisory visits, either from the central bodies to the provincial bodies, from the later to the district bodies, enabling a better performance of the MMAS.

Three key activities to increase the MMAS's management capacity were conducted in this scope: the support to the creation of a database on gender at the DNM; the funding of a baseline study and the human resources development plan (draft version of early 2008); and the training of provincial and district bodies in the use of data collection and processing tools for

the MMAS's activity reports. Given that these three activities were recently carried out, it is difficult to determine its effectiveness, but there were reports that the provincial reports has been improving in quality, and the human resources development is expected to be approved still within 2009.

#### **d) Support to communities**

The cooperation agreement foresaw the strengthening of the management capacity of women's associations. Four short training courses (5 days long) were carried out with this purpose, and the beneficiaries were community groups, mostly composed by women: in Inhambane, Gaza, and Maputo city and province. The courses were lectured by the National Institute for Employment and Professional Training (*Instituto Nacional de Emprego e Formação Profissional* (INEFP) with the collaboration of the technicians from the DPMAS, and in the case of Maputo city, only by the technicians from this Directorate. The content was focused in the planning and management of income projects. After this capacity building, the DPMAS and the MMAS made some follow-up of projects on the ground<sup>11</sup>, and in that process they provided assistance and in-service capacity building in line with the training received in the courses.

The effectiveness of the training activities in planning and management of income projects to the communities was very limited. From the interviews carried out we could not find indications that the beneficiaries of these trainings had acquired the most basic notions of business planning and management. The approach chosen proved to have limitations, as the MMAS is an institution working in the area of social welfare and not economic development, which requires approaches quite different from those of social welfare.

One factor for the reduced success in some training activities carried out under this cooperation (not only those for the communities) was the lack of appropriate candidate recruitment criteria. In the case of trainings for community groups, the selection of the groups was left to the local authorities without, however, giving them enough information on the purposes of the project. On the other hand, the methodologies used were often unadjusted to the beneficiaries and were not based in a previous study of local resources. The lack of a carefully studied strategy for medium and long term development was clearly noted in the implementation of these activities.

The cooperation also supported the implementation of community development projects that aimed at improving the living conditions, and increasing the income, in particular. Overall, it was found that these projects did not reach their objectives. They were developed without in-depth knowledge and analysis of the local context and without feasibility studies. The evaluation visit

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<sup>11</sup> In the workshop for analysis of weaknesses and strengths, the limited monitoring of community projects was considered to be one weakness of the work. Through the interviews, it was found that, in average, the MMAS/DPMAS only made one monitoring visit to projects it initiated. Whenever there were more visits, they were related to the follow-up of visits from outside the province to the same projects.

suggests that the approach to these projects, in some cases, increased the dependence of the communities instead of increasing their self-confidence and self-management capacity. During the meeting held with the farmer's associations of the Costa do Sol, the associates spent more time complaining about the MMAS's unkept promises, and asking for more support to continue their Works. No example was given of the income obtained and how they are being used to strengthen their autonomy.

#### **e) Promotion of advocacy of women's human rights**

By mutual agreement between the ICEIDA and the MMAS, the cooperation funds were used to support the process of drafting a National Plan for Violence Against Women. This was an initiative long ago planned by the MMAS that was not getting the due attention for lack of financial resources. The cooperation with the ICEIDA allowed a broad movement of stakeholders, including the civil society, in the preparation and review of a national intervention plan. The process ended with a national workshop and presentation of a plan to the government, which was approved in late 2008. The intervention in this area was very successful, and the approval of the set the basis for a better performance from the Government in this area, by defining the responsibilities and targets for each sector. This being a key instrument for the implementation of policies that are favourable and respectful towards women's rights, this can be seen as one of the main successes of the cooperation between the ICEIDA and the MMAS in the 2004-2008 period.

At the same time, capacity building activities for community leaders and activists in Women and children human rights, gender and HIV/AIDS, were developed. From the meetings with the beneficiaries, it was concluded that they had basic knowledge that brought them increased sensitivity for domestic violence, children rights and family, and that within the beneficiary communities there has been a reasonable number of women and elders pressing charges related to the violation of their rights. Campaigns and commemorations of dates linked to events related to women children, disabled, and elders were also promoted, thus, enabling the dissemination of information and sensitization of communities for the problem of gender equality and discrimination of vulnerable groups (women, elders, disabled, and orphan children).

