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Final Evaluation of the CSO/UPR Project, Mozambique 2018-2021

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Table of Contents

Table of Contents	II
Tables & Figures	IV
Tables.....	IV
Figures.....	IV
Abbreviations	V
The Evaluators	1
Acknowledgements	1
Executive Summary	2
Background and context	2
Evaluation Purpose and Scope	3
Methodology & limitations.....	3
Key Programmatic Successes	5
Challenges	5
Main findings.....	6
Relevance	6
Effectiveness	6
Efficiency	7
Sustainability	8
Impact	9
Main lessons learned	10
Main Good Practices.....	11
Recommendations.....	13
Management.....	13
Project partners	14
Collaboration.....	14
Decentralisation	14
Implementation	15
Training and capacity-building	15
Awareness-raising.....	15
Dissemination	15
Executive Summary Conclusion.....	16
Main Report	17
Context.....	17
Introduction	18
Evaluation Purpose & Scope	19
Methodological approach	20
Findings	21
RELEVANCE (EQ1.1 - EQ1.5)	21
Design & focus	21
EFFECTIVENESS (EQ2.1 - EQ2.7)	25
Appropriateness of management processes in supporting delivery.....	25
EFFICIENCY (EQ3.1 – EQ3.5)	35
Project implementation	35
SUSTAINABILITY (EQ4.1 – EQ4.6)	40
Likely durability.....	40

IMPACT (EQ5.1 – EQ5.5)	47
<i>Project effect</i>	47
Challenges	56
Resources	56
Project structure.....	56
Lack of harmonised plans	57
Management	57
Government engagement	57
Restrictions on Freedom of movement	57
Administrative Delays.....	58
Closure of the first project phase	59
Lessons Learned	60
Management lessons.....	60
Partnership lessons.....	60
Strategic lessons	60
Good Practices	63
Conclusion	64
Recommendations	66
Annex 1: Evaluation Findings	i
Annex 2: Terms of Reference	iv
Annex 3: Methodology	ix
Data Collection	x
I. Desk Review.....	x
II. Key Informant Interviews	x
III. Focus Group Discussions	x
IV. Partnership Survey	xi
Annex 4: Evaluation Limitations	xiii
Participation in the Methodology selection	xiii
Timeframe	xiii
Number of participants.....	xiii
In-person engagement.....	xiv
Primary quantitative data	xv
Period under evaluation	xv
Annex 5: Jamboard Results	xvi
Annex 6: Documents Reviewed	xviii
Annex 7: List of Consultees	xix
Annex 8: Partnership Survey	xxi
Annex 9: Project Outputs, 2018-2020	xxiv
Annex 10: CSO Platform Governance Structure	xxvi
Annex 11: Evaluation Methodology Matrix	x
Annex 12: Evaluators' Project Logframe	xv

Tables & Figures

TABLES

Table 1: Lessons learned during phase one of the CSO/UPR Project.

Table 2: Good practices evidenced in the CSO/UPR Project

Table 3: The degree to which intended outputs were met in the CSO/UPR Project

Table 4: Achievement of Knowledge Products during the CSO/UPR Project

FIGURES

Figure 1: Overall project strategy

Figure 2: Number of consultees in each data collection category

Figure 3: Number of consultees in each data collection category by gender

Figure 4: Words most associated with the CSO/UPR Project, with word size associated with frequency of mention

Figure 5: Overarching aims of the CSO/UPR Project

Figure 6: Results from FGD data on naming of project Outcomes

Figure 7: Encapsulation of the CSO/UPR Project Theory of Change

Figure 8: Factors to maintain project goals, according to consultees

Figure 9: Key informant responses:- 'Was civil society capacity-building on human rights monitoring improved by the project?'

Figure 10: Evaluation participants' identification of target groups for the CSO/UPR Project

Figure 11: Responses to FGD poll:- 'Do you think the project so far has resulted in any improvements in the human rights of those living in rural areas?'

Figure 12: Slide from participatory Jamboard at Inception Report and Methodology Validation Workshop

Abbreviations

ACHPR	African Commission on Human and Peoples' Rights
AU	African Union
CBOs	Community-based organisations
CSO	Civil society organisation
EQ	Evaluation question
FGD	Focus Group Discussion
FMMRPU	Fórum de Monitoria do Mecanismo de Revisão Periódica Universal dos Direitos Humanos das Nações Unidas em Moçambique (the Monitoring Forum of the UPR Mechanism: 'CSO Platform')
GBV	Gender-based violence
GEWE	Gender equality and women's empowerment
HRC	UN Human Rights Council
IEC	Information, education and communication
INGO	International non-governmental organisation
LAMBDA	Mozambique Association for Sexual Minority Rights
LWF	Lutheran World Federation
M&E	Monitoring and evaluation
MoEHD	Ministry of Education and Human Development
MoEF	Ministry of Economy and Finance
MoH	Ministry of Health
MoJ	Ministry of Justice
MoU	Memorandum of Understanding
NAP	National Action Plan
NGO	Non-governmental organisation
NHRIs	National Human Rights Institutions
OPD	Organisation for persons with disabilities
REN	Royal Embassy of Norway
SDGs	UN Sustainable Development Goals
SRHRs	Sexual and reproductive health rights
SRHS	Sexual and reproductive health services
ToC	Theory of Change
ToR	Terms of Reference
UN OHCHR	UN Office of the High Commissioner for Human Rights
UPR	UN Universal Periodic Review

The Evaluators

The team consists of two consultants (national and international) hired by the UNDP to conduct this external independent evaluation jointly experienced in project evaluation, participatory research and international human rights law. Their empirical and academic experience translate into robust methods for inclusive evaluation and qualitative data analysis.

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Executive Summary

BACKGROUND AND CONTEXT

This report contains the findings from an evaluation of the first phase of the project, 'Improving the Implementation of the Universal Periodic Review Recommendations in Mozambique through Strengthening the Monitoring Role of Civil Society in Mozambique' (CSO/UPR Project) which spanned from January 2018 to December 2020. The project was jointly funded by the Royal Embassy of Norway (REN) and the UNDP. The project focuses on improving the collaboration of civil society and the Government of Mozambique in working towards implementation of recommendations arising from the UN Universal Periodic Review (UPR) process whereby a number of states peer-review the human rights situations in other states. The project objectives are encapsulated in its three intended Outcomes:

Project Outcome 1: Civil Society and Government work together towards implementation of the recommendations of Second UPR Cycle.

Project Outcome 2: Empowered civil society effectively follows up the human rights situation in the country, engages the government structures and influences decision-making.

Project Outcome 3: Voices from the communities are consistently brought to national and international human rights agenda.

The intended geographical reach of the project is nationwide. The project's logic and implicit Theory of Change (ToC) assumes that once capacity-building of CSOs takes place and there is an enabling regulatory framework, this will lead to improved UPR recommendation implementation through increased follow-up and civil society pressure on the Government. The strategic approach taken was to align project objectives with Government policy. The project's management structure has altered slightly following the subsequent registration of the CSO Platform as a legal entity (see Annex 10), and now consists of:

- A Secretariat made up of representatives from five civil society organisations (CSOs - Justa Paz (Fair Peace)), MULEIDE (Women, Law and Development), Instituto de Educação Cívica Eleitoral (FECIVE) (Institute of Civic Electoral Education), Coalizao da Juventude (Youth Coalition) and LAMBDA (Organization of sexual minorities);¹
- A Steering Committee which includes the Secretariat, the UNDP, Government representatives from the Ministry of Justice, Constitutional and Religious Affairs, representatives from the REN, Project Executive (UNDP Country Director) and relevant project staff from the UNDP;
- Five thematic Clusters and a human rights advocate;
- Nine provincial focal points;²
- A Project Implementation Unit, housed at the UNDP Offices in Maputo (in charge of finances and procurement).³

¹ The Secretariat is supported by a CSO Platform Coordinator/Executive Director, Technical Advisers Senior Lawyer and

² Previously there were only six regional focal points in northern, central and southern regions along with Tete province.

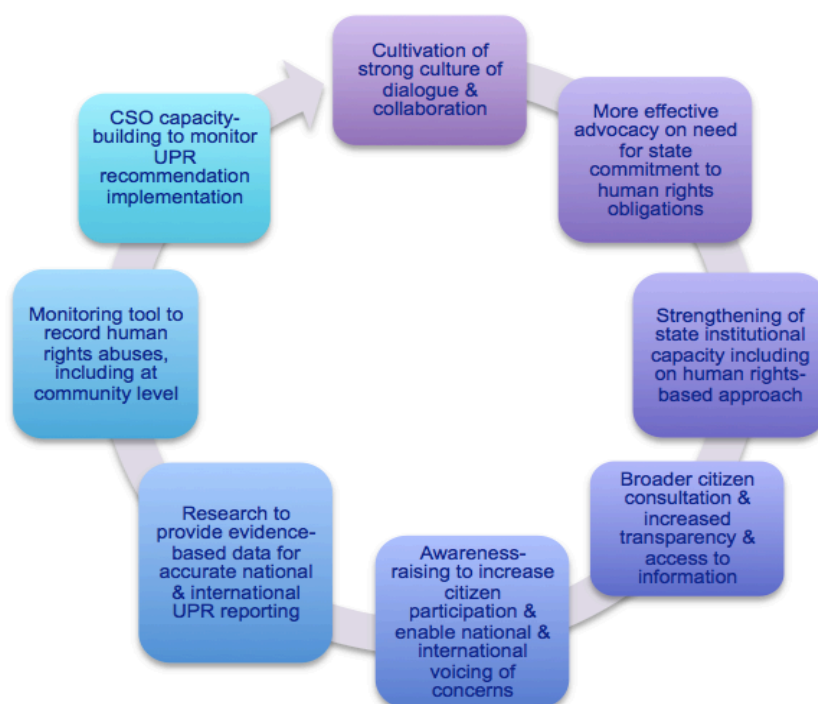


Fig.1: Overall project strategy

EVALUATION PURPOSE AND SCOPE

The end of project evaluation is a corporate requirement of the UNDP, planned in the Project Document. It is intended to inform the project implementers about key results, challenges faced, best practices and lessons learned, as well as assess how well it responded to challenges. The evaluation has covered all activities undertaken within the requisite period, comparing planned outputs of the project to actual outputs. It has also assessed the degree to which the outputs contributed to intended and achieved Outcomes. In addition, the evaluation has identified weaknesses and strengths of the project's design and its implementation strategy. Finally and importantly, the evaluators have made recommendations for the improvement of the project during the next phase for which, following a short bridging period, funding has been secured.

The evaluation utilised five quality criteria: relevance, efficiency, effectiveness, sustainability, and impact. In addition to answering the twenty-six evaluation questions which were administered via key informant interviews (KIIs), focus group discussions (FGDs) and a partnership survey, the evaluators collated and analysed information concerning challenges faced, lessons learned, and best practices.

METHODOLOGY & LIMITATIONS

³ The UNDP supports the Secretariat through a Project Manager and an Advocacy Officer.

The evaluation applied a mixed-methods data collection approach, using quantitative and qualitative methodologies, to obtain subjective information from key informants and focus group discussion (FGD) participants, triangulated against key documentation. The resulting Evaluation Report has attempted to fully capture the voices of all participants in the consultation. The overall evaluation was conducted via four

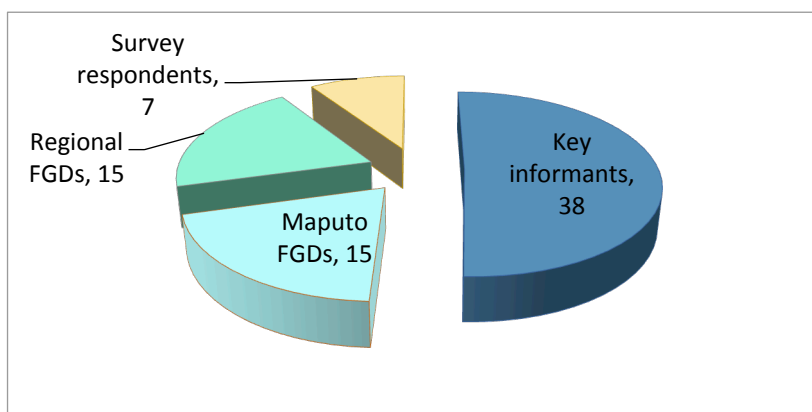


Fig.2 Number of consultees by each data collection category

phases: inception (during which a desk review was conducted, and the methodology was validated by the Steering Committee via a participatory workshop and further written feedback); data collection (involving online and in-person key informant interviews (KIIs) and FGDs and an online survey; data analysis and processing; and synthesis and reporting.

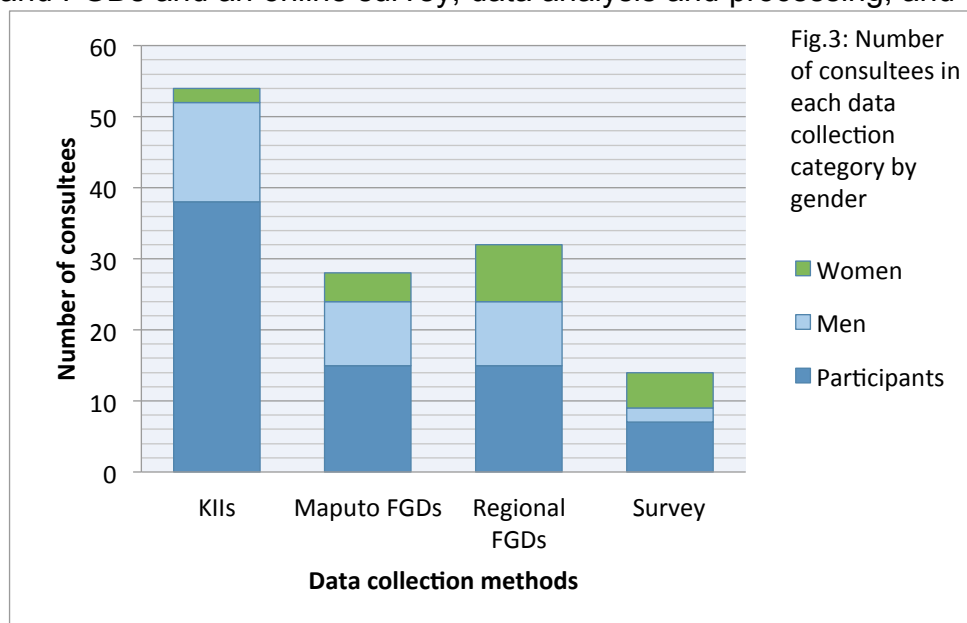


Fig.3: Number of consultees in each data collection category by gender

The evaluation was conducted in accordance with the principles and code of conduct within the UN's Ethical Guidelines for Evaluation (UNEG 2008) and the evaluators obtained the informed consent of all participants and used measures to safeguard the rights and confidentiality of all consultees. For the full Methodology

please see Annex 3, and for the Evaluation Methodology Matrix, see Annex 11.

The limitations of the evaluation included a lower number of participants in KIIs and FGDs than anticipated, the limited number of Government representatives and community members, the fact that problems with data collection scheduling extended the evaluation timeframe resulting in some lost momentum, and the lack of budget for travel to in-person interviews. However, limitations were on the whole adequately mitigated, and none of the limitations are thought by the evaluators to have impacted on the quality of the data or its subsequent analysis. Please see the Limitations section of this Report in Annex 4.

KEY PROGRAMMATIC SUCCESSES

The consultation process revealed a consensus that both Outcome 1 and Outcome 2 had been significantly achieved. Consultees reported previous distrust and an adversarial relationship between the Government of Mozambique and civil society. However, there is now a much closer, open and collaborative relationship, and this was largely attributed to the project – an impressive achievement. Indeed, it led to the involvement of CSO Platform members in drafting a new National Action Plan for implementation of the UPR recommendations drawn up by the Ministry of Justice, Constitutional and Religious Affairs (MoJCRA). The official registration of this Platform as a legal entity by the MoJCRA in January 2021 was a highlight of the project so far, cementing the credibility of the consortium and increasing recognition by the Government.⁴

Capacity-building of civil society on holding the state to account was also successful, resulting in a high quality, concise and cohesive shadow report compiled in May 2020 in relation to the Second UPR Cycle.⁵ There was less unanimity about the achievement of Outcome 3, although some successes were reported. These included more openness and discussion nationwide about gender-based violence (GBV), the first ever state protection for persons with albinism,⁶ the reversal of a policy of exclusion of pregnant schoolgirls from school, and improved land rights for women.

A particularly key project deliverable was the Monitoring Matrix; a tool to track the Government's implementation of the recommendations arising under each UPR Cycle. The unexpected need to readvertise for new consultants arising from the sad demise of the consultant originally hired to create the Monitoring Matrix led to delays in completion of this output. This fact, coupled with the Matrix' inaccessibility to the evaluators (given that it is a live tool for use only by the CSO Platform) means that its efficiency and effectiveness was unclear. However, consultees expressed satisfaction with its quality.

CHALLENGES

Before summarising the quality of the project in terms of fulfilling its outputs and meeting its Outcomes, it is important to emphasise the extremely challenging period of its inception, both nationally and globally. Two cyclones, armed conflict in the northern and central regions of Mozambique, and the COVID-19 global health pandemic coincided. These challenges all involved restrictions of movement and association which resulted in delays and in some cases the impossibility of conducting project activities, particularly in rural and more hard to reach areas.

⁴ Final Report (January 2018 – December 2020), p.5.

⁵ Evaluation Report of Implementation of Recommendations of the II Cycle of the UN Universal Periodic Review of Human Rights In Mozambique 2016-2019/20, May 2020.

⁶ The Multi-sectoral Action Plan for the Protection of People with Albinism, approved by the Ministry of Justice, Constitutional and Religious Affairs on 19 July 2022.

MAIN FINDINGS

Relevance

The consultation process confirmed that all stakeholders considered the project to have been both relevant and important, and that this still applies going forward. Figure 2 shows the words that came to mind when those who took part in the consultation were asked about the project. The project contributed to the priorities of all stakeholders, including those of the Government of Mozambique. Although specific organisations focused on human rights and there were various projects seeking to ensure their respect, protection and fulfilment, no other project was aimed at ensuring that UPR recommendations accepted by the Government of Mozambique were implemented.

Although not all participants could name or summarise the three Outcomes, overall there was an understanding that all three are interlinked, and if Outcome 1 is done well, the other two Outcomes are enabled. Furthermore, the project would benefit from a succinct ToC as few consultees could describe it. However, once outlined, the evaluation found the ToC to have been partly achieved through civil society capacity-building and the development of a Monitoring Matrix.

Effectiveness

Overall, despite a volatile period with many challenges, the strategies implemented proved very effective. It is testimony to the hard work of all project partners that the majority of the stated outputs appear to have been carried out in a tricky working environment involving significant restrictions on freedom of movement and association. The project contributed



Fig.4: Words most associated with the CSO/UPR Project, with word size associated with frequency of mention

significantly to Outcomes 1 and 2. However, more emphasis on Outcome 3 is necessary, as the evaluation found that there had not been adequate inclusion of communities, women, youth and other vulnerable people in project design or implementation. There was mostly satisfaction with the project management structure and staffing, although consultees felt that Steering Committee meetings could be more regular, effective and efficient, and less formal. The suggestion of the introduction of rotational Secretariat membership was a repeated refrain during the consultation, which if introduced could provide important capacity-building for smaller CSOs. Certain key informants felt the project needed a more structured Secretariat with clearer internal governance structures and roles for members. Although the UNDP was criticised for inadequate channels of communication and an excessively rigid and cumbersome procurement policy, there was universal agreement that the new project manager had managed to dissipate much of this dissatisfaction.

The project has led to better coordination between partners, and the continuous dialogue aided a spirit of openness, ensuring broad participation and consultation. These factors resulted in a much improved relationship between the Government of Mozambique and civil society, and a Parliament more sensitive to human rights issues.

It was not fully clear how well the project monitoring and evaluation strategy was working, and more transparency with regard to this would be likely to benefit the project. Similarly, while quality assurance processes existed, the extent to which they guaranteed quality deliverables was unclear. An outsourced report by KPMG dated 29 June 2022 which audited the capacity of the CSO Platform Secretariat includes a risk assessment and found overall risks in terms of management of the implementation of the project to be low. However, the firm made some recommendations to improve quality assurance, including the development of various project policies. These included recommendations on policies on monitoring and evaluation, costs management, and inventory management of the project by the Secretariat. It is unclear if these have been introduced. There was some criticism, particularly from participants in the regional FGDs, about the overly centralised management system. A seat on the Secretariat for at least one regional CSO member, more transparency on funds and spending, and increased regularity in the publication of activity reports would help to foster trust and assist the REN with its due diligence requirements.

Efficiency

There was some overlap between the Effectiveness quality criterion and that of Efficiency. Inevitably, the evaluation found some inefficiencies, but considering the project's complexity and the large volume of partners involved, the project was found to have gone relatively smoothly and appeared to be working efficiently in the main. It was not possible to assess whether all resources were utilised strategically. Some managerial decisions on resource allocation (funds, materials, and equipment) were criticised by the Secretariat as they appeared to be contrary to the intentions set out within the Project Document. Similarly, there was not always prompt recompense to CSO Platform members of daily rate payments and disbursements. While the UNDP has emphasised that it is constrained by the UN's strict procedural requirements, particularly regarding finances, it would improve trust and confidence in the project's management if it was more transparent in its budgetary allocations. Nevertheless, project management capacities were rated as 'good' by most

consultation participants who were generally happy with the quality of the (mostly timely) outputs, with the majority of delays understandable and arising from matters outside the project's control. Consultees did not identify any factors which hindered implementation, but the majority highlighted the enabling environment created by an engaged and open Government of Mozambique as the main factor which bolstered it. The extent of the change in the relationship between the Government of Mozambique and civil society was particularly striking. The majority of the consultees considered that the project was key in fostering this, although it was acknowledged that certain key figures in Government were open to a more collaborative approach, clearly contributing to this more congenial partnership.

Sustainability

There was some overlap between this quality criterion and that of Impact. The sustainability of projects following the cessation of substantial donor funding and mentorship is always difficult to guarantee. Stakeholders were divided on whether gains and benefits arising from the project would be sustainable. The fact that funding had been secured for a second phase bolstered hopes, but there was real concern among CSOs that if funding dried up, the project gains would be lost. Furthermore, for the project to have any hope of sustainability the Secretariat needs to be entrusted with managing their own funds on a gradually increasing basis. This will require the provision of financial literacy capacity-building for the Secretariat as well as other CSO Platform members. Moreover, a broader donor partnership base would maximise the chances of project continuance, should the current donor funding not extend into a third phase.

Accordingly, it appears too early in the project for confidence that results, achievements and benefits will be durable. However, CSO capacity-building is a crucial project component for enhancing sustainability. Despite the many restrictions on freedom of movement and association arising from the natural disasters, conflict and global pandemic, this was largely successfully conducted. Interviewees and FGD participants were unanimously complimentary about the quality of civil society capacity-building. However, the need for such activities to be ongoing was reflected in the numerous consultee requests received by the evaluators for further training on different thematic human rights areas. Indeed, to improve human rights generally, both continued CSO capacity-building and a thorough mapping of human rights organisations and needs in more rural and remote areas are key.

Factors identified during the consultation process to improve project sustainability for all Outcomes included fostering increased collaboration, trust and solidarity among partners, thereby improving commitment and ownership. Essential project elements were found to include transparency, effective human rights monitoring, decentralisation and human rights training for local leaders, improved dissemination of reports and other knowledge products, as well as ongoing capacity-building. Consultee recommendations for better outcomes from the latter included more inclusion of those from the regions and increased strategic advocacy and resources.

Adherence to the UPR recommendations will require increased Government engagement, advocacy and training for relevant Government institutions. A Memorandum of

Understanding was signed between the UNDP and the National Human Rights Commission prior to 2020,⁷ although its contents are not known by the evaluators. Further discussion between the Government and the UNDP on the provision of financial and other support to the national human rights institutions (NHRIs) could help to ensure sustainability of project achievements.

Impact

Despite the many contextual and other challenges faced by the project, the strategies implemented on the whole proved very effective, with fundamentally improved coordination between all stakeholders on human rights issues, particularly civil society and Government. More coordination with other UN agencies in Mozambique could accelerate impact. Although responsibility for implementation of UPR recommendations lies with Government alone, there was evidence of some real positive impact in the lives of individuals. One example was the new Multi-sectoral Action Plan for the Protection of People with Albinism. However, just as the many contextual challenges which resulted in restrictions on liberty of movement disrupted normal day-to-day activities and affected project outputs, so too did they dominate governmental priorities, inevitably adversely impacting upon the degree of implementation of UPR recommendations.

"I dread to think where we would be if it wasn't for the project. It played a big part in making sure civil society and the government work together towards the implementation of the UPR recommendations. None of this would have happened without this project.." (Key CSO informant)

The project has clearly already made a sizeable contribution to building civil society's capacity to follow up on the human rights situation in Mozambique, including through the creation of the Monitoring Matrix by an IT firm specialising in data management and analysis. This was an important milestone in the project and ought to accelerate achievements going forward - although it is too early to say whether or not it will be effective.

The project has significantly enhanced the dialogue between civil society, the Government of Mozambique, and communities to jointly address the human rights agenda, albeit that more inclusion and participation is needed at grassroots level, along with increased human rights awareness-raising in communities. The low literacy level and deeply rooted cultural beliefs in the country were noted to be impediments to respect for human rights in more rural areas. Nonetheless, some concrete examples of positive impact on the lives of both women and those living in rural areas generally were provided during the evaluation which was attributed to the project. A greater than expected involvement of religious leaders in human rights-related activities was an unforeseen positive outcome, as was the large rise in membership of the CSO Platform (from an original 25 to approximately 170). Happily, consultees could not identify unexpected negative outcomes.

⁷ See the project's Annual Progress Report, 2019, p.20.

A table containing amalgamated findings on each of the Evaluation Questions can be found at Annex 1.

MAIN LESSONS LEARNED

Reflection on project lessons is vital in order to improve the next phase of a project. Lessons identified within this evaluation fell under one of three categories: management, partnership and strategy. They are set out in Table 1 below.

Table 1: Lessons learned during phase one of the CSO/UPR Project.

LESSONS LEARNED	
Management	Inherited project structures are difficult to manage and can lead to disagreements and frustration.
	There needs to be more clarity on roles within management.
	Transparency, dialogue and openness are key to preventing disharmony.
	A lack of flexibility in the disbursement of funds, including direct funding to CSOs, is liable to lead to stress, resentment, and lack of solidarity which can adversely impact upon project objectives.
	Open channels of communication are vital at all times between partners, even at higher levels.
Partnership	It is inevitable in a lean NGO environment that CSOs may view each other as competitors for finances. However, the project should actively discourage competition as an ethos to bolster solidarity and commitment to project goals.
	The swelling of numbers within a coalition will not assist with Outcomes unless all partners are actively engaged. The failure to regularly update the database with up-to-date email addresses meant that approximately twenty CSO Platform members were denied the opportunity to participate in the evaluation.
	A non-confrontational stance and the fostering of a collaborative relationship between Government and civil society is key to a productive human rights project.
	The project did not engage local leaders, including faith actors, actively from the start of the project, and their significant influence, particularly in rural areas, was only recognised later on.
Strategy	In the face of external challenges, project agility is crucial.
	Publicity is key to awareness-raising and higher impact.
	Lack of clarity over the continuation of funding for a second phase led to a bridging period in the project. The failure to tender for independent evaluators well before the end of the project meant that this short period of six months was not evaluated.

MAIN GOOD PRACTICES

Good practices were captured during the data collection process mainly by way of Evaluation Question 4.5. The majority of good practices mentioned by consultees were embedded within project strategy and the Outcomes. Both continuous dialogue and CSO capacity-building were repeatedly highlighted, covering Outcomes 1 and 2. Meetings on thematic human rights between technical focal points representing REN (the main donor) and the Secretariat, and annual Steering Committee discussions involving technical matters were also highlighted as both useful and good practice.

Table 2 below sets out in full the good practices identified by consultees and/or the evaluators.

Table 2: Good practices evidenced in the CSO/UPR Project

GOOD PRACTICES	
ETHOS	<ul style="list-style-type: none"> Regular, constructive dialogue
	<ul style="list-style-type: none"> Spirit of honesty
	<ul style="list-style-type: none"> Open communication between all actors
	<ul style="list-style-type: none"> Fostering of solidarity
	<ul style="list-style-type: none"> Equality between organisations
	<ul style="list-style-type: none"> Continual coordination
	<ul style="list-style-type: none"> Culture of cooperation and non-confrontation
	<ul style="list-style-type: none"> Openness to new project partners
	<ul style="list-style-type: none"> Fostering of project ownership by all partners
STRATEGY	<ul style="list-style-type: none"> Diversity in the Secretariat
	<ul style="list-style-type: none"> Collaboration between civil society and government on workshops, activities and reports
	<ul style="list-style-type: none"> Agile and reactive workplans and strategies

	<ul style="list-style-type: none"> • Empowering civil society via regular capacity-building of CSOs, including at the regional level
	<ul style="list-style-type: none"> • Oversight and mentorship by the UN to ensure sustainability in a politically sensitive environment
	<ul style="list-style-type: none"> • Versatility in order to react to different challenges
	<ul style="list-style-type: none"> • Constant and open dialogue with government and among the partners
	<ul style="list-style-type: none"> • Political mentorship from the UN and other donors
IMPLEMENTATION	<ul style="list-style-type: none"> • Focal points in the provinces
	<ul style="list-style-type: none"> • Annual Steering Committee discussions
	<ul style="list-style-type: none"> • Quarterly (thematic) meetings between the Secretariat and technical focal points from the Embassy donor
	<ul style="list-style-type: none"> • Repurposing funds when new partnerships make different resources available
	<ul style="list-style-type: none"> • Coordination between the government and CSOs in drafting the country report on the UPR recommendations
	<ul style="list-style-type: none"> • Continuous project monitoring
	<ul style="list-style-type: none"> • Undertaking an evaluation to inform and improve the project even if not mandatory
	<ul style="list-style-type: none"> • Capacity-building at centralised and decentralised levels
	<ul style="list-style-type: none"> • Engagement and active participation of partners on a wider spectrum than those defined in the project
	<ul style="list-style-type: none"> • Inclusive consultations, including at the grassroots level and with vulnerable and marginalised groups
	<ul style="list-style-type: none"> • The production of key knowledge products as a sustainable project legacy

Monitoring & Evaluation	<ul style="list-style-type: none"> • Youth participation
	<ul style="list-style-type: none"> • The 50/50 policy on gender
	<ul style="list-style-type: none"> • Amalgamated civil society shadow report
	<ul style="list-style-type: none"> • Hiring external experts to conduct monitoring and evaluation
	<ul style="list-style-type: none"> • The use of participatory methods to include key stakeholders in methodology

RECOMMENDATIONS

What the CSO/UPR Project has accomplished so far is a remarkable achievement, particularly given its scope, the relatively limited budget, and the difficult national and global context of the first phase. The evaluators have made twelve recommendations (with further sub-recommendations) under nine headings:

- ❖ Management
- ❖ Project partners (CSO Platform; focal points)
- ❖ Collaboration
- ❖ Decentralisation
- ❖ Implementation (vision; monitoring and accountability)
- ❖ Training and capacity-building
- ❖ Awareness-raising
- ❖ Dissemination

Various recommendations are summarised below. However, the full recommendations can be found after the Conclusion of this Report. They are intended to be thought-provoking for all project partners as well as practical to improve the project in its new phase. The evaluators considered highlighting a limited number of the recommendations for project prioritisation. However, they are left open so that, following presentation of the report, a fully inclusive and participatory process can take place with all project stakeholders on the matter of prioritisation. The recommendations should be subject to candid discussion about which (if not all) of the recommendations should be adopted by the project and/or prioritised during the second project phase.

Management

Overall most consultees were satisfied with the way in which the project was managed, with the majority rating it as 'good'. However, better channels of communication are necessary between the CSO Platform and the UNDP, as well as more clarity on the precise roles of

the Steering Committee, the Secretariat, and the CSO Platform Executive Director⁸ to increase their effectiveness and efficiency. Increased openness and transparency within the project could be achieved through internal advertisement or nominations and a subsequent election process for a number of managerial positions: provincial focal points, focal point seats on the Secretariat, Secretariat membership, and the role of the CSO Platform Executive Director.⁹ Several consultation participants raised the need for a permanent office in Maputo. If funds could be secured for this it would be beneficial, bolstering credibility for the project and enhancing sustainability. Regional offices could follow suit, perhaps rolled out within five years. However, long-term operational costs would have to be covered by the CSO Platform, which would require establishment of sustainable funding from sources other than development partners.

Project partners

It was unclear from the evaluation whether a membership fee currently exists, and if so, whether or not it is enforced. Given the financial constraints in running the project and the relatively limited budget, civil society should contemplate either the introduction or the enforcement of such fees for CSO Platform members in order to help fund activities. However, care must be taken not to exclude smaller CSOs by making the fee too onerous. In addition, it is recommended that focal points be selected through a transparent and open process. There should be a seat for at least one project focal point on the Secretariat.

Collaboration

A current mapping of human rights priorities across provinces is apparently taking place which will enable the project to pivot where necessary, adjusting project activities where relevant. Project parties could consider opening dialogue with the Bar Association to identify synergies, avoid duplication and increase impact. Furthermore, diversification of the funding base is needed to maximise the chances of sustainability. It is recommended that project partners reach out to larger and/or international organisations. The creation of innovative civil society-public-private collaborations should also be discussed and considered.

Decentralisation

Government creation of Human Rights Committees at community level empowered to identify cases of human rights abuse would be an excellent additional monitoring tool, and this possibility should be explored. Provincial focal points should be included on any such committees. Involving local communities in the project should be prioritised in the second phase, especially those from vulnerable or marginalised groups and in rural and hard to reach areas. Improving participation and inclusion could be achieved through multiple means such as updating the CSO Platform database, and rotational positions for grassroots

⁸ Formerly known as the CSO Platform Coordinator.

⁹ The management structure of the project altered after the CSO Platform was officially legally registered, but this did not become apparent during the consultation and was not known to the evaluators until feedback was received from the Secretariat on the draft Evaluation Report.