#### **f) Other areas of cooperation**

The cooperation agreement signed in 2004 also established other possible areas of cooperation, which were not addressed during this period, namely, access to education, including technical and professional, and increase of women's technical and scientific level, particularly the young women, as well as the enhancement of women's skills for a better education of their families. Other areas got some (but little) attention, such as the training in

gender issues, the promotion of pro-women organizations, the increase of women's economic capacity, and the mainstreaming of gender issues in the national development programmes. The lack of a three-year programme at the beginning of the cooperation agreement might have eventually contributed for the fact that the definition of strategies for these interventions did not get due attention in the implementation of the cooperation. We can also consider that the areas initially defined corresponded to a range of rather ambitious interventions for an institution which right from the starting point was known to have limited institutional capacity.

Summarising, in terms of the fulfilment of the programme agreed to between the ICEIDA and the MMAS, we can say that the large majority of the activities planned were carried out. Some with significant effectiveness, namely, the equipment of the offices of various bodies of the MMAS, specially the sector for Women affairs, the provision of mobility equipment for people with disabilities; the computer literacy training and higher education courses; and the interventions towards the approval of the National Plan for Violence Against Women. Other had mixed results, such as the training in human rights, which was able to produce a resource base for future work; the human resources development plan, which despite having had some delay, is under discussion for later approval; some technical capacity building of rural women; the training of computer maintenance technicians. Finally, we can say that for a set of activities, in which the objectives were not attained as planned: the community development projects, including the training activities in planning and management of income projects, and the training in English language.

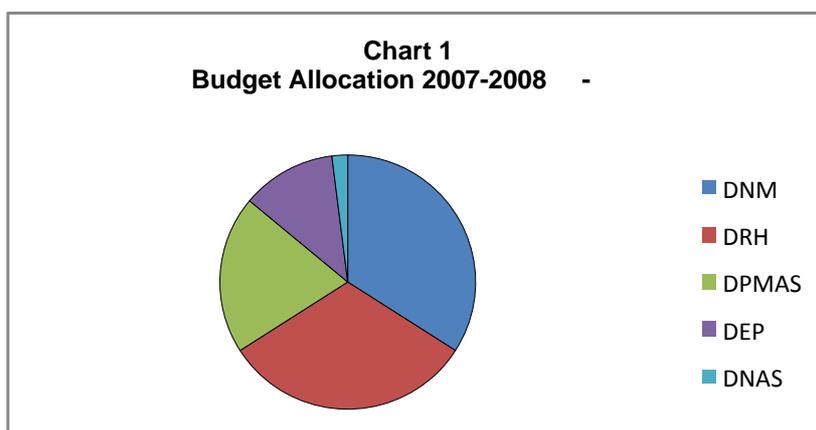
#### **5.4 - Efficiency**

The programme's efficiency was examined in a general perspective, as it was not possible to discriminate the existing financial information in order to determine the costs of the activities. The budget of the cooperation between the ICEIDA and the MMAS was comprised, until very recently, of an annual grant which financed both the activities of the MMAS and its target groups, as well as the expenses with the programme incurred by the ICEIDA office in Maputo.

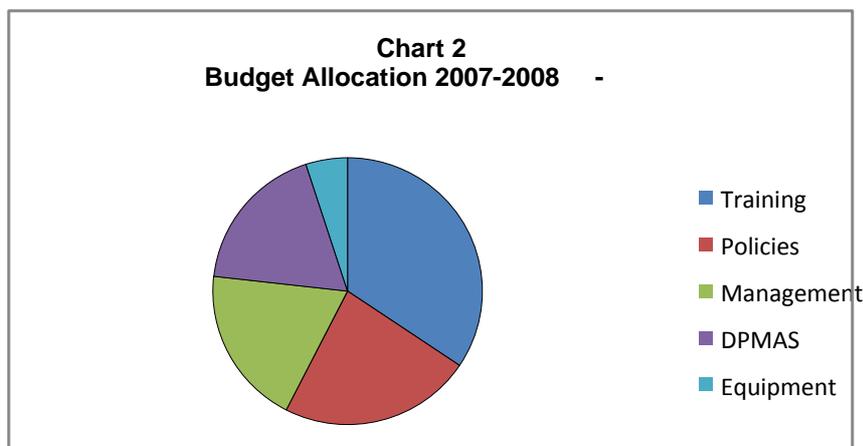
During the period of this cooperation, the financial and administrative management was centralized at the ICEIDA, which made the procurement and payment of equipment, materials, services, after consulting with the MMAS. When the MMAS needed a certain support, the request was made to the ICEIDA, in the beginning it was often verbally, which then decided if the request was approved or not. It was the ICEIDA staff who would then conduct the administrative process leading to the disbursement of funds and purchase of services or goods. This process was not visible to the MMAS, which later lead to the perception of an increased bureaucracy when new procedures were introduced in 2007.

With the approval of the project designed by the MMAS/ICEIDA, and with the hiring of a new project official by the ICEIDA, new rules and procedures were introduced, promoting more transparency and accountability from the MMAS. With these new mechanisms, the MMAS began to have a prior knowledge not only of the total funds available, but also of its allocation for departments, activities, and timeframe. These mechanisms also enabled the MMAS to carry out a project budget control.

Between 2004 and 2008 around \$ 1,527,000 were spent in the cooperation between the ICEIDA and the MMAS, including expenses incurred internally by the ICEIDA with the management of the cooperation. The project "Institutional capacity building of the MMAS, including advocacy of women's human rights", granted the MMAS nearly \$ 432,000 for the period from August 2007 to December 2008. The beneficiaries of this amount were the DNM (34%), HRD (32%), the four DPMAS (12%), the DEP (12%), and the DNAS (2%), as show in the following chart 1.



The types of investment foreseen were training (34%), policy design and dissemination (23%), management support (19%), varied support to the DPMAS (18%), and provision of equipment (5%).



The observation made seems to indicate that the National Directorate of Women was, among various sectors of the Ministry, the one that received more assistance, which matches the description of priorities set by the Cooperation Agreement.

The implementation of the cooperation programme had some limitations in terms of efficiency. The financial resources were used in a generally efficient way. However, the management of the resource “time” showed significant delays in the implementation of some activities, which eventually reflected on the effectiveness of the cooperation. The most striking case was the delay in reaching an agreement on a specific cooperation programme, which should have been approved immediately after the signature of the cooperation agreement, in 2004. This programme could have been proposed by any of the parties, but the intention to prepare it in a broadly participatory way, as well as the changes in the teams of both institutions, lead to significant delays.

The use of the resource “time” and the communication processes were often a concern due to the different expectations between both parties. The ICEIDA expected an increased speed and communication, while the MMAS gave more importance to the follow-up of the Governments work processes and mechanisms, which along with a strong centralization within the institution, caused some processes to be delayed and little efficient. There were some difficulties in articulating between the Provincial Directorates, the central bodies of the MMAS, and the ICEIDA in the implementation of the project, despite the efforts carried out since the beginning to define efficient and effective communication lines and processes.

With regards to the use of financial resources, it was found that there was a concern from the ICEIDA to identify the type of resources that were more adequate and the market’s competitive prices. An effort to make a comprehensive approach of the interventions was also noted, when there was not an implementation plan to begin with. A good example of what is said above is the computer literacy package: not only the computers were purchased, as also users and

maintenance technicians were trained. The whole of these actions contributed to increase the institution's capacity in this area, but the fact that there was not a careful plan caused the coordination of the actions not to be perfect at the start, with a consequent loss of efficiency.

The efficiency of the training actions varied greatly. The support to training at tertiary level, the training in computer literacy, human rights (for the MMAS's staff), and agroprocessing for the communities were generally efficient. The lack of criteria of access to the trainings was a constraint for an increased efficiency. There were cases of MMAS employees sent for trainings without needing it to perform their duties, and sometimes, without any interest in such trainings. Classic cases are the training in English and computers: many interviewees reported not to have had any chance to use either English or computers again after the training, which will lead to an eventual loss of the capacities acquired and reduction of their efficiency.