CSOs on the Secretariat. In addition, mapping of human rights organisations countrywide should take place with a view to utilising their expertise.

Implementation

The evaluators also identified a need to clarify the project's vision, and to discuss and refine the ToC and review the project's target groups. A coherent and full Logical Framework would be an asset for the project (see Annex 11 for one prepared by the evaluators for the purposes of analysis). It is suggested that stakeholders might add a fourth overarching aspirational Outcome to focus minds on the end-goal rather than the processes: to improve respect for, protection of, and fulfilment of human rights. Careful monitoring of the operations of the Monitoring Matrix itself will also be needed to ensure its effective working. In addition, there is a need to foster better government and civil society ownership of the project through closer relationships with relevant Ministries that are currently less involved in the project, as well as with the Government's Inter-Ministerial Task Force. The UNDP should also explore with the Government the need for financial and other support for the national human rights institutions (NHRIs).

Training and capacity-building

Civil society was complimentary about the capacity-building component of the project, provided to ensure achievement of Outcome 3. To ensure continued achievement of this Outcome as well as transparency, inclusion and the fostering of ownership within and among CSO Platform members, ongoing training has been recommended. This should include capacity-building on the utilisation of the Monitoring Matrix to hold the Government to account, with regular refresher trainings which would also empower new members of the CSO Platform as they come on board. The possibility of partnering with a University or the national human rights institutions (with concomitant advocacy to ensure funding from the Government) was raised during the consultation. Either of these mechanisms could improve the sustainability of project gains. Also important is the provision of robust financial literacy training to the Secretariat and CSO Platform members. This should take place prior to entrusting the Secretariat with small and increasing tranches of direct funding to prepare it for future independence and enhance the prospects of project sustainability.

Awareness-raising

The creation of a new website is likely to make an immense difference in terms of visibility for the CSO Platform and awareness of human rights and the UPR process. Recommendations have been made for the production of quarterly activity reports, and the creation of a simple knowledge product explaining the UPR process and project objectives. A stronger social media presence is also important in order to engage a younger demographic, particularly as Mozambique's population is predominantly youthful.

Dissemination

More efforts should be made to foster relationships with key media players and to utilise the UNDP's publicity department. Financial support should be provided to smaller CSOs with limited budgets situated in more rural areas to help with printing costs to facilitate

dissemination of human rights information. There should be regular publication of Monitoring Matrix results tracking progress of Government implementation of the UPR recommendations to hold duty-bearers to account. Further, while the evaluators found that the CSO Secretariat has a landing page, a new website would very much assist with wider dissemination. It appears that this may currently be under construction.¹⁰

EXECUTIVE SUMMARY CONCLUSION

To conclude, the evaluation found the project to be both relevant and needed, and the majority of the consultees were relatively happy with the management. Most activities took place and were of a good quality, despite significant challenges. The project has considerably improved the relationship between Government and civil society, and capacity-building of the latter has facilitated the monitoring of implementation of the UPR recommendations, including through a new Monitoring Matrix. Communities did contribute to the consultations which led to the drafting of the Citizens' Perception Report. However, more emphasis on decentralisation is needed, and additional work is required to ensure that "voices from the communities are consistently brought to national and international human rights fora by civil society" in accordance with Outcome 3. Perhaps understandably during a global pandemic with reduced flights and stringent travel restrictions, involvement of the Secretariat at regional and international levels in the first project phase was limited. More facilitation of civil society involvement at regional and international levels to build confidence and enable exchange of experiences, best practices and challenges in the promotion, protection and fulfilment of human rights should take place in the second project phase. The achievements so far in such a youthful project, despite considerable unforeseen challenges and a relatively limited budget, are impressive. It is a much-needed initiative. To override competitive and territorial tendencies, there must be focus on the overall objectives, and all stakeholders must maintain cohesion and an open and collaborative stance as the project grows.

¹⁰ See www.fmmrpu.org.mz.

Main Report

CONTEXT

The United Nation's Universal Periodic Review (UPR) is a state-driven process under the auspices of the Human Rights Council (HRC) which regularly reviews the human rights records of UN member states. Following the First Cycle (2011-2015), the Government of Mozambique developed an Action Plan and an Operational Matrix to monitor, evaluate and report on implementation of agreed recommendations. However, when the Government declared a 90 per cent implementation rate in 2016, that optimism was not shared by civil society organisations (CSOs) which questioned the validity of the Indicators of Success, methodology and parameters used to achieve the indicators. Unfortunately the lack of a shadow monitoring system for use by civil society precluded challenge of the presented results.

In 2015, to make the UPR process more accountable and effective, the Lutheran World Federation (LWF), in partnership with Liga dos Direitos Humanos de Moçambique (LDH), mobilised approximately seventy national CSOs to advocate for, monitor, evaluate, and report on the implementation of the UPR recommendations accepted by Government of Mozambique. A report responding to the Second UPR Cycle Recommendations was jointly drafted and submitted by the consortium to the HRC on 19 January 2016 in Geneva, Switzerland. This body of CSOs became the Fórum de Monitoria do Mecanismo de Revisão Periódica Universal dos Direitos Humanos das Nações Unidas em Moçambique (FMMRPU: 'the CSO Platform' – also known as the CSO Forum) and was subsequently registered as a legal entity under the Law on Associations No.8/91 of 18 July by the MoJCRA on 14 January 2021.¹¹

The project was initially implemented through a coordinating organisation, Liga dos Direitos Humanos de Moçambique (LDH), representing a Secretariat of CSOs: Justa Paz (Fair Peace), MULEIDE (Women, Law and Development), Instituto de Educação Cívica Eleitoral (FECIVE), Coalizao da Juventude (Youth Coalition) and Lambda (Organization of sexual minorities). After the Second UPR Cycle (2017-2020), stakeholders - including CSOs - were involved in drafting a new National Action Plan for implementation of recommendations drawn up by the Ministry of Justice, Constitutional and Religious Affairs.

Due to a lack of adequate capacity to support the project, LWF closed and so was no longer involved in the project. It is understood that the Secretariat approached both the Office of the High Commissioner for Human Rights (OHCHR) and UN Women to assist. After failed negotiations, and recognising the importance of the project and its objectives which aligned with its own, the UNDP agreed to assist with its continuance. LDH was at the time a key national reference organisation in the human rights field in Mozambique and had been selected to lead the coalition due to its previous lobbying experience and coordination on shadow reporting during the First and Second UPR Cycles. Later, however, LDH ceased to exist as an entity in Maputo¹² following the finding of financial irregularities, and the five

¹¹ Final Report (January 2018 – December 2020), p.5.

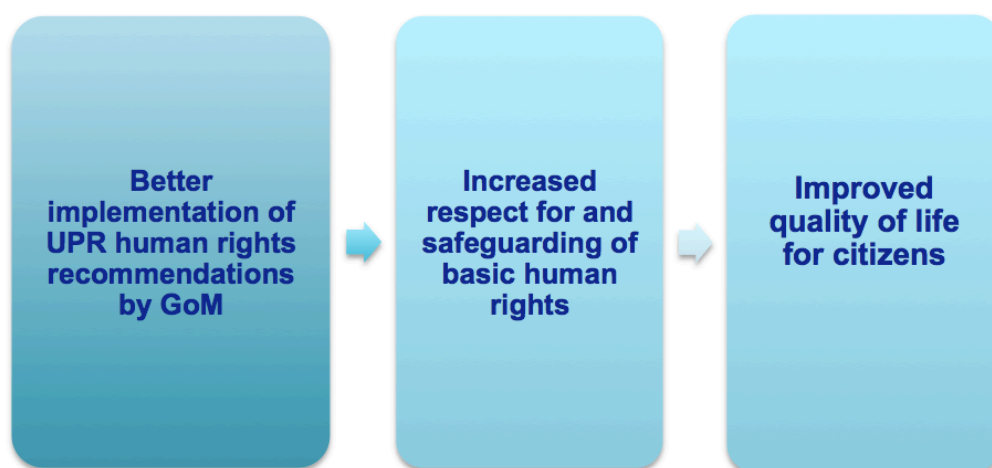
¹² LDH has regional branches which appear to continue to function.

other organisations collectively continued as Secretariat.¹³ The Steering Committee of the project is co-chaired by the MoJCRA, the UNDP, the Royal Embassy of Norway and the Secretariat (which represents the CSO Platform). Focal points were appointed on the basis of need and scope of work. Tete province has one focal point due to its particular dynamics, as does the Southern region (Gaza) and the Northern region (Nampula) and the Central region (Sofala and Zambezia) both have two focal points due to their large geographical areas and high number of CSOs. The southern region has one focal point due to its proximity to Maputo and the Secretariat.¹⁴ A Project Implementation Unit is housed at the UNDP Offices in Maputo. The UNDP was in charge of financial matters and procurement during project implementation to ensure full compliance with international standards.

INTRODUCTION

The project, ‘Improving the Implementation of the Universal Periodic Review Recommendations in Mozambique through Strengthening the Monitoring Role of Civil Society in Mozambique’ (Project ID 00108198 – ‘the CSO/UPR Project’) was aimed at improving governmental implementation of UPR recommendations. Its total budget of US\$1,156,631 was predominantly funded by the Royal Embassy of Norway in Maputo, with further top-up funds from the UNDP. The Project Document recognised the need for urgent action to put in place “robust mechanisms that enable citizens to register complaints on Human Rights violations, to strengthen the capacity of external actors like CSOs to more effectively monitor the HRs situation in Mozambique, to strengthen the capacity of duty bearers to protect and promote [h]uman rights at all levels and to give voice to the most vulnerable in order to ensure an inclusive participatory approach in the Human Rights agenda”.¹⁵

Fig.5 Overarching aims of the CSO/UPR Project



The CSO/UPR Project focuses on improving the collaboration of civil society and the Government of Mozambique in working towards implementation of recommendations arising from the UPR Process. It has done so through strengthening the capacity of CSOs to:

¹³ The initial Secretariat was composed of a Coordinator, Chief Technical Adviser (CTA), Specialist on Human Rights Issues (Senior Lawyer), five thematic assistants, six nationwide focal points, a driver and one administrative support staff; Project Document, p.36.

¹⁴ Project Document, p.36.

¹⁵ Project Document, p.5.

- monitor the implementation of the recommendations accepted by the Government during the Second UPR Cycle; and
- engage constructively with the government to advocate for increased commitment to respect for its human rights obligations.

The project's logical framework and Theory of Change (ToC) assumes that once capacity-building of CSOs takes place and civil society has adequate tools including an enabling regulatory framework, this will lead to improved UPR implementation through increased follow-up and civil society pressure on the government to improve UPR implementation, including through voices from communities.

The project incorporated three intended Outcomes:

Outcome 1:

Improved coordination of civil society and the government's work towards implementation of the recommendations of the Second Cycle UPR mechanism.

Outcome 2:

Civil society is empowered to effectively follow up the human rights situation in the country.

Outcome 3:

Voices from the communities are consistently brought to national and international human rights fora by civil society.

EVALUATION PURPOSE & SCOPE

This evaluation has covered the entirety of the CSO/UPR Project between January 2018 and December 2020. The Project Document anticipates the final evaluation will inform the project about key results, challenges faced, best practices and lessons learned, as well as assessing risk and mitigation,¹⁶ and these requirements were repeated in the Terms of Reference (ToR). Indeed, this evaluation provides an analysis of the degree to which the project's objectives, including its outputs and outcomes, have been met. It also assesses the effectiveness of the Theory of Change (ToC), the project's partnership strategy, and its management processes. An evaluation is good practice and, as such, is part of the project's monitoring strategy.¹⁷ It is understood that further funding has been obtained to continue the project, and in such circumstances, an evaluation serves as an excellent springboard for the next phase - both setting a baseline and highlighting ways in which the project's overarching objectives can be reached more efficiently and effectively, including through best practices identified during the evaluation. The identification of challenges faced during the projects means that pitfalls may be avoided in the second project phase, including at management level. All of the information collated has resulted in recommendations for the project moving forward, which may resonate with and assist similar projects in Mozambique and globally. Finally, it is important to note that the report relating to the final six months of the project was still under development during the evaluation and no doubt also contains relevant and important information to be considered by the project funders and implementers.

The evaluation covered all activities undertaken under the project framework, adopted a mixed-methods data collection approach, using quantitative and qualitative methodologies, and as far as possible utilised a consultative and participatory manner with the UNDP, the Secretariat, the

¹⁶ Project Document, p.17.

¹⁷ See paragraph 3.3 and Part IV of the Project Document.

Steering Committee and CSO Platform members. While a qualitative approach was central, findings were triangulated through a partnership survey and any readily available secondary quantitative data and/or that was considered useful.

Methodological approach

The evaluation applied a mixed-methods data collection approach, using quantitative and qualitative methodologies, to obtain subjective information from key informants and focus group discussion (FGD) participants, triangulated against key documentation. It was conducted via four phases: inception (during which a desk review was conducted, and the methodology was validated by the Steering Committee via a participatory workshop and further written feedback); data collection (involving online and in-person key informant interviews (KIIs) and FGDs and an online survey; data analysis and processing; and synthesis and reporting.

The evaluation was conducted in accordance with the principles and code of conduct within the UN's Ethical Guidelines for Evaluation (UNEG 2008) and the evaluators obtained the informed consent of all participants and used measures to safeguard the rights and confidentiality of all consultees. For the full Methodology please see Annex 3.

Findings

RELEVANCE (EQ1.1 - EQ1.5)

The full ToR for the evaluation are to be found in Annex 2. The quality five criteria of relevance, effectiveness, efficiency, sustainability and impact were utilised in order to evaluate the project. Different, albeit similar, questions were asked of different participants, depending on knowledge, role and/or involvement, and expertise. Findings for each of the evaluation questions are set out below.

Design & focus

1.1: To what extent was the project relevant to the situation of human rights in Mozambique? Does it continue to be relevant?

This question examined the extent to which the ToC captured Mozambique's current and ongoing human rights and governance needs. The FGD participants - all of whom were from civil society - were unanimous in the view that the project was "extremely" important for Mozambique. The rest of all consultees overwhelmingly agreed, with only one person considering that it was not at all important.

It was interesting to note that there was not always clarity on the three intended project outcomes. Disappointingly, half of key informants could name no outcomes whatsoever, and (discussing collectively) neither could one of the four FGDs. Two FGDs could name only Outcome 3, with one FGD collectively naming all three. However, once the evaluators reminded participants of the Outcomes, there was overwhelming support for Outcome 1 as the most important, with a narrow vote for outcome 2 as the second most important. As one participant stated, "If Outcome 1 is done well, it helps the other two." Two of the four FGDs also agreed with this view, whereas of the seven survey participants the majority felt that Outcome 2 was more important. Nonetheless, all the Outcomes were considered important, and seen as interlinked. Another interviewee pointed out that "there is a logical sequence which is dialogue, training and giving voice to the voiceless".

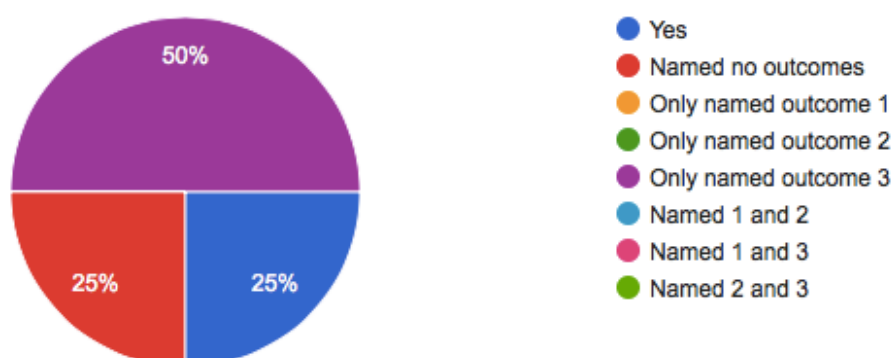


Fig.6: Results from FGD data on naming of project Outcomes

In a FGD poll, participants in all four FGDs felt that the project had led to increased knowledge among civil society generally in Mozambique about the UPR process and the government's responsibilities under it. Nonetheless, it is important to highlight that there

may not be a full understanding of the UPR process itself among CSO Platform members. When asked how its process could be explained to someone who had not heard of it, only one of the four FGDs collectively described the process correctly as “a platform where the government is called by the international community to give an account on the human rights in the respective country.”

Finding: The project was and continues to be relevant to the situation of human rights in Mozambique.

1.2: To what extent did the project contribute to the priorities of CSOs, the Government of Mozambique and other human rights stakeholders?

This Evaluation Question focused on the extent to which the project contributed to already held stakeholder objectives. All key informants interviewed agreed that the project aligned with their human rights priorities. For CSO Platform members, this question related to their thematic areas of focus. A key informant commented, “There is no one specific human rights problem. There are vast problems”. Although few government representatives were available to be interviewed, it is clear that the Government of Mozambique regards access to justice, the rule of law and human rights as important prerequisites for the attainment of better social and economic development, as evidenced by the Country’s Constitution and the Government’s Five-Year Plans (2015-2019, and 2020-2024). It was felt that the UNDP was in a good position to bridge and work more closely and open the doors of government, the National Commission of Human Rights and Parliament, with the CSO platform as the main lobbying and advocacy mechanism regarding respect for human rights.

“In the next phase, Cabo Delgado where there is conflict will benefit. We are not yet sure how to do this as there are human rights challenges. They’re being heard, and the Forum has shared their voices.” (Key informant from UNDP)

Finding: The project contributed to the priorities of all stakeholders, including those of the Government of Mozambique.

1.3: To what extent was the project informed by an inclusive approach to enhance the participation of communities, women, youth and other vulnerable people?

Only one key informant and the members of one FGD were confident that the views and needs of communities and target groups were included in project design, and several people did not feel confident about this. Others key informants noted that some community leaders had been consulted, and that vulnerable groups were aware of the project. One consultee stated, “they tried, but it was not successful”. Overall, it was felt that NGOs representing different demographics were consulted, rather than individuals in communities themselves, although there was confidence that the CSOs had capably represented the views of vulnerable groups and continued to do so.

In terms of involvement as the project progressed, a survey respondent was positive, stating, “There was a lot of concern for the inclusion of the various groups, and that was

noticeable.” Less positive were the participants in three of the four FGDs who felt that communities and the vulnerable had not been sufficiently involved in the project. There was considerable dissatisfaction among those attending FGDs that more rural areas were not adequately included, and a feeling that the invitations to activities were limited and targeted. Development partners were urged to fund more activities involving vulnerable and marginalised communities. One key informant also stated, “I am sceptical about some CSOs being at the grassroots level – it’s provincial, not at the local community level.” Another interviewee was more positive, indicating that for the Citizens’ Perception Report, central and provincial CSOs were involved, and “it brought all knowledge together and the process was participatory, to bring every individual organisation’s preoccupations”. However, participants in one of the FGDs emphasised that “the voice of the community was not being debated satisfactorily in national and international settings”. This was perhaps understandable given the travel restrictions necessitated by the global pandemic.

Survey respondents also tended to be more positive, with one person stating that much care was clearly taken to include various groups, consequently informing the government about their situations. Similarly, another survey respondent pointed out, “civil society has done good work in remote communities where sometimes the government does not reach”. Another survey respondent indicated that inclusive efforts had been made, “but as the country is big it is not possible to include everyone”. Those who completed the survey reported that the following groups of people were involved and/or included in the project’s activities in their district or province: the wider local community, women, young people, persons with disabilities, sexual minorities, and persons living with HIV. The project was thought by one such consultee to be “very inclusive”, but needed to cover more districts and localities. Better inclusion may have been an indirect result of the COVID-19 pandemic. For example, a CSO meeting held in Maputo on 30 October 2020 involved a wide variety of CSOs representing vulnerable and marginalized groups including persons with disabilities and the LGBTIQ+ community. Along with forty participants who attended in person, there were ninety remote attendees from the provinces of Inhambane, Tete, Cabo Delgado, Niassa, Beira, Gaza, Nampula, Quelimane and Manica.¹⁸

The largely lacklustre responses to this evaluation question from consultees, however, suggests that in future, more needs to be done to ensure that inclusivity is in substance and not merely in name. Meaningfully involving those who are marginalised is always a difficulty, especially where funds are limited and infrastructure makes activities in the capital city and larger towns much easier. A key informant from the UN stated candidly, the project “needs to find a better way to have more local CSOs on board at the provincial level”, as such partners implement activities directly. It was acknowledged that although CSO Platform members conducted field visits into the community for the purposes of compilation of the Citizens’ Perception Report, there were challenges in elevating feedback into the UPR process.

Finding: The project was only indirectly informed by an inclusive approach to communities, women, youth and other vulnerable people through CSOs, it was too Maputo-centric, and not enough CSOs are involved at provincial level.

1.4: Was the strategy adopted and were the inputs identified realistic, appropriate and adequate for achievement of the results

¹⁸ Annual Progress Report (2020), p.5.

Although there is some overlap with Evaluation Question 2.6 which considers the effectiveness of the strategies and tools for project implementation, this question is directed at the ‘design and focus’ quality criterion. In terms of the inputs, adequate funds, human resources and equipment are needed for every project. From the evaluators’ independent perspective, the suggested inputs set out within the Project Document appear reasonable. However, whether they were realistic and adequate can only properly be ascertained in retrospect, and hence under the effectiveness criterion. One key informant stated, “It’s good the way it’s been built. Of the project’s design, one organisation is responsible for one area, for example, women’s rights, children’s rights, etc.” In terms of resources, while some managerial decisions on resource allocation (funds, materials, and equipment) were criticised by implementing partners, the consultation did not highlight significant resource deficits which prevented activities from taking place. This was despite the fact that, accordingly to a UNDP representative, in mid-2020 to mid-2021 the market price for the local currency substantively increased, making compliance with the annual work plan that had been agreed and prepared jointly by all project partners more difficult. Accordingly, it must be assumed that the inputs were realistic and adequate for the achievement of the outputs and Outcomes (see also the findings on Evaluation Questions 2.3 and 2.4).

Finding: The strategy adopted and the inputs identified during the design phase were appropriate, and in retrospect appear to have been realistic and largely adequate for achievement of the intended results.

1.5: Was the theory of change of the project achieved at any point?

Most participants considered that the ToC had only partly been validated and achieved. One interviewee stated, “The project wouldn’t be able to lead to all changes needed, but a foundation was set to be built upon.” However, there was a disappointingly low understanding of the ToC. The majority of key informants prevaricated on the question, and only one participant correctly articulated the ToC. Five participants said that it had been achieved, yet only one had been able to explain what it was. One other person identified the need for capacity-building to enable effective monitoring as being part of it. Accordingly, the validity of responses on opinions about whether or not the ToC was achieved is questionable.

This lack of clarity is likely due to the fact that the project has not encapsulated a precise ToC. The Project Document states the following:

“This Project seeks to improve the implementation of the UPR recommendations by the Government of Mozambique, through strengthening of the capacities of the CSOs platform to: a) monitor the implementation of the recommendations accepted by the Government during the 2nd Cycle UPR, and b) engage constructively with the Government to advocate for their increased commitment in respecting its Human Rights obligations. The project logic assumes that once [c]ivil society has adequate tools and capacities, including [an] enabling regulatory framework, this will lead to improved UPR implementation through increased follow-up and pressure of civil society to [sic] Government.”¹⁹

¹⁹ Project Document, p.1.

This could be more succinctly captured, which might assist implementing partners and help focus minds (see Figure 7). From the overall evaluation, the evaluators are able to state that the ToC has been partly achieved (see further in particular the findings on Evaluation Questions 2.2-2.4, 3.4-3.5, and 5.1-5.3), although the effectiveness of civil society monitoring is yet to be assessed, given that the Monitoring Matrix has only recently become operational. Similarly, Government's willingness to implement UPR recommendations swiftly and fully, even when to do so may be expensive, is not yet clear.

Fig.7: Encapsulation of the CSO/UPR Project Theory of Change

If: capacity-building of CSO Platform members takes place;
Then: civil society will engage more constructively with the Government when advocating for respect for human rights;
And: civil society will more effectively monitor implementation of Government-accepted UPR recommendations;
And: the Government will implement accepted UPR recommendations more urgently.

Finding: The ToC has been partly achieved through civil society capacity-building and the development of a Monitoring Matrix.

EFFECTIVENESS (EQ2.1 - EQ2.7)

Appropriateness of management processes in supporting delivery

2.1: Was the project management structure and staffing effective and efficient in producing the required results?

This Evaluation Question overlapped to some extent with Question 3.2. For Question 2.1, the evaluators considered the extent to which the management structure facilitated the project's outcomes. The need for more regular conversation and interactions on progress was raised by numerous interviewees. One key informant opined, "Structures were appropriate. The lines of communication were inadequate." However, the evaluators noted a lack of clarity on roles within the Steering Committee and the Secretariat, and in particular the selection procedures in relation to the Secretariat membership and the CSO Platform Executive Director. It may be that the reorganisation of the management structure which followed the legal registration of the CSO Platform led to more democratic processes in terms of such selection, but this was unclear.

A donor representative considered that communication between the RNE and the UNDP needed improvement, and that the latter should be more proactive. They also indicated that there had been attempts by the Secretariat to use the donor as a conduit for certain complaints by the Secretariat about UNDP's project management – specifically, the making of unilateral decisions on the allocation of funds, materials, and equipment. The interviewee emphasised, "They should have open lines of communication to address issues. If that was

so, they wouldn't resort to us.... They didn't seem to have direct access to UNDP...[at the management level". Communication between donors was also felt to be lacking. A key informant from a CSO felt that it was "not possible to question the project," and stated, "I would just improve the communication. Did we miss something?.... The project would have benefited from regular interactions with actors like us around management, etc., assessing progress continuously".

CSOs were reported to have been unhappy with how the UNDP handled logistics via very structured, centralised procurement. Similarly, participants in one of the FGDs groups felt that "there should be decentralised management, since under the project there was an excessive centralisation of tasks and management (payments were made centrally or directly from UNDP while there were other needs which needed to be met on the ground)." Having said that, there was specific praise for the new Project Manager, Rolando Baratta who joined the project in January 2020. One key informant indicated that "technical people at the higher level didn't engage as well" before his arrival, with little access to "top management" to take concerns to or obtain feedback. Another stated that he had "brought in another level of dynamism that's appreciated by the Secretariat".

Certain key informants felt there was a need for a more structured Secretariat, and there was some criticism of the formality of the Steering Committee. Non-compliance with reporting requirements was said to sometimes occur, and better communication and higher provision of information was requested by the Embassy. The Steering Committee had one annual meeting in addition to bilateral meetings twice yearly to discuss contractual issues between the REN and the UNDP. An Embassy representative stated, "It is quite hands-off", and felt that "the nuts and bolts [of the project] should be discussed in the bilateral meeting".

Interestingly, several key informants and some FGD attendees suggested that there should be flexible representation in the Secretariat, perhaps on a rotational basis. However, one person emphasised that they should not all be "substituted at once" as "some continuity is needed", and cautioned, "[i]t would not be easy. CSOs can feel territorial as they have helped establish it. There must be a process of a dialogue." While ensuring that the CSO being replaced would continue to work as part of the panel representatives. Another person suggested that CSOs which were replaced on the Secretariat should continue to work as part of a panel of representatives, given their accumulated expertise. The changeover could, according to another interviewee, perhaps happen "every two to four years to give it more credibility and make smaller CSOs feel more part of it and confident in the project." Furthermore, a rotational representation would expose different CSOs to direct engagement with government, spreading the burden and boosting their knowledge and capacity for the future. Secretariat membership has already been seen to have raised the profile of marginalised population groups. For example, the inclusion of LAMBDA, which supports sexual minorities, in the Secretariat ensured more involvement of sexual minorities in project activities, even though societally they face considerable discrimination.

Finally, a key informant felt that the Secretariat was too small, and it might be supportive to "enlarge the participation in the management process". While the FGD participants discussed this as a group after one member raised the matter, it is illuminating that other key informants mentioned this potential innovation unprompted. Nevertheless, it is noteworthy that a survey participant felt the Secretariat's capacity had been enhanced as the project progressed, stating, "in the last meetings, we noticed a lot of improvement in the way they conducted the work; more professionalism and commitment".

Finding: Overall, there was satisfaction with the project management structure and staffing, although Steering Committee meetings could be more effective and efficient. The project would benefit from more clarity on management roles and transparency in the selection of personnel for key positions, including the CSO Project Coordinator and the Secretariat. Rotating the membership of the Secretariat could provide important capacity-building for smaller CSOs.

2.2: To what extent have the stated outputs been met?

The Results Matrix within the Project Document (Section V) sets out a variety of proposed outputs under each of the three Outcomes. Surprisingly, there was no Logical Framework contained within the Project Document. Rather, it contains a UNDP Mozambique Governance Programme Results Matrix for 2017 to 2020²⁰ (and a Multiyear Annual Workplan).²¹ For ease of reference, the evaluators pieced together a Logframe using these two tools which is within Annex 12.

Despite consultees being asked questions about outputs and to give examples, the majority of answers were very general and there was no specificity in terms of which activities were or were not carried out. All seven survey respondents indicated overall satisfaction with the quality of the outputs. The quality of activities appeared satisfactory to other consultees as dissatisfaction was not expressed. One key stakeholder indicated that the Steering Committee was satisfied that “most” of the activities took place. However, another informant stated, “Planning was not always smooth and transparent”. It proved difficult for the evaluators to ascertain the degree to which the outputs were in fact achieved from the consultations, although the project reports were more illuminating.

Nonetheless, on several key outputs, there was clear satisfaction. The Monitoring Matrix (output 2.1) was delayed after the unfortunate demise of the original consultant hired to develop it. When finally created,²² it was the view of a representative of the REN in interview that the IT and data specialist firm responsible had done a very professional job, and reported that the Ministry of Justice was invited to comment and “said it was “top notch”.” Jointly commissioned outsourced reports (under output 2.2), were described as “high quality” and “professional”. These apparently included an Embassy-commissioned report on the capacity of the Secretariat, although the evaluators were unable to identify this in order to obtain a copy.

The annual progress reports outline the activities actually carried out, and the evaluators compared these with the indicative activities in the UNDP Mozambique: Governance Programme 2017-20 Multi-Year Annual Workplan, and the Output Indicator Targets in the Results Matrix.²³ The overall degree of compliance was then assessed (see Table 3 below). There was more detail in the 2019 annual progress report compared to that of 2020. The project’s final report (undated, but presumably from early 2021) helpfully summarises the various activities carried out in each year of the project, which can be found in Annex 9.

²⁰ Project Document, Section V, pp.21-27.

²¹ Project Document, Section VII, pp.29-33.

²² Apparently the Monitoring Matrix was created in 2020, but refined in 2022.

²³ See Project Document, pp.29-33 and pp.21-28.

Table 3: The degree to which intended outputs were met in the CSO/UPR Project

Intended outputs	Actual outputs by activity per year			Compliance over 3 years
	2018 (inception year)	2019	2020	
Output 1.1: <i>Strengthened partnership between the civil society - Coalition and relevant state actors to promote, protect and fulfill human rights</i>	Improved Government engagement in the framework of coordination and articulation on UPR Process, under the auspices of National Directorate of Human Rights & Citizenship. Contact Group created and media approached.	Activity 1.1.1: 3 regional public consultation meetings covering all provinces. 1.1.2 & 1.1.3: Neither National Advocacy Workshop (towards 3 rd UPR Cycle) nor 1.1.2 implemented as they were inter-dependent. 70% of activities completed.	Activity 1.1.3: preparatory meeting held in Maputo and online in Oct 2020 with representatives of CSOs (women groups, youth and children groups, people with disabilities groups, religious groups and LGBT communities) with 40 physical participants and 90 remote from Inhambane, Tete, Cabo Delgado, Niassa, Beira, Gaza, Nampula, Quelimane and Manica. CSO Platform formally launched Nov 2020. MoU signed with MoJCRA, Commission of the Assembly of the Republic and World Vision. Shadow report launch included representative from GoM.	High
Output 1.2: <i>Participation in international human rights platforms (UN, AU and INGOs)</i>	-	1.2.1: 3 Secretariat representatives participated in the 42 nd Annual Regular Session of HRC in Geneva, Switzerland in Sept 2019. 1.2.2: Secretariat represented by 1 member at 64 th Ordinary Session of ACHPR in Egypt in May 2019.	-	Medium
Output 2.1: <i>Monitoring system created to gather information on UPR process and human rights</i>	-	2.1.1, 2.1.2 & 2.1.3 did not take place as they were inter-dependent due to the death of the Monitoring Matrix consultant	2.1.1: Monitoring Matrix created and preliminary training on its use.	High

<i>situation</i>				
Output 2.2: <i>Current, accurate, qualitative and timely research, documentation and publications on human rights situation in line with the UPR in Mozambique</i>	-	66.6% of activities conducted.	2.2.3: 120 reports printed (60 each of shadow report on 2 nd UPR Cycle and Citizens' Perception Report) 2.2.4: Citizens' Perception Report on Human Rights as a baseline launched in July 2020, prepared by consultancy firm following wide consultation	Medium
Output 2.3: <i>Improved advocacy on the ratification and domestication processes of outstanding international and regional human rights and good governance instruments</i>	-	Production, distribution and dissemination of human rights information was only discussed, not completed. Citizens' Perceptions Report underway via consultancy firm. 2-day seminar on CSO capacity-building (monitoring state compliance with human rights obligations, gender-based approach, non-discrimination relating to HIV an LGBTIQ+ community.	-	Low/ Unclear
Output 2.4: <i>Increased lobby[ing] and advocacy for compliance of the Government on the UPR recommendations</i>	-	A training seminar on civil society leadership and management of the CSO Platform and a National Workshop for strengthening civil society strategies regarding the Third UPR Cycle were both postponed, purportedly because of delays in finalising the Shadow Report for the Evaluation of the Implementation of the Recommendations of the Second UPR Cycle. It is unclear why the report was thought a necessary corollary.	Shadow Report on 2 nd Cycle of UPR submitted to HRC in Oct 2020.	Medium
Output 2.5: <i>Increased capacity of</i>	Preparatory meeting for creation of CSO Platform and Joint	11 lobbying/advocacy meetings held with Parliament (First	Shadow report on 2 nd UPR Cycle launched in June 2020.	High

CSOs in Mozambique to carry out human rights monitoring, reporting and advocacy	Declaration of Commitment of CSOs, State and Para-State Institutions approved. Preliminary Intermediate Shadow Report. 19 events (seminars, workshops & round tables) on advocacy and civic education on human rights held in 5 provinces of 3 regions. 1028 state and civil society representatives benefited from training and capacity-building on human rights & UPR process. 75% of planned activities conducted.	Commission, Petitions Committee and Third Committee), the judiciary, prosecutors, MoJACR, 2 election bodies, and political parties with parliamentary seats including extra-parliamentarians.			
Output 3.1: <i>Increased engagement of citizens in human rights and democracy-building processes</i>	-	100% completed	activities	3.1.2: In partnership with SEAM/UNDP Project, 3 regional seminars with 185 participants on gender balance in electoral and political processes in Mozambique focusing on UPR to advocate for gender balance in electoral processes in line with 2 nd Cycle UPR recommendations and international instruments.	High
Output 4: <i>Effective project management</i>	Secretariat fully operational (human resources and equipment).	-		CSO Platform's application for legal registration as a formal entity pending.	Medium

Those at the regional FGDs felt that not enough activities took place within the community. One participant stated “some activities aren’t well planned, and the results are not as good as they could be”. Another said, “Unfortunately, some activities are left unfinished.” However, there was no specificity with regard to these complaints.