The training was not efficient (nor effective) when community groups were trained in planning and management of income projects – a better alternative would be to start with people already involved in business and enhance / formalize their skills. The material and financial support to projects from associations for economic development was one of the least efficient activities in the programme.

One area in which the financial resources could have been easily used with more efficiency is the payment of per diems. While no specific study was carried out, there were examples where the work carried out during the supervisory visits to the districts hardly justified the costs incurred. The financing of field trips need to be justified with measurable results.

From the evaluation conducted, the following main factors of limited efficiency of some interventions were identified: (i) the inappropriate choice of candidates and participants for the activities; (ii) the lack of systems and infrastructure to integrate and develop the skills of the staff trained; (iii) the use of training programmes that do not appropriate to the clientele; (iv) the lack of qualification in the specific areas of intervention; (v) the high staff turnover and the lack of institutional memory<sup>12</sup>.

## 5.5 - Impact

Although the overall amount allocated to this cooperation is relatively low compared to other cooperation, it actually was an added value for the MMAS and its four Provincial Directorates. The support provided by the ICEIDA for institutional capacity building improved the efficiency and quality of the work of the employees and sectors due to more technical and scientific

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<sup>12</sup> For institutions with frequent changes in key staff, it is very important to keep records that will avoid the repetition of steps and enable the learning from the past work experiences.

training and improved working conditions. The availability of IT tools and the capacity building to use them, on the one hand, reduced the work load of the assistants and secretaries in typing documents and, on the other hand, brought speed in the production and processing of intra and inter-institutional documents, quality of provincial balance reports, production of business cards and medical aid.

Still within the MMAS, the training in gender, women's human rights, children, violence and HIV/AIDS consolidated the role of the National Directorate of Women in its capacity of protector of women and children against violence and other inequalities. The provincial directorates in this department have a sector dealing with women victims of violence and other abuse. Note that the university training not only contributed to an improved performance from the employees at the workplace, as well as facilitated their progression in their remunerative careers.

The cooperation brought positive results not only for the MMAS. The approval of the National Plan for the Violence Against Women and creation of the gender and women database caused other partners to show their interest in working with the MMAS. To the ICEIDA it was one more experience of cooperation with the government institutions.

The programme for advocacy of women and children human rights, gender, domestic violence, and HIV/AIDS was one of the unique opportunities for capacity building of community leaders and consequent? raising of awareness of the communities on those subjects. Lately, in the communities where this action was carried out, the community leaders report that they have been resolving cases of domestic violence, violation of women and children rights reported by women. It is in fact a sign of assimilation and awareness of the vulnerable group.

While the cooperation brought positive results, there were also negative aspects which directly or indirectly can influence the sustainability of what was created by the cooperation. The limited capacity for maintenance and repair of the computing material can, in the short-term, reduce the response capacity in the production and processing of documents.

The financial support allocated to the *Costa do Sol* and *Guissembe* farmer's associations has not yet produced the desired outcomes. The same happens with the communities that benefitted from trainings in agroprocessing and planning of income projects. This failure is probably allied to the fact that these actions are within the scope of economic development and outside the MMAS's sphere of action.

## **5.6 - Sustainability**

The sustainability of results is composite and depends on the type of activity. The trainings carried out and the plans and programmes produced are in a certain way sustainable *per se*. Other activities and results need financing to be continued, for instance, the maintenance of the

equipment purchased, the trainings in Women's Human Rights, the support to community projects. With the limitations of the international cooperation arising from the global economic downturn, the MMAS faces an enormous challenge and greater efforts will be necessary to get a bigger slice of the State Budget. This situation, should, however, be seen as a unique opportunity to reflect more on the role and function of the MMAS in its area of intervention. It is the opinion of the evaluation team that some activities do not have enough potential to justify the continuation of the kind of investments made so far.

Many of the activities financed by this cooperation were not specifically included in the MMAS's plans at several levels due to the lack of guarantee of funding and no knowledge of the funds available. Despite this, they were part of the internal agenda of these bodies and, thus, the continuation of key activities to sustain the results achieved should be mainstreamed in the next plans of action.