The evaluation has revealed that despite some deficits and numerous environmental and other challenges, the majority of outputs have taken place. Furthermore, it would be expected for planned outputs to be dynamic and react to dynamic situations, and the

COVID-19 pandemic caused unforeseen impact on the majority of activities due to lockdowns and social distancing requirements. The civil unrest in parts of the country also prevented safe conduct of various activities. Numerous other challenges adversely impacted the project, including two cyclones and the loss of the lead CSO from the Secretariat. Accordingly, the project should be applauded for achieving as much as it did during its inception and early years, which were exceptionally demanding.

Finding: Overall, despite a volatile period with many challenges, including the restrictions necessary during a global pandemic, the majority of the stated outputs appear to have been met.

2.3: What is the project contribution to the stated outcomes?

“The government and Parliament felt it was worth playing an active part. It was more than just ticking boxes. It is more committed to the human rights agenda.” (Key informant)

This Evaluation Question is aimed at assessing the extent to which the intended outcomes were met. To some extent it overlaps with Question 3.3 which is aimed at assessing whether the meeting of those outcomes arose from the project and its activities (rather than other initiatives or factors). Key informants were swift to emphasise that CSOs were already working on human rights issues before the project came into being. Thus, estimates of the project’s contribution to the stated outcomes varied from between 60 and 90 per cent (with the majority suggesting that the impact was towards the higher percentage range).

Eight of fourteen key informants considered that all three Outcomes had been met at least in part during the project. From the consultation process, it would appear that the most resounding progress relates to Outcome 2 (the empowerment of civil society to monitor human rights) through capacity-building, although Outcome 1 (improving coordination with the government was felt by many to have been effectively achieved. There was less unanimity with regard to Outcome 3 and more disappointment expressed, particularly by CSO partners. However, on a more positive note, a key informant stated, “I dread to think where we would be if it wasn’t for the project. It played a big part in making sure civil society and the government work together towards the implementation of the UPR recommendations. None of this would have happened without this project.” Another interviewee stated, “the government is participating at a high level and communicates, particularly with Parliament and National Commission of Human Rights”. Another opined, “It was a pleasant surprise to see how the government adhered to the project from day one and made sure they were there throughout. The fact that the government wasn’t reluctant needs to be credited to the project and its implementers - it didn’t happen by accident!” These comments are testament to the significant achievements of this project in a country with numerous challenges.

Finding: The project contributed significantly to achieving Outcomes 1 and 2, but more work needs to be done, particularly with regard to Outcome 3.

2.4: What factors have contributed to achieving or hindering achievement of the intended outputs and outcomes?

When asked which factors had most contributed to meeting project objectives, the majority of key informants cited continuous dialogue and “open doors”, including with the government, as a major factor. “It’s happening now as a result of this project”, said one key informant. Another stated, “Our Parliament today appears to be much more sensitive to human rights.” One consultee attributed this to a large degree to the invaluable experience and capacity of the UNDP to influence change and bring partners together to talk. This continuous dialogue has led to better coordination and partnerships, and a strong feeling of solidarity. As one key stakeholder put it, “United we stand, divided we fall!” Another interviewee emphasised, “NGOs are talking! They have rapport and consensus.” Furthermore, the participation of all stakeholders, especially through consultations, was cited as another key factor in helping to achieve both the project’s outputs and outcomes. Another positive factor mentioned was the increased capacity of civil society to mobilise among themselves, which has arisen from the capacity-building aim of Outcome 2.

Participants did not raise factors which hindered planned outputs and outcomes when asked this question, and so such factors are considered below in the separate Challenges section.

Finding: The key factors contributing to achieving outputs and outcomes were a spirit of openness, continuous dialogue, and broad participation and consultation, all of which have led to better coordination and partnerships.

2.5: Was the formulated M&E framework suitable to monitor and support the implementation of the outcomes?

This Evaluation Question which focused on the extent to which the M&E framework facilitated project implementation did not apply to all stakeholders.²⁴ It is understood that the Programme Manager designed the risk management system in the UNDP which is used for periodic reporting on project risk management.

A representative from an CSO commented, “I would have liked the opportunity to reflect, not necessarily on the process, but on the ‘nitty gritty’, for example, on M&E. Maybe it’s because we only joined later, but [w]e would have liked to look at the project from that perspective and given support. I’m not sure how they went about it.” Several other key informants were unaware of the existence and/or content of the plan, and one person said increased communication about it was necessary. However, the majority of key informants who were asked about the M&E plan felt it ensured effective implementation of the project.

The Project Document incorporates a Monitoring Plan in Section VI which contains seven monitoring activities:

- Results tracking against indicators in the Results Matrix twice annually or per frequency indicated for each indicator on a quarterly basis, identifying and monitoring risk management actions using a risk log, to include audits;
- Regularly (at least annually) capturing knowledge, good practices and lessons, as well as from other projects and partners to inform management decisions;

²⁴ The M&E framework is to be distinguished from the Monitoring Matrix which was a successfully completed output.

- Annual quality assurance assessed in line with UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve performance;
- Internal review of data and evidence by management from all monitoring actions to inform decision-making;
- Annual progress report to all key stakeholders, and at project end, showing results against output targets, an annual project quality rating summary, an updated risk log with mitigation measures, and any review reports prepared over the period.
- Regular project reviews to assess performance and review the Multi-Year Work Plan to ensure realistic budgeting, and an end-of project review to capture lessons learned and discuss opportunities for scaling up.

Recently the accounting firm, KPMG, was commissioned by the UNDP at the request of the REN to review quality assurance processes after the CSP Platform became an official entity recognised by the Government of Mozambique. The report was intended to inform project partners about the financial, administrative, and operational capacity of CSO Platform, including the Secretariat. The report dated 29 June 2022 includes a risk assessment and found overall risks to be low. The firm made some recommendations to improve quality assurance, including the development of various project policies such as on M&E as well as costs and inventory management. It is understood that this is in process, as is the Forum's Operating Regulations and the human resources policy. The development of non-discrimination policies, particularly on gender and disability, ought to be a matter of urgency. ACHPR. The Strategic Plan is also still needed, and it is unclear to what degree the rest of the recommendations have been adopted. While not an audit of the project itself, the CSO Platform is integral to the project, and improvements in administration ought to assist with the monitoring and support of the implementation of project Outcomes.

Finding: It was not fully clear how well the M&E strategy was working, and more transparency with regard to this would be likely to benefit the project. An external audit made some recommendations to improve M&E, and these are in process.

2.6: Were the strategies and tools used in project implementation effective?

This Evaluation Question was intended to reveal the extent to which the project implementation strategies and tools for day-to-day implementation resulted in achievement of the outputs and outcomes. To some degree, this question was already answered by Evaluation Question 2.3, under which it has been found that the project contributed significantly to Outcomes 1 and 2, and less so with regard to Outcome 3. Accordingly, implementation strategies and tools must have been effective. Thus, the degree to which the project delivered timely outputs of the required quality was related to the implementation strategy.

The phrase “strategies and tools” was somewhat vague, however, and accordingly resulted in varied responses. The majority of KII participants felt that the strategy was working, without going into detail. One key informant was of the view that “the implementation strategy and structure is well defined.” Implementation at a strategic level included peer review within the Steering Committee. Another interviewee said, “The project enables ongoing dialogue and coordination between different actors working on human rights issues and brings all civil society actors together... [in a] more coordinated manner towards a common goal.” The strategy was aptly described by another stakeholder as being “all about

gently and firmly and constructively pushing government and other actors...[in] a politically sensitive context” to implement UPR recommendations and uphold human rights. Consultations outside the Platform with communities and leadership, as well as support and guidance from UNDP were both seen by one stakeholder as a prerequisite for sound implementation.

Finding: Since participants were clear that project implementation had mostly been effective, and given that the majority of the outputs were achieved, it follows that the strategy and tools are indeed effective.

2.7: Were the quality assurance processes suitable to guarantee the quality of deliverables?

According to the Project Document, Project Assurance was to be ensured by the Justice Programme Specialist within the Governance Unit.²⁵ Project quality assurance is internal to the UNDP and was regularly reported on, including daily M&E reporting. Nonetheless, there was some criticism of this aspect of the project during the consultation process. The quality assurance report from KPMG related to the management capacities of the Secretariat, rather than project compliance. Moreover, the UNDP’s planned report via its monitoring systems was apparently never written because the person due to complete it fell ill. Moreover, not all key information could be accessed by all partners because of the internal control system of the UNDP.

It was the view of one key informant that the project was not well structured with regard to risk management and financial issues and that the requirements needed to be reorganised in order for the project to benefit from other donors. Part of quality assurance includes internal oversight of processes and activities by the Secretariat, which is the reason why the speedy adoption of KPMG’s 2022 recommendations is of the essence. The role of the Steering Committee was seen as useful in relation to quality assurance, despite only meeting once annually for this purpose: “They stand back, they appraise the quality of the work”, said one consultee. The fact that this can be effective quality assurance was illustrated by the fact that the Steering Committee asked what was happening with the Monitoring Matrix, which pushed it forward.

A representative of the RNE stated that since UN finance is centralised in New York with its own timeline, reports were not always provided precisely when needed. Yet, tardiness in this or any other respect was disavowed by the UNDP; clearly there is scope for more open channels of communication between the two partners. The donor key informant stated, “A report which includes all their activities would be a good source of information for the Embassy, in addition to reports issued within the project.” If a new website was to be created for the CSO Platform and the project, progress reports could be regularly uploaded, which might solve this knowledge gap. A variety of other consultees also expressed the view that there was inadequate transparency and dissemination of information by the UNDP. There were two to three meetings per semester (bi-monthly) on activities and progress against the project documents periodically with the donor, which were less formal and took the form of more informed peer reviews. Other consultees also felt that there should be more transparency in relation to the project’s financial management, with more access to financial reports requested. Various interviewees

²⁵ Project Document, p.35.

wished to know what had and had not been spent. This was echoed by some of those who attended the FGDs, who complained about the centralised management system, with needs not always met on the ground.

Finding: While quality assurance processes existed, the extent to which they guaranteed quality deliverables was unclear. More transparency, including in relation to spending, would help to foster trust.

EFFICIENCY (EQ3.1 – EQ3.5)

Project implementation

3.1: Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve the relevant outputs and outcomes?

This Evaluation Question is aimed at considering whether or not resource allocation supported achievement of the outputs and outcomes. A UNDP representative felt that resources were adequate for essential purposes, although they did not cover everything the project had in mind. For example, in 2019 a civil society workshop planned under output 2.3 (activity 2.3.2) on advocacy mechanisms for the promotion of the ratification and domestication of international instruments which was meant to be conducted nationally had to be limited to Maputo.²⁶

Nonetheless, the financial deficit had prompted other organisations (such as the UN itself) to ‘step up’ and also support processes, and several key partnerships allowed for the pooling of resources – for example, there were tangible increases in the reach of activities conducted in partnership with the UNDP Spotlight programme and UNDP/SEAM-UNDP project on elections.²⁷ The rise in the Mozambique metical (MZN) in mid-2020 to mid-2021 meant that the foreign currency budget did not extend as far as expected, making compliance with all planned activities more difficult. Another key informant indicated that more funds were necessary to expand activities, pay for equipment for the Secretariat, and to create a database.

Although finances were only one type of resource, it was the preoccupation of most CSO participants. While it was acknowledged by consultees that resources are unlikely to ever be felt to be enough, there was little understanding of the sums and resources available. The fault was felt to be a lack of transparency, as noted above. CSO Platform members in particular had a number of criticisms in terms of project financing. The level and at times tardiness of daily rate payments and disbursements by the UNDP were described as having “become a matter of concern to all the participants”. On the other hand the UNDP mentioned

“We would like to see some improvement within the UNDP, specifically on the financial side, as there are a lot of delays in the disbursement process.” (Key informant)

²⁶ Annual Progress Report (2019), CSO/UPR Project, p.13.

²⁷ Annual Progress Report (2019), CSO/UPR Project, p.10, p.18.

that at times delays were caused by late requests for payments and slow provision of receipts by CSO Platform members. Attendees at one of the FGDs groups disliked the fact that payments were made centrally by the UNDP, as it was felt that this caused unnecessary delays.

The Project Document anticipates various expenditure on behalf of the Secretariat. For example, it states, “IT equipment will be acquired for the CSO platform secretariat and for the Project functioning. Furthermore, a vehicle will be acquired for the outreach initiatives”.²⁸ It also indicates that the “UNDP will procure and acquire a project car and IT equipment for the CSO platform [S]ecretariat”.²⁹ However, the consultation process indicated that the Ministry of Foreign Affairs (which was said to have had little involvement in the project) was provided with a car and other equipment, rather than CSOs. It was suggested that the UNDP was precluded from donating equipment directly to CSOs due to its operational guidelines. If so, it is unclear why the Project Document appears to anticipate direct provision to the Secretariat. A UNDP representative explained that the agency’s policies preclude it from transferring property directly to CSOs, and thus it must first be assigned to the Government, thereafter being transferred to civil society in the form of a donation. However, it is apparent that this process is not understood by many CSO partners, and more clarity from project inception might have prevented the accumulation of resentment which arose. CSOs were described as unhappy with the way in which such budgetary allocations were signed off, and eventually this was discussed with the UNDP, with some equipment transferred to the Secretariat from the Ministry of Foreign Affairs.

On the other hand, it was also reported during the consultation that the Government of Mozambique felt aggrieved that CSOs had benefited from dedicated funding for monitoring, whereas government entities responsible for implementation were less supported. This was apparently raised in two formal meetings.

Finding: While re sources (funds, human resources, time, expertise, etc.) have been allocated to achieve the relevant outputs and outcomes, it is difficult to know if these were utilised strategically. The UNDP should be more transparent in its financial processes and budgetary allocations.

3.2: Were project management capacities adequate?

This Evaluation Question overlapped with Question 2.1 which covered the degree to which the project management structure and staffing was effective and efficient in producing results. To answer Question 3.2, consultees were asked to rate the overall management of the project on a four-point scale (excellent, good, adequate, poor). Nine key informants selected ‘good’. One person stated, “Management was good and up to the required level and met expectations”. Two interviewees, however, rated management as ‘average’, and three (including representatives from the UNDP, who were not asked) did not answer. The vast majority of FGD attendees in Maputo and survey respondents rated the project’s management as ‘excellent’ or ‘good’. However, both of the regional FGDs rated it as ‘adequate’, as did one survey respondent. Another survey respondent felt that overall management was ‘bad’. This may reflect the perception that those outside the capital city were to some extent excluded from the bulk of activities and/or other benefits.

²⁸ Project Document, p.14.

²⁹ Project Document, p.19.

Finding: Project management capacities were rated as ‘good’ by most consultation participants, although there is clearly room for improvement since there were relatively few ‘excellent’ ratings.

3.3: Did the project’s activities overlap with and duplicate other similar interventions (funded nationally and/or by other donors)?

This Evaluation Question could have been particularly useful since organisations involved in similar interventions might be allies of the future with which there could be opportunities to liaise and collaborate to accelerate impact and avoid duplication. However, although there were plenty of other human rights-related projects, no key informants or FGD participants were aware of any other projects specific to UPR recommendations in Mozambique. However, a survey respondent pointed out that the meeting of some of the Project’s objectives has also resulted from contributions from other projects. For example, LWF and JustaPaz’s UPR project implemented from local to global level (L2G) and in partnership with the CSO/UPR project was described as having contributed greatly.³⁰ They were said to have organised very knowledgeable international virtual sessions and managed to get twenty-five of their proposed recommendations integrated and adopted by the Government of Mozambique.

A UN representative observed, “This is a process-based project. It’s about enabling CSOs to report on the UPR. There are probably other reports submitted. This is good, but they are probably not donor-funded development programmes.” When World Vision became involved in the CSO/UPR Project following a seminar in November 2020 (subsequently signing a Memorandum of Understanding),³¹ a participant emphasised that its programmes did not overlap: “It catalysed the interest of other stakeholders and complemented the project the more the programme expanded. For example, a venue was paid for by World Vision, which meant we could repurpose funds, such as to help with printing”.

One key informant pointed out that when during project participation in the last UN session, an INGO was invited to comment about human rights concerns in Mozambique and on the recommendations on behalf of CSOs. The organisation was not known to many CSO Platform members who felt they were “caught by surprise”.³² The participant strongly recommended that the project open cooperation dialogue with the Bar Association.

When asked about any potentially overlapping projects or activities, the FGDs could think of few, although LDH was considered to have previously played a crucial role in promoting and defending human rights. One of the participants in a regional FGD emphasised the need for all actors undertaking human rights interventions in communities to join forces.

Finally, although the Project Document mentions the intention to partnership with other UN Agencies “to support the implementation of various activities and outputs thus facilitating more efficient use of UN resources in Mozambique”,³³ no participants mentioned any UN agency involvement in the project other than the UNDP.

³⁰ See LWF, Rights-Based Approach Local to Global, Annual Report 2020 (https://www.lutheranworld.org/sites/default/files/2021/documents/dws_rba_report_2020_en.pdf).

³¹ Annual Progress Report (2020), pp.4-5.

³² The name of the organisation was not recollected by the participant, and although there was reference to a video of the session online, the evaluators could not locate it.

³³ Project Document, p.19.

Finding: The project did not appear to overlap with or duplicate other similar interventions.

3.4: What were the factors which hindered or bolstered implementation of the project?

This Evaluation Question overlaps somewhat with Question 2.4 (What factors have contributed to achieving or hindering achievement of the intended outputs and outcomes?). Here, the evaluators consider the degree to which project implementation went smoothly.

From the perspective of the majority of key informants and the UNDP, overall activities ran quite smoothly. Only one interviewee responded negatively. At times, certain organisations were said to have ‘come with their own agendas’. As one key informant indicated, “things do not always go smoothly when working with CSOs. Civil society is very vibrant”.

There was almost unanimous agreement that more political will to improve human rights existed and the Government of Mozambique had opened up civic space. This was key to bolstering implementation, and it was largely put down to the project – an immense achievement. In the view of a survey respondent, “the project made the government realise that civil society has no political interest”. A key informant stated, “The Government of Mozambique didn’t close doors or try to manipulate the human rights agenda”. Another remarked, “Political leadership made a huge difference. You can’t consider a sensitive agenda without an enabling environment”. The Minister of Justice was described as being

“The Government of Mozambique is to be commended for being part of an agenda where they want to engage consistently.” (Key informant)

particularly engaged. A survey respondent was of the view that the project had led to civil society and the government being able to regularly “sit down and talk at the same table”. This view was not shared by all participants, however, with a key informant saying, “the engagement with the government shouldn’t be limited to big events.”

Finding: The project ran relatively smoothly, bolstered by an enabling environment created by an engaged and open Government of Mozambique.

3.5: Did the project deliver timely outputs of the required quality?

This Evaluation Question must be split into two parts: whether or not the outputs were (a) timely and (b) of high quality.

(a) Timeliness:

There were some logistical challenges which resulted in delays to certain activities, such as late disbursement of funds for the activities, as well as tardy payment of venues, hotel accommodation, subsidies, etc. While the UN sometimes has necessarily cumbersome procedures – in particular to ensure financial due diligence - this was particularly problematic for smaller CSOs which do not have a large financial pool from which to draw in such circumstances.

The Project Document refers to expected Knowledge Products (para.3.6, p.18), and Table 4 below sets these out, along with their completion/non-completion.

Table 4: Achievement of Knowledge Products during the CSO/UPR Project

Knowledge Products	Completed (yes/no/partly/unclear)	Degree of completion (if partial)
Monitoring Matrix	Yes	
Production and distribution of human rights information, education and communication (IEC) material	Partial	Some production of human rights IEC although the extent of dissemination (e.g., of 120 reports printed), ³⁴ was unclear from the consultation and various participants expressed regret that more dissemination did not take place.
Lessons learned documented and shared at national, regional and international levels	Partial	A Lessons Learned document dated 25 March 2021 was produced by the Programme Officer but it is unclear whether this was disseminated nationally, or if any Lessons Learned have been distributed regionally or internationally.
Annual qualitative and quantitative human rights and governance data in relation to government budget allocations (GBA)	Unclear	It was unclear from the Project Document how it was envisioned this would be produced and by whom. The Monitoring Matrix has only relatively recently been revised and finalised, and the data may flow from this.
Annual Human Rights citizens perceptions report (survey)	Partial	A human rights Citizens' Perceptions Report dated 1 June 2020 was prepared by a consulting firm. However, these have not been annual. It would be useful for the purposes of the states involved in making recommendations on Mozambique if this was also translated into English.
Comprehensive human rights report under the follow-up of the UPR recommendations	Yes	
UPR Mid-term report by the CSO Platform	No	This was not completed due to the HRC methodology alteration in 2018 requiring final reports instead. However, the requisite final civil society shadow report was completed in 2021.

(b) Quality:

All seven of the survey participants and eleven out of fourteen key informants were happy with the overall quality of the outputs. A key stakeholder indicated that “information shared and products developed and the manner in which some of the sessions were conducted were of good quality”. Of the four FGDs, half considered the outputs were adequate and half did not, the reasons being that “the invitations for participating in the activities were limited and targeted”, as summed up by one attendee. Dissatisfaction arose exclusively from the

³⁴ See Annual Progress Report (2020), p.7.

fact that activities “did not include the most needed communities and...disadvantaged groups”, and that activities were carried out in the capital areas of the central, northern and southern regions, thereby failing to include individuals from more remote areas.

Finding: Outputs were relatively timely, with some delays due to challenges outside the control of the project. Consultees were generally happy with the quality of the outputs.

SUSTAINABILITY (EQ4.1 – EQ4.6)

Likely durability

4.1: Are the project results, achievements and benefits likely to be durable?

This Evaluation Question sought to investigate the extent to which project achievements will last and can be built upon. This question resonated with CSO consultees in particular: “In a nutshell, we need to capitalise on the momentum to make sure that the current achievements are at the very least

*“Based on my experience, there is often the tendency for a project to end and that’s it. Not much comes out of the report. There is no continuity and then everything goes back to square one. **The project should be a stepping-stone.**” (Key informant from an INGO)*

maintained and then expanded”, said one key informant. Another emphasised that the sustainability of the project’s achievements was based on the knowledge acquired during capacity-building of the CSO Platform under Outcome 2. Another interviewee pessimistically described the prospect of the continuation of activities after the project ends as being “very low”. Another participant lamented, “Unfortunately no structures are in place to continue once the funding dries up. The Secretariat has had no capacity to mobilise other funding.” In contrast, a UN representative highlighted the very early stages of the project, and its considerable achievements so far. Indicating that support for a further project phase was required to consolidate the present achievements, they emphasised that capacity-building for CSO Platform members was necessary to ensure effective monitoring of UPR recommendation implementation, along with “real-time reflection on human rights challenges and successes as they happen to improve the reporting on the UPR”.

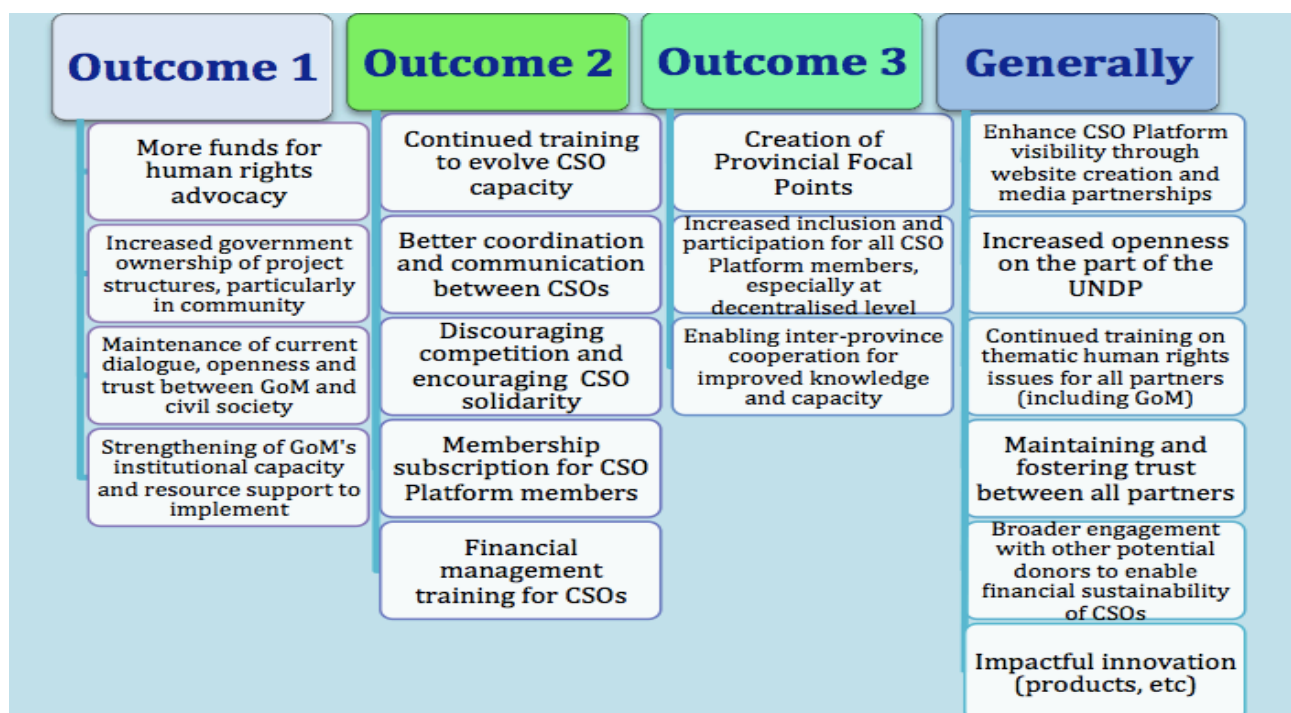
Finding: It appears too early in the project for confidence that results, achievements and benefits will be durable. Persistence in meeting the three Outcomes along with increased Government ownership and diversification of donor funding in the next phase will maximise the changes of sustainability.

4.2: What key factors will help improve project sustainability and/or allow for replication of the project’s approach to each of its three stated outcomes?

The evaluators sought to identify factors likely to improve the likely sustainability of project achievements and/or that could inform other Mozambican projects. The main factors mentioned in order to maintain project gains are set out below (see Figure 5 below). The

need for government ownership under Outcome 2 was emphasised by numerous consultees. One UN representative emphasised that the current momentum generated by the project should be leveraged to evolve from a process-based approach to one focused on implementation of the UPR recommendations. A key informant reflected, “The UPR Action Plan and advocacy is key in terms of constructively pressing the government and others to take ownership. That includes making sure the resources are there for the Plan’s recommendations to be implemented.”

Fig.8: Factors to maintain project goals, according to consultees



FGD participants largely highlighted the need to create mechanisms to allocate funds for activities, particularly at community level. The regional FGD participants were clearly extremely concerned about project sustainability, the end of funding and the need for resource mobilisation. Diversification of partners and payment of membership fees by CSO Platform members were highlighted as sensible steps to maintain it. It was unclear from the evaluation whether or not a membership fee currently exists, and if so, whether or not it is enforced. Another view was that Platform members needed to undertake activities that generate some return, with sales from handicrafts, the provision of consultancy services, and stock market investments being suggested. As one key informant pointed out, “We need to ‘produce the goods’ and put money and resources towards the process, not just relying on UN funding.”

“We need to continue to work cohesively, united, determined, with integrity and above all committed to maintaining the gains made so far.” (Survey respondent)

Better grassroots inclusion and community mobilisation were also seen as essential for the sustainability of the project. A key informant felt that more needed to be done in terms of awareness-raising of the project itself, what it does and how small CSOs can participate directly, rather than only

through the collective forum. However, 100 per cent of survey respondents thought the project had raised awareness of the UPR process among civil society, and almost all of them were able to encapsulate the UPR process accurately when asked to explain it to someone who had not heard of it.

Another person emphasised “We need a new methodology of how to expand central management to provincial level, to have some kind of management locally.” They suggested that a regional management body would be more effective than single provincial focal points, “with two or three focal points in different areas forming a regional body.” A survey respondent suggested that the creation of Human Rights Committees at community level would empower them to identify cases of human rights abuse locally. Also mentioned was the need for training for all partners including the Government of Mozambique, community members and local leaders. A survey respondent proffered the following relevant topics: human rights, duty-bearers’ duties and citizens’ roles, accountability, lobbying and advocacy, transparency, M&E, and grievance mechanisms. Several other survey participants felt that more emphasis should be given to the peace agenda, and to the cross-cutting issue of climate change.

“I’m not sure small CSOs know what the Forum is and what it does and how they can better their own work when being part of the process.” (Key informant)

Finding: Key factors to improve project sustainability for all Outcomes are fostering partner understanding, commitment and ownership through increased collaboration, trust and solidarity, along with increased financial literacy for CSO Platform members and a broader donor partnership base.

4.3: What elements of the project (in order of priority) should continue?

Evaluation Question 4.3 was to concentrate on assessing which activities and outputs ought to be prioritised to meet the intended outcomes. However, consultee answers tended to be more general and overlap with answers to Question 4.2. Accordingly, factors already identified as necessary for sustainability are not repeated here. Overall, the elements of highest priority were as follows:

- Transparency;
- Continued work with the Government of Mozambique as implementing partner;
- Monitoring implementation of the UPR recommendations through the operationalization of the Monitoring Matrix system;
- Better dissemination of all human rights and project-related;
- Human rights training for local leaders;
- Ongoing capacity-building for CSOs.

The Project Document anticipated that “[i]nformation will be disseminated through human rights themed reports that will be circulated through grassroots networks across the country using the available IT Systems as well as workshops and seminars... [to] raise awareness

of the key human rights issues and ensure citizen participation” in the Third UPR Cycle.³⁵ However, it was unclear from the consultation process to what degree this took place, and given various concerns raised about a lack of or inadequate dissemination, it can be assumed that this aim was not fully fulfilled. That said, the evaluators acknowledge that the 2020 Annual Progress Report indicates that that year the project printed one hundred reports – sixty copies each of the Citizens’ Perceptions Report and the Final Project Report (2020).³⁶ It was unclear to whom these were disseminated.

Other project elements considered a priority were:

- Early preparation and process-planning to meet all objectives and UPR recommendations;
- Regular and increased reflection on project progress and areas for improvement, with discussion and agreement on the way forward;
- Decentralisation;
- Improved coordination between the UNDP and the Secretariat;
- Fostering a sense of common ownership of the project.

Finding: Essential project elements identified were transparency, continued partnership with the Government and CSO capacity-building, human rights training for local leaders, effective UPR recommendation monitoring, and improved dissemination of knowledge products. Other important elements were improved coordination between the UNDP and the Secretariat, careful planning and reflection, decentralisation, and fostering a common ownership of the project.

4.4: Describe the main project lessons that have emerged.

A separate section of the report on Lessons Learned covers the responses and findings with respect to this Evaluation Question. See also the Table 1 in the Executive Summary.

Finding: Lessons were learned about management, partnerships and strategy. Key lessons were around the need for solidarity to ensure project ownership and commitment to Outcomes. Disunity arose from closed channels of communication, lack of clarity in management roles, late disbursements and competition for funds. Impact can be accelerated by project agility and better publicity.

4.5: Are there any potential best practices that can be replicated in other projects?

The findings with regard to this Evaluation Question are set out separately below in a specific section on Good Practices. See also Table 2 within the Executive Summary.

Findings: The best practices identified in the evaluation concerned ethos, strategy and implementation. The fact that an evaluation was conducted despite it not being mandatory was also observed to be a good practice.

³⁵ Project Document, p.8.

³⁶ Annual Progress Report (2020), p.7.

4.6 What are the recommendations for future support in Mozambique at macro, meso and micro levels?

"It's odd to go to a human rights event and be struggling to access it. The Human Rights Commission has changed the location now, but they were in a tall building with no lifts. More sensitivity to disability and sign language is needed - leading by example. We should not just be seen as human rights activists, but we should also put things into practice." (Key informant with limited mobility)

(a) This Evaluation Question was intended to capture recommendations for improving respect for human rights generally. One idea proposed by a survey respondent was for advocacy to include teaching on human rights in primary and secondary schools curricula. In addition, participants were unanimous in the view that

continued CSO Platform capacity-building was vital to ensure human rights monitoring takes place at all levels. The importance of this was encapsulated by a key informant thus: "The watchdog role of civil society to monitor implementation of the recommendations by the government should constitute a deterrence to concealing violations...[and] improve the political will to engage on the part of the government." To enable this, it was felt that there was a need for representatives from other regions within the Secretariat, rather than only those from Maputo-based CSOs.

Indeed, the need for project expansion to all communities was also high on consultee agendas, with human rights information disseminated countrywide. One survey respondent asked for "pamphlets or brochures be made to facilitate dissemination" of information at community level. Another rightly pointed out that increasing the knowledge of human rights concepts among small CSOs working at the community level can influence behavioural change at the individual level. There was a request for increased UNDP support at the community level. FGD participants recommended undertaking a thorough human rights mapping at the community level and in remote and difficult to access districts to provide a baseline on peoples' needs at the district level. The evaluators understand from the CSO Platform that this is already in process, which is to be applauded. One consultee requested that focal points be chosen by civil society itself "rather than having them imposed". It was unclear to the evaluators how they had been selected.