Particularly important are the systems and processes that support the work of the MMAS. A significant quantity of equipment and other resources was acquired. For its preservation here is a need of a maintenance policy and execution procedures, which do not exist at the moment. The preparation of such policy and the hiring of external technical assistance is, in the opinion of the evaluation team, a key requirement for the sustainability of the results achieved with this cooperation, and its absence puts the MMAS at risk of quickly losing such results. These actions require relatively small investments and are part of the current functioning of an institution, and should be better supported through State Budget funds.

Some trainings carried out for the technicians created new capacities and strengthened other capacities that can still be used and developed, with leadership and will to do so, and without needing to add significant amounts of financial resources. Here, we refer particularly to the capacities acquired in the situation analysis and planning of interventions, and to the areas of human rights in general and women's rights in particular. The increase of analysis and planning capacity should translate into better guidance documents in the Ministry's area of intervention, for which it would be important to strengthen the MMAS's planning, monitoring, and evaluation systems. Regarding the area of women's human rights, the sustainability of results and their development from the human resources base created will require a strategy that does not hold the work in the communities hostage of funds for per diems and food costs. These observations are generally applicable to community education programmes. A better knowledge of local resources and opportunities would enable the design of interventions with a better cost-benefit relationship.

The plans to fight the violence against women, the human resources development plan, among other, are good basis for the MMAS to collect additional financial resources for its implementation. There are indications of interest from some bilateral cooperation agencies in the implementation of the national plan on violence against women. A constraint, besides the

current global financial situation, is the capacity to mobilize human resources of the MMAS itself.

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## 6 - Reflections and lessons from the cooperation

The 2004-2008 cooperation agreement expresses the interest and will of cooperation between the ICEIDA and the MMAS and gives a response to the recommendations of the evaluation of the previous agreement, carried out in 2003, except with regards to the technical assistance to the MMAS within the scope of capacity building in gender issues, policy design, projects, planning, and budgeting. The agreement includes opportunities to develop a broad range of activities aiming at contributing to the improvement of the living conditions of women and those who most reliant on her, within the framework of an approach based on gender and human rights.

During the implementation of the agreement, however, important areas for the development of gender equality were left aside, and other areas did not get enough attention, fact that somehow reduced the impact in terms of the objectives of women emancipation and reduction of gender inequalities. It should be particularly highlighted that no activities were carried out towards the increase of women's educational, technical, and scientific level, specially the young, nor activities to assist women in the provision of a more sound education for the children; and that little attention was given to the strengthening of organizations and associations that work in favour of women and the enhancement of women's economic capacity. This results from the choices made, by common agreement, by both parties when preparing the project document 20 months away from the end of the Cooperation Agreement period (2004-2008).

The training in gender issues received little attention and ended up disappearing in the whole of the training activities during this period. The agreement was sufficiently open but the opportunity was not taken to create innovation in the field of education / gender training, fact that could have a significant impact and be an alternative to the conventional approaches and models to do gender education, specially in rural and poor areas. In Mozambique, as well as in many other places, it is still a challenge to develop gender awareness and approaches.

Both parties to the agreement were aware of the need for a project document in the beginning of the cooperation period, as this had been a strong recommendation of the 2003 evaluation. Despite the efforts in this sense, the document was only completed in early 2007, and its signature, together with a Memorandum of Understanding, was in July 2007. At that point, there were 17 months left to the end of the agreement. The changing of key team, both at the ICEIDA and at the MMAS, between late 2004 and mid 2007, together with little documented transition processes and some changes in the overall guidance of the work in both institutions, might have contributed for the delay in the design of a project document which should have been the guiding tool in this period.

Although it was produced behind Schedule, the project document made it possible to establish cooperation relationships between the ICEIDA and the MMAS that were more transparent and with increased accountability of both parties, as well as introduced in the cooperation objectives, results, and measurable interventions. The process of designing and implementing this project was seen by the MMAS's staff as a learning on cooperation and work planning, specially with regards to the definition of priorities, the objectives-results relationship, and the importance of having indicators for evaluation.

The analysis of the activities carried out during the validity of this agreement in the areas of gender, women, and social welfare, shows that there could have been more critical analysis of the Country's situation and of the roles and capacities of the stakeholders, in order to identify strategic activities and intervention methodologies which lead to an increased impact. A result of what is said above was a tendency to support the implementing activities instead of supporting the role of coordinator, supervisor, and evaluator from the MMAS. It was not clear during the evaluation, if the MMAS's staff increased their ability to work with other organizations, particularly those from civil society, in the fulfilment of the national agenda of gender and social welfare. A more critical analysis of the actions and opportunities could have contributed for a better clarification of the role and function of the MMAS and its representations in the agenda of emancipation and gender equality.