"Society is now aware, critical, and is beginning to demand the exercise of human rights, and gradually there are changes, and these conquests were partly thanks to this project." (Survey respondent)

Finding: (a) Future support at macro level should involve continued CSO capacity-building (including representation of regional CSOs in the Secretariat), dissemination of knowledge products and increased community level engagement, and complete the thorough mapping of human rights needs nationwide currently taking place, and tailor activities accordingly.

“The Ministry of Justice has been very cooperative, supportive and open. The Chair of one of the Subcommittees has also been supportive, but you don't know who you'll get tomorrow. Strengthening relationships with top officials is key, and regular dialogue with different entities and institutions. Then, even if there is a change in leadership in a Ministry, we would still have people there we know.” (Key informant)

(b) The Evaluation Question concerning human rights at the meso level sought to consider necessary components of the project for government adherence to UPR recommendations. Consultees fully recognised the reduction in the

government's previous defensiveness. Continuous engagement, coordination and constructive dialogue with the government as well as ongoing pressure through lobbying were seen to be essential in order to collect necessary information, implement the UPR recommendations and effect change. “Advocacy should be directed towards institutions responsible for each area to make them recall the Ministry's responsibility specifically for one or other part of the recommendations”, said one key informant.

Outcome 3 (Voices from the Communities are consistently brought to national and international human rights agenda) was not met as well as it might have been. Part of the reason for this was the unforeseen grounding of international flights as a result of the COVID-19 pandemic. However, during the first project phase, only one international conference was attended by Secretariat members: the 37th and 42nd Annual Regular Session of the HRC in Geneva, Switzerland. Given budget restrictions, one member utilised their own funds to attend. In terms of the region, the CSO Secretariat participated in the 64th Ordinary Session of the African Commission on Human and Peoples' Rights (ACHPR) in Sharm el Sheik, Egypt.³⁷ Several consultation participants emphasised the importance of ensuring civil society participation in international forums in future project phases. This would both build the confidence of members (particularly the Secretariat) in raising human rights issues in Mozambique on the world stage. Evidence-based submissions from a strong Secretariat would also be liable to foster increased government responsibility in meeting its commitments as duty-bearer.

Output 3.1 in the Workplan is stated as “Increased engagement of citizens in human rights and democracy building processes”. Output indicators are the number of participants in initiatives disaggregated by gender, the percentage increase in number of citizens demanding accountability from their constituency, and the number of initiatives engaging at public hearings and with Constitutional and Parliamentary matters. Data sources are cited as lists of those participating, reports, Petitions, Press Reports, and feedback from the Government of Mozambique. It was unclear where such matters were being recorded, and therefore difficult for the evaluators to assess the degree to which the outputs under this Outcome had been successful, other than through the consultation process. There was a collective feeling that cultivation of the Government of Mozambique was needed to persuade it to take ownership of the UPR recommendations implementation process as well as to assume responsibility for various activities already begun by the project to ensure sustainability.

³⁷ Final Project Report (2021), p.2.

Another key informant pointed out that “offering help goes hand-in-hand with advocacy”, and so CSOs with particular thematic expertise should approach the relevant Ministry to work with them on certain recommendations. Organisations could also “identify a donor to support that need and give technical support”. Another interviewee was concerned that engagement with the government might be limited to ‘big events’, stating that at all times, “we should be able to sit with the government behind closed doors.” It was also pointed out by a survey respondent that the government should take into account the relevance and implementation of the various international human rights instruments ratified by Mozambique when implementing human rights.

Capacity-building for the government in terms of effective monitoring of human rights abuses and of implementation of the UPR recommendations was flagged as a considerable need. According to the Project Document, the Government Inter-Ministerial Task Force of the UPR was to implement and monitor the implementation of the UPR recommendations, and participate in project events.³⁸ It is unclear from the evaluation to what degree the Task Force did so. A consultee suggested that the project’s capacity-building arm could aid the Inter-Ministerial Committee on the UPR to ensure that they better implement the UPR recommendations and can support other state institutions. Training of government institutions, including law enforcement agents, would also contribute to building a culture of accountability beyond compliance with the UPR process.³⁹ It was also highlighted that the Human Rights Commission’s work has been improved through working with the Platform, but that it remained considerably under-resourced.

Finding: (b) Recommendations for future support in Mozambique at meso level focused on engagement with the Government, advocacy and training for relevant government institutions.

(c) The Evaluation Question on human rights support at the micro level related to Outcome 2 (CSO capacity-building). The need for increased financial, material, and human resources to support the CSO Platform was frequently mentioned. One participant urged project management to consider the feasibility of allocating funding to CSOs directly to make their agency stronger with regard to their own development processes. Several survey respondents felt that an office for the Secretariat would be important going forward in order to ensure better implementation of activities. A key informant emphasised the usefulness of implementing activities that do not require financial resources such as Webinars to discuss various issues that concern citizens. However, there was a feeling that many CSO Platform members did not appear to value online training, despite their utility and wider reach. A need to alter such opinions was important to ensure greater project impact.

In addition, more strategic planning was felt to be needed to ensure effective multidimensional advocacy actions. There was also a request for the Secretariat to share more information with the wider CSO Platform. It was felt that there improved interaction between the UNDP and the Secretariat was necessary, along with adequate funding to implement activities. Overall, the consultation suggested the need to develop the culture of

³⁸ Project Document, p.15.

³⁹ In terms of specific human rights priorities, a few of the FGD participants highlighted the need for advocacy for a code of conduct for medical professionals, and statutes on clinical negligence and enshrining the rights of persons with disabilities. Also mentioned was the need for training for public officials in sign language.

sharing plans and funding outlines that were to be allocated to specific activities. Regularly sharing financial reports would ensure better transparency for both donors and CSO Platform members, with space given to express opinions.

A representative from a CSO felt that more CSO capacity-building could have been done. They said, “I don’t remember being invited to many. We need a known capacity-building plan so we can also contribute to it.” More training and particularly for smaller organisations at the more decentralized level was felt to be crucial. For example, one participant felt that “there are still some CSOs which don’t know what the UPR is and they can’t participate in activities and they don’t really understand the UPR or even what happened in the first cycle”. Another person indicated that capacity-building for the Steering Committee in project management would be important, and it was felt that Steering Committee members could be more involved in capacity-building activities. When pondering how best to ensure sustainable continued training on thematic human rights issues, an interviewee suggested using an existing independent institution such as a University on an ongoing basis.

Finding: Consultee recommendations for future support in Mozambique at the micro level focused on the need for more resources, increased strategic advocacy, and intensified capacity-building for CSO Platform members, particularly at the decentralised level.

IMPACT (EQ5.1 – EQ5.5)

Project effect

5.1: To what extent did the project contribute to improving the coordination between civil society, Government, and other human rights stakeholders in Mozambique in implementing the recommendations of the Second Cycle of the UPR mechanism?

The unanimous view of all consultation participants was that the project had met Outcome 1 and that the project had brought key actors together to discuss serious human rights matters. The vast majority of key informants and FGD participants recognised that the project had made a significant contribution to improved relations between the Government of Mozambique and civil society, with better communication and more openness to constructive criticism. Only one person disagreed, feeling that the government was disingenuous in its apparent cooperation with the Steering Committee. One interviewee pointed out that “[c]oordination was essential to make the government transparent about their challenges in the implementation of the UPR recommendations, which is a good result already”. Another key informant stated, “We had multiple meetings involving civil society, the Government of Mozambique, Parliament, etc., which facilitated good coordination”. The National Directorate of Human Rights and Citizenship involved the project in the design and conception of the Action Plan to implement recommendations of the Third UPR Cycle resulting from the UPR assessment in May 2021.

There is, of course, always room for improvement, and engaging with relevant Ministries other than the Ministry of Justice, Constitutional and Religious

“When the UPR Action Plan was drawn up, coordination was very good through the CSO Platform. The UPR brings everyone together.” (Key informant)

Affairs - the main governmental project partner - was cited as important in the future to ensure that responsibilities in terms of implementing the UPR recommendations were understood. While Parliament, the National Commission of Human Rights and the Office of the Ombudsman were involved, it was suggested that other relevant Ministries ought be engaged as well, such as the Ministries of the Interior, Ministry Defence, Education, Culture and Health. One person expressed disappointment that a meeting with the Ministry of Justice was cancelled at the last minute and it was felt that the presence of civil society was unwelcome. Another participant stated, “the creation of the Law of Associations and NGOs does not make much sense; we are no longer understanding whether we can consider the government as a partner or not.” Overall, however, it was felt by FGD participants that the Government of Mozambique had recognised the useful work of civil society. Some pointed to a variety of coordination meetings taking place between CSOs and the government, with a particularly productive joint meeting in Ponta de Ouro. The participants hoped that the dialogue would be permanent.

When asked if stakeholder coordination had improved *implementation* of the Second UPR Cycle, all FGD participants and all but one key informant answered in the affirmative. However, it was highlighted that external factors such Cyclone Idai, COVID-19 and armed conflict in Sofala Province and also Cabo Delgado “tremendously impacted the implementation of the recommendations in 2019 and 2020”. The launching of the Citizens’ Perceptions Report on human rights by CSOs which was co-hosted and attended by high level government officials provided a good knowledge base from which to work towards improved human rights in Mozambique. Furthermore, the two civil society shadow reports prepared by the CSO Platform for the Second and Third UPR Cycles reveal some improvements in governmental implementation in relation to prior recommendations, some of which appear to be attributable to the project.

Pragmatically, key informants acknowledged that the final implementation responsibility lay with the Government of Mozambique which “may preserve political agendas which do not necessarily depend on the good work of CSOs and their good engagement with other actors, including the government.” Thus, the precise impact of coordination on the implementation of the UPR recommendations arising from the project is difficult to gauge. One person commented, “There have been considerable improvements and a consensus on the process to follow”. An example of progress given was the overturning of a discriminatory Ministerial which forbade pregnant girls from returning to school was overthrown through advocacy. However, a key stakeholder pointed out that the revocation of the Decree was due to the actions of CSOs rather than the project. Nonetheless, there may have been indirect impact through capacity-building under project Outcome 2. Another concrete example of the implementation of UPR recommendations was the approval of the law of succession, which gives equal rights of inheritance to men and women, and was achieved through advocacy (although not always enforced), along with current discussion of the Review of the National Land Policy. Eighty-two per cent of the recommendations made by civil society were included in the Multi-sectoral Action Plan for the Protection of People with Albinism approved by the Ministry of Justice, Constitutional and Religious Affairs on 19 July 2022. This Plan resulted from stakeholder coordination and lobbying, leading to visible, concrete project impact and is a noteworthy project accomplishment since improving the rights of persons with albinism was a key thematic area under output 2.4.⁴⁰ Similarly, the creation of the Inter-ministerial Decree on Human Rights was achieved through the work of

⁴⁰ Outcome 2.4 is “Increased lobby[ing] and advocacy for compliance of the Government on the UPR recommendations; see p.24 of the Project Document.

the project. Nevertheless, the project found that only 12.8 per cent of the 230 recommendations of the Second UPR Cycle had been implemented by the government.

Finally, as noted above, the Project Document mentioned the intention to partner with other UN Agencies when implementing various activities for more efficient use of UN resources.⁴¹ Specific agencies mentioned were the UNHCHR, UNFPA, UNICEF, UNAIDS and UN Women, but no consultees mentioned having partnered with any of them.

Finding: The project contributed significantly to improved coordination between all stakeholders on human rights issues, particularly civil society and government, including on the implementation of UPR recommendations. More coordination with other UN agencies in Mozambique could accelerate impact.

5.2: To what extent did the project contribute to building the capacity of civil society to effectively follow up on the human rights situation in Mozambique?

This Evaluation Question examined the extent to which the project met Outcome 2. There was overwhelming approbation in terms of project contribution to civil society capacity-building on human rights monitoring, with only one key informant feeling that it had not. The continuation of capacity-building on effective monitoring of the human rights situation within communities was particularly urged by numerous FGD participants. Matters raised as evidence of improvements in capacity included the establishment of the UPR Monitoring Matrix, and the fact that civil society had been enabled to produce more balanced and coherent reports. The joint report submitted to the UPR in particular was seen as testimony to the capacity-building of the project. A UN representative said, “There must be a chance for CSOs to fail and be leaders. This Outcome has worked well.” However, one key informant decried the fact that not all CSOs had received capacity-building in their local areas. The project was also considered to have created more awareness on human rights, with the Government of Mozambique more forthcoming in providing information on human rights issues.

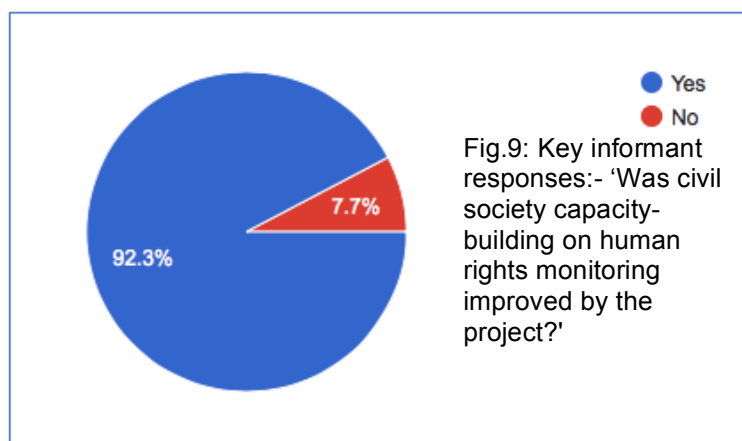


Fig.9: Key informant responses:- 'Was civil society capacity-building on human rights monitoring improved by the project?'

“We CSOs need to ensure we pool our efforts and resources and have a clear plan on capacity-building and on utilising our resources best.” (Key informant)

For civil society to measure whether or not implementation of the UPR recommendations has taken place, assessment via monitoring is required. Before the project existed, “there was no way to monitor” and draw the government’s attention to non-implementation, pointed out a key informant. The Monitoring Matrix Tool was

⁴¹ Project Document, p.19.

developed by an IT firm specialising in data management. Described in the 2020 Annual Progress Report as a user-friendly tool “for CSOs to submit their findings, information and data on the implementation of the recommendations of the UPR” in real time,⁴² its intention is to enable joint monitoring of human rights activities in Mozambique between the Government, the Steering Committee and other stakeholders. It was unclear from the evaluation whether or not the Government of Mozambique also had access to the Monitoring Matrix, but it is assumed not at this stage. It will be necessary to ensure that the input of data remains the sole domain of parties independent of the Government, but the results should be made regularly available to track progress and enable it to adjust its strategies where necessary. The methodology for creation of the tool is attached to the Mid-Term UPR Report. The evaluators were only able to view a prototype, as the final version is in use by the CSO Platform. Nonetheless, its creation is plainly an important milestone in the project and ought to accelerate achievements going forward. However, the key word in this Evaluation Question is ‘effectively’, and it would appear to be too early to say how well the Monitoring Matrix works, as one key informant acknowledged. Stakeholders were optimistic, however, with one stating, “The UPR is no longer a mechanism, it is already institutionalised”.

“Before the CSO Platform existed, not all organisations which attended meetings were relevant to an issue, or even identified. Now, the entirety of the CSO Platform membership would be invited, and all organisations that are relevant to the issue attend. This enhances efficiency both for the Platform, and for individual members who do not spend time in meetings which are irrelevant to their expertise and work..” (Key informant)

In terms of this Outcome, all of the FGD participants and survey respondents felt that the project had led to the empowerment of civil society in terms of its technical

and scientific capacity to monitor human rights within communities. An example of positive change at national level was the significant progress on legal protections for persons with albinism. One participant put it powerfully: “The project brought an awakening in terms of human rights.”

Suggestions for improving the capacity of civil society to monitor human rights in the future included mapping organisations working on human rights issues countrywide to identify the attributes of each organisation and allocate their expertise as needed. From what the evaluators were told by a number of key informants, this has already happened, but there is no doubt room for improvement, particularly with regard to smaller CSOs working at grassroots level not yet part of the Platform.

Another request from an FGD participant was for improved activity planning, although no specific inadequacies were referred to. Similarly, while no detailed criticism of the methodology was provided, one consultee suggested that the follow-up plan could benefit from more rigorous joint consideration. Finally, a survey respondent suggested streamlining sectoral human rights platforms such as the Anti-land-grabbing platform (ASCUTI), the climate platform, the extractive industry platform to better monitor the implementation of the recommendations.

⁴² Annual Progress Report (2020), p.6.

Finding: The project has contributed significantly to building the capacity of civil society to follow up on the human rights situation in Mozambique, particularly through the creation of the Monitoring Matrix. Professionally developed, this is described as robust - but it is too early to say whether or not it will be effective.

5.3: To what extent did the project contribute to enhancing the dialogue between civil society, the Government of Mozambique, and communities to jointly address the human rights agenda in Mozambique?