It is clear that the interventions conducted in favour of the community (economic) development did not reach the objective envisaged, and in some cases, they created situations of dependence that would not exist before. The MMAS is essentially a body of leadership in the field of social welfare, and its staff reflects this mandate. An in-depth reflection from the MMAS would be necessary to clarify its role and function in the field of development, and community development in particular, and to define its relationship with other government, civil society, and private sector institutions within the scope of that development.

By mutual agreement between the parties, and to respond to the basic need of the MMAS and its provincial and district directorates, the cooperation expanded its geographic coverage and areas of intervention, which made the cooperation rather spread (without a focus) and its management more complex. This expansion, in a cooperation programme with relatively limited resources, contributed to reduce the impact and make its management more difficult. Retrospectively analysing this expansion, we question if it wouldn't have been better to maintain the previous focus during the period of this agreement to consolidate the results and operate some innovations / pilot experiences, and consider other needs and requests for another cooperation programme.

This cooperation agreement was in force during a period in which the ICEIDA presence in Mozambique was recent, and had not yet completed the definition of its country strategy. These cooperation strategies' documents are key for the local partner to have a clearer understanding of the philosophy, objectives, and approaches of the one who supports. They are also important

to help finding solutions when problems emerge in the implementation of the agreements. The absence of this country strategy, together with the lack of a project document during most of the cooperation period all contributed for some difficulties arising in the operationalization of the objectives of the cooperation agreement signed between the ICEIDA and the MMAS.

Some of the issues raised during the evaluation were the administrative procedures used in this cooperation. As said earlier, the ICEIDA centralized the project management and the financial management in itself. There were no relevant criticisms to the efficiency with which the ICEIDA responded to fund requests, but the observation on the ground suggests that this centralization lead to a certain unaccountability and lack of ownership of the processes from the sectors of the MMAS. Often, there were situations in which it was not clear whom should carry out and finance a certain action and its execution was delayed and complicated with no need for that.

The analysis of strengths and weaknesses, opportunities and threats of this cooperation shows that the definition of the objectives of the cooperation agreement in very broad term created unique opportunities for both parties to work on issues that were urgent at a given moment. For the MMAS, this was a unique opportunity given that the few partners that supported its development usually do it within the context of projects with well defined limits. There is an enormous appreciation from the MMAS for the opening, sensitivity, and dialogue capacity from the ICEIDA in the cooperation process, and both parties acknowledge that they have mutual interests to develop.

For the ICEIDA, the entry in Mozambique in the inception of the MMAS, specially of the creation of the National Directorate of Women, was a unique opportunity to inform and influence the development of institutions and relevant policies in the area of gender (and other), which is one of the pillars of its international development policy.

The main constraints of this cooperation have already been presented and examined. Reflecting upon them can help improve the eventual future agreements and projects. There is clearly a need to conduct a preparatory work, well justified and documented before the start of the activities. In this preparatory work it is important to consider practical aspects of the implementation and the harmonization of processes and procedures, as well as the liaison with structures responsible for the coordination of the topic areas and the cooperation from the partners' side.

The 2004-2008 cooperation agreement between the ICEIDA and the MMAS was important in terms of learning. After collecting the documentation, meetings with cooperation stakeholders, visits to the beneficiary directorates and communities, and analysis of all the information, the following lessons can be drawn:

- A country strategy is key to integrate the projects that are developed and to enable increased synergies in the cooperation (it was mentioned that the ICEIDA is preparing that strategy).
- Not to initiate activities without a project document, agreed upon between the parties, and well justified, that operationalizes the cooperation agreement.
- The project design should indicate at first how the outcomes are to be measured to permit the establishment system for collection of monitoring data right from the start<sup>13</sup>.
- Compare advantages and broaden the scope of the intervention with risks in terms of impact and complexity.
- Takes time to prepare and actively involve the beneficiaries (MMAS, associations) and financiers (ICEIDA) in the process of planning, project design, implementation, monitoring and evaluation.
- The cooperation must be evaluated periodically in a more comprehensive and in-depth way, and external inputs are important to support these evaluation processes. Common evaluation instruments are the mid-term reviews, which can contribute for a greater success of the programmes.
- Need to register, document, and disseminate the actions developed within the scope of the cooperation as a way of preserving the institutional memory.
- Despite the costs, it is key crucial that the parties have access to critical documents in languages they know well<sup>14</sup>.
- When the policies / regulations / norms differ between partners, it is important to discuss the issues to reach an agreement ensuring that the values of both parties are respected (e.g. per diems).
- The support provided for the capacity building in office equipment and goods reached its objectives.
- There are opportunities to deepen the work in the areas of gender and human rights, and need of more creativity in the work developed in these fields.

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<sup>13</sup> Taking this evaluation for an example, the budget structure used in the first years of the agreement does not allow to discriminate in the budget what was the real grant to the MMAS. With the creation of the project document and its budget, the bases were set to develop that operation.

<sup>14</sup> There was no Portuguese translation of the 2003 evaluation.

- Community development programmes can be more effective when implemented by NGOs with proven competence in that area. Thus, it is important to consider the role of the Ministry in charge of the area of rural development.

## 7 - Conclusions

Taking into consideration the objectives and areas of intervention set in the 2004-2008 Cooperation Agreement, it is our conclusion that positive results have been achieved. The ICEIDA was, during this period, the main source of financial support for the MMAS to address the institutional capacity building concerns, although the Government was fully aware of the needs of that institution.

With the support provided by this cooperation it was possible, on the one hand, to equip in office, computing, audiovisual, and consumable material the five directorates at central level and four directorates at provincial level, which improved substantially the working conditions and, consequently, the MMAS's institutional performance. On the other hand, the technical capacity building in computer literacy, early childhood education, women's, children's human rights, gender and HIV/AIDS, agroprocessing, planning and management of income projects, and the university education improved both qualitative and quantitatively the technical capacity of the staff. These results contributed to improve the motivation of the teams benefited and to an increased self-confidence of the staff.

The Icelandic cooperation contributed clearly for the affirmation of the Directorate of Women and to its response capacity in the area of its mandate. It is in this perspective that through the support from the ICEIDA, the MMAS managed to produce the National Plan for Violence Against Women – a key instrument for the protection of Women's rights – in a participatory way.

The ICEIDA-MMAS cooperation was an opportunity for the MMAS's staff and leadership to learn how to deal with and draw partners. The implementation of the agreement, its challenges and successes all contributed to the understanding of the importance of planning, following procedures, and reflect upon the results in various moments of the implementation of a programme.

Notwithstanding the positive results, reference should be made to areas where the results were not the ones desired. Although the ICEIDA and the MMAS promoted trainings of community leaders and district directors in women's and children's Human Rights, gender and HIV/AIDS, it was clear for the evaluation that this is only a first step in the process. There is still a lot to be done for the communities, specially the vulnerable women, to know and demand their rights.

The support to the projects of the associations in financial resources, the capacity building in agroprocessing and planning and management of income projects has not yet achieved the objective of improving the living conditions of the beneficiaries, as well as increase their income generation capacity. On the ground, the associates just complained about the unkept promises and also presented more needs in order to continue their activities.

This agreement completes an eight-year period during which the ICEIDA worked closely with the MMAS to assist in the development of its capacities. In some areas, the support was successful, and the challenge now facing the MMAS is to continue to maintain and develop the basis created. Other areas got less attention and as this cooperation ends, there is still a large field of opportunities. The development of the planning and management capacities which correspond to one role of policy design, monitoring and evaluation, as well as the implementation of the policies and plans that are already approved in the area of gender, are some of those opportunities. The eventual use of these opportunities should be based in a strategy that considers the added value each party can bring into the cooperation.

Both the ICEIDA and the MMAS expressed their interest in sustainable development by making a rational use of resources, and reducing poverty in the most vulnerable layers (women, children, elders, and people with disabilities) in Mozambique. The development of empowerment actions such as developing technical and Professional skills followed by a literacy programme, would greatly contribute to improve the living conditions of this population group.