The extent to which the project met Outcome 3 was under scrutiny through this Evaluation Question. In part, it overlaps with Question 5.1 which examined the extent of coordination between all human rights stakeholders in implementing UPR recommendations. To do this required dialogue, and this was recognised as having improved as a result of the project. Happily, one hundred per cent of key informant interviewees and survey respondents agreed that dialogue on human rights between communities and civil society and/or the Government of Mozambique had been enhanced as a result of the project. A survey respondent stated, “Discussions were always open and frank”, and another pointed out, “Nowadays there is freedom of speech”. One key informant said, “The list of participation in various workshops conducted, and in different geographical regions is testimony to the ongoing dialogue and participation.” The improved relationship between the Government of Mozambique and civil society is exemplified by the fact that there was an open invitation at all stages of the 2020 consultation to the government entity responsible for the elaboration and submission of the national UPR report (the National Directorate for Human Rights and Citizenship).⁴³ Furthermore, a key informant cited dialogue between stakeholders at “all stages from the drafting of the report and then presentation and outcomes from Geneva and then drafting of the UPR Action Plan”. An example provided by one consultee of the fruits of improved and ongoing dialogue was a report on the status of the girl in Mozambique. This was produced by an INGO as part of the CSO/UPR project, albeit enhanced by additional data collected through other activities.

However, one interviewee opined, “the fact that the project had a process-based approach certainly did not benefit the communities as a consistent actor”. Nonetheless, they admitted that the project had managed to bring in traditional and religious leaders as stakeholders during consultations and workshops. The vast majority of FGD participants were certain that the project had at least helped to increase dialogue on human rights between stakeholders generally and had led to better coordination between the Government and civil society. One participant stated, “The relationship between the members of the CSO Platform and the Government of Mozambique has greatly improved compared to previous years, it is an excellent indicator, there is an openness towards criticism, communication has improved.”

Finding: The project has significantly contributed to enhancing the dialogue between civil society, the Government of Mozambique, and communities to jointly address the human rights agenda in Mozambique. However, more inclusion and participation is needed at the grassroots level.

5.4: What is the impact of the intervention for the targeted groups, and particularly for women and those living in rural areas?

⁴³ Annual Progress Report (2020), p.10.

The Government of Mozambique has responsibilities to achieve the UN Sustainable Development Goals (SDGs) which have many linkages with the UPR recommendations it is required to implement, in alignment with international and regional treaty requirements. Thus, answering this Evaluation Question is also assessing the degree to which the Government has ensured that it is 'leaving no one behind' under the SDG 2030 Agenda.

The Project Document states that "[t]he key target groups are CSOs, community leaders, church leaders, women groups, youth leaders, the general population; economically vulnerable population".⁴⁴ In the 2019 Annual Progress Report,⁴⁵ vulnerable target groups that were highlighted included trade union organizations, sexual minorities, persons with albinism and disabilities, and the business sector. These target groups were specifically incorporated into the terms of reference (ToR) for all events, consultations and research missions. One of the evaluation questions asked participants to name three such target groups. This resulted in a broad range of answers, with women, children, young people generally (rather than leaders) as well as CSOs coming up the most. Given the lack of clarity of stakeholders on the identity of target groups, the extent to which target groups were aware of the project and its intended outcomes, and were included in project activities was difficult to gauge.

It is acknowledged in the Project Document that "[m]ost of the 180 human rights recommendations under the Second Cycle of the UPR accepted by the government 'have strongly gendered imbalances'".⁴⁶ With that in mind, the Project Document indicated that special outreach activities would be organised to reach and encourage the participation of young women in communities. It states, "[i]n each training session, efforts will be made to recruit female facilitators, so that they can serve as role models for young women. The community sensitization and selection of youth beneficiaries will target male family members in order to secure their support for girls to take part and also encourage them to influence other family members who may be opposed to women taking part in promoting human rights".⁴⁷ While appropriately aspirational, the degree to which this in fact took place did not become clear during the evaluation. Overall, though, women's participation in project activities was approximately fifty/fifty. This was said to be a project policy, according to one key informant. The Project Document indicates target of forty per cent women involved in initiatives.⁴⁸ It also notes that the lack of inclusion of women arising from a weak gender policy is a risk which needs to be mitigated. Nonetheless, the evaluators saw no specific documented gender policy. Of note, however, one survey respondent felt that project had been highly inclusive, with "women coming from distant places and participating actively in all phases". It was also mentioned by a survey respondent that the CSO/UPR Project was "the only project that so far involved representatives of women farmers like Movimento Moçambicano de Mulheres Rurais Agricultoras (MMMMR)". Notably, there was a call for more male engagement in communities to ensure long-term gender equality.

The majority of consultees felt that the project had resulted in improvements in the human rights of women. A survey respondent commented, "We have already noticed a difference and...[wish to] gather more district leaders so that they in turn can pass the information on to other women". One person felt it was too early to say, and another was unclear about

⁴⁴ Project Document, p.17.

⁴⁵ Annual Progress Report (2019), p.18.

⁴⁶ Project Document, p.7.

⁴⁷ Project Document, p.9.

⁴⁸ Project Document, p.26.

causality. Some felt that women participated adequately in politics prior to the project and that their voices were already heard in communities and society at large. One survey respondent felt that there had been advances in the involvement of women in decision-making bodies as a result of the project. Other examples of project impact on gender issues included the fact that the demerits of child and early marriages and the unlawfulness of GBV were now being discussed more openly and was less tolerated, and women could voice their concerns freely. Several survey respondents felt confident that more women knew how to exercise their rights in case of non-fulfilment.

Another participant indicated that they could not recall seeing any data on the project's impact on women, but felt that there may have been some indirect contribution through monitoring the implementation of gender-related UPR recommendations. It is noteworthy, however, that across all three years of the first project phase an average target of fifty per cent participation of women was recorded in all activities.⁴⁹ An NGO representative indicated that adolescent girls and children were consulted about their aspirations indirectly as a result of the CSO/UPR Project, as it had hired consultants to help it co-produce the report on the status of girls in Mozambique. The police and the courts were also thought to be making more efforts to ensure existing legislation, such as on domestic violence, is enforced. Several participants felt that less police brutality against persons in detention was being reported. Whether or not this apparent institutional change can be attributed to the project is unclear, but it may have flowed indirectly. While it was thought by one person to be too early to measure the impact, "there is more visibility for women's rights issues".

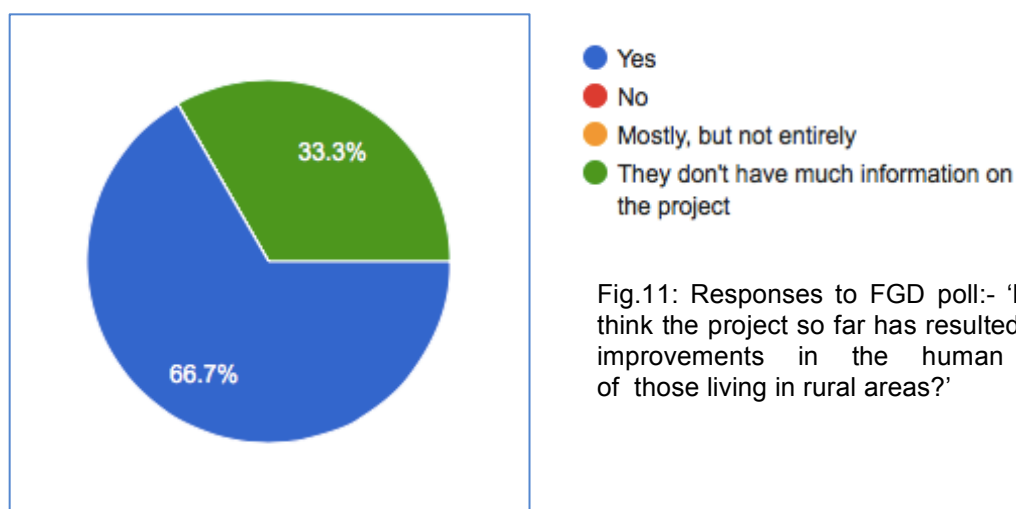


Fig.11: Responses to FGD poll:- 'Do you think the project so far has resulted in any improvements in the human rights of those living in rural areas?'

Concerns that the project had not made a difference to women largely arose from the project's failure to extend significantly into rural areas. Indeed, when it came to the impact of the project on such communities, in one FGD all participants felt that no benefit had arisen from it at all, that local communities were not involved, and that they did not know about the existence of the project. One stumbling block in relation to knowledge and understanding of human rights issues that was mentioned was the low literacy level in Mozambique. Participants in two other FGDs were more positive, albeit recognising that there was "room for improvement". Overall, awareness of human rights was thought to have improved, with more discussion in rural communities, which was viewed as a step forward. The Citizens' Perception Report highlighted the interests of marginalised people, particularly women and

⁴⁹ Annual Progress Report (2020), p.3.

people living in rural areas. In terms of whether the project had improved the lives of those living in rural areas, the majority of key informants felt that it had, although three people felt it was too early to say. Some smaller CSOs in rural areas were said to have been empowered by the project through capacity-building, increasing their knowledge and participation in other processes, including the UPR. Feedback received by the evaluators suggested that there were indeed community members involved in implementing activities, albeit that the project could have had broader reach.

Within communities, a survey respondent highlighted that people from the community level spoke out about rights issues on several occasions in sessions where both CSOs and state institutions were present. The participants in one FGD felt that “[c]ommunities are now able to claim their rights when they are violated.” Enhanced access to school and health for young girls was felt to have flowed in part from the project. Greater awareness on the need for and availability of

“Every time we facilitated engagements or activities in which youth played an active role I could feel what it meant to them, being heard, for example, by a Minister, a donor and others - and when they observed their thoughts articulated in the documentation and taken into account in the government’s Recommendations. There was a collateral contribution in that regard – how children and youth actually felt. There was participation and they could influence matters influencing them.” (Key informant)

sexual and reproductive health services for girls was also cited as having arisen since the inception of the project. Attendees at several FGDs and various key informants considered that the project had contributed to ensuring more equity in land tenure for rural women, as well as having raised the profile of minority groups including persons with disabilities, who were included and participated in the project. One consultee praised the Secretariat for regularly working with regional focal points to ensure the involvement of vulnerable groups. Two survey respondents were of the view that public infrastructure and reasonable accommodations for persons with disabilities had improved, ensuring more physical access to buildings since project inception. Others mentioned increased access to basic necessities in more rural areas, although this was anecdotal. A comment from a survey respondent was of particular note, however: “In rural areas people have always lived what was passed on to them by their ancestors. Modernity takes time to arrive, but the scope of the project has managed to inform...even those.”

Finding: There was little clarity among consultees on the identity of targeted groups within the project. However, some positive impact on the lives of both women and those living in rural areas was cited. More participation and awareness-raising in communities is essential.

5.5: Did any unexpected impact arise from the intervention?

This Evaluation Question was intended to measure the extent of unexpected impacts (both good and bad) during the project. Happily, none of the key informants could recall any such unexpected adverse impact. However, the evaluators noted that competition among the

CSO Platform members and relatively limited funding had caused minor disagreements and frustration with the UNDP as managing partner, as it was felt that it had made certain unilateral decisions on the allocation of funds, materials, and equipment. The degree to which any resentment impacted upon the effectiveness of the project was unclear, but more open channels of communication between the Secretariat and the UNDP appears to be the solution.

In terms of unexpected *positive* impact, a few matters were mentioned. A survey participant commented, “We treat everyone equally, which at first I thought was impossible”. There was also perceived to be a greater involvement of religious leaders which had been unforeseen, and the extent of participation in the CSO Platform was thought to have been a pleasant surprise. Indeed, according to a survey respondent this has risen from around twenty-five members in the First UPR Cycle in 2011 to sixty members in the Second Cycle and to around one hundred and forty in the Third Cycle. The network had resulted in more constructive CSO engagement on the human rights agenda. One key informant from an INGO mentioned that the fact that the project had contributed to a more open and collaborative environment with the Government of Mozambique, had led to increased youth empowerment.

Finding: The only unexpected impact identified by consultees that had arisen from the project was positive. However, competition between CSO members and relatively limited funding for such a large project had led to some minor disagreements and resentment.

Challenges

The project faced many challenges, which makes its achievements all the more remarkable. They fell into eight categories: resources, the project structure, lack of harmonised plans, management, government engagement, restrictions on freedom of movement, administrative delays, and the closure of the first project phase.

RESOURCES

Inadequate human resources for the project was a particular challenge. While the UNDP has a Programme Officer, there was no specific Monitoring and Evaluation Officer or Advocacy Officer. Furthermore, a nationwide scandal involving hidden debts meant that many donors have left Mozambique. Accordingly, the search for financing was described by a survey respondent as “one of the great challenges” of the project. The UNDP stepped up with some funding when it became clear that the REN would not provide the entire budget, but a deficit in 2018 and 2019 meant that some planned activities could not be conducted. Some strategic partnerships enabled pooled resources for a number of activities. However, the increase in the local currency in from 2020 to mid 2021 was said to have led to difficulties stretching the foreign donor budget to enable implementation of all planned activities. Moreover, it was apparent from the evaluation that the financial processes were in some cases slow and cumbersome, which caused difficulties for Secretariat members due to late reimbursement.

PROJECT STRUCTURE

The UNDP ‘inherited’ the project and its framework from the LWF⁵⁰ that it had not originally created, and accordingly its structures and systems did not readily fit within the UN’s rigorous financial and other project requirements. Nonetheless, recognising the project’s important objectives, it is understood that the UNDP agreed to take it on when LWF closed in Mozambique about a year into the project. The usual entry point would have been through the support of the Human Rights Commission, but collaboration with this entity came later. “This structure was forced upon us by circumstances”, commented an interviewee.

Unfortunately the implementing CSO, LDH, became mired in financial misconduct allegations which led concerns about transparency and justice and the constitution of the Secretariat. The UNDP had to undertake damage limitation. The donors are to be applauded for continuing to fund the project when others might have withdrawn for fear of being tainted by LDH’s improper financial conduct. Despite these problems, representatives from both the UNDP and REN made it clear during the consultation process that it was felt that all CSOs should not be punished because specific individuals were fraudulent. Indeed, some former LDH employees continue to work within the Secretariat. “This was a pioneering project, in a way. Norway didn’t abandon it”, stated a donor representative.

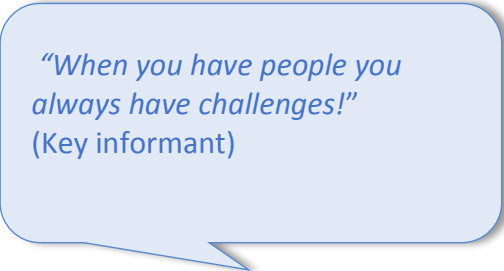
⁵⁰ The evaluators noted that the UNDP was not involved in the project’s design phase.

LACK OF HARMONISED PLANS

A representative from REN mentioned a challenge with regard to non-synchronised UN and governmental plans. For example, the UNDP has four year plans, whereas plans developed by the Government of Mozambique are for five years. However, it was unclear whether this lack of harmony had had a negative causal effect on the project.

MANAGEMENT

The internal dynamics of the Secretariat meant that there were sometimes disputes. The fact that there was no single coordinating body or point of contact in the Secretariat was thought to be problematic at times, and could cause delays. The Secretariat was said to be excessively formal, with one key informant declaring, "It's like the UN General Assembly!"



"When you have people you always have challenges!"
(Key informant)

GOVERNMENT ENGAGEMENT

Municipal elections in 2018 and Presidential elections in 2019 meant reduced engagement with the project by key institutional and political actors. Although there has been a very clear improvement in Government engagement with civil society during the project, it was reported that at times the Government was not always responsive. A key example provided was the fact that, despite registration and formal recognition of the CSO Platform as a legal entity by the Ministry of Justice, Constitution and Religious Affairs, this was not communicated to the UNDP or the Secretariat. This led to the costly withdrawal of an official launch of the newly (legally) recognised CSO Platform and surrounding publicity to avoid exposing the donor to criticism in a sensitive political arena.

RESTRICTIONS ON FREEDOM OF MOVEMENT

The inaccessibility of key project sites arising from the two cyclones, a global pandemic, and armed conflict limited free movement and restricted the feasibility of outreach activities and the participation of CSO members in regional and international human rights forums. From 2017 onwards, violence in the northern Province of Cabo Delgado (rich in natural resources) escalated into armed conflict causing widespread destruction and human rights violations including extrajudicial executions, torture and indiscriminate attacks against the civilian population. This danger prevented not only project activities, but also project field monitoring. In March 2019 Mozambique was hit by Cyclones Idai and Kenneth, causing severe loss, infrastructure damage and internal displacement in the central and northern regions of the country. This reduced the ability to coordinate with focal points, and a need to move the provincial seat of the project from Beira to Tete. At the same time, the 2020 COVID-19 pandemic led to further restrictions of movement including lockdowns, curfews and social distancing, delaying various project activities nationwide.

Given the lack of freedom of movement and association, the project pivoted to remote working and virtual events which could have broadened inclusivity with access to CSO Platform members in more remote communities. However, a key informant described being disappointed with the level of engagement of CSO Platform members in online meetings during COVID-19. While this could in part be explained by connectivity issues and lack of data, the interviewee suggested that members may not value activities that are not in person, commenting, “The mindset of those at the community level needs to change on that, so they understand how important their involvement is and take some ownership.” Nonetheless, the evaluators note that at the end of October 2020, ninety people from nine different provinces attended a meeting remotely (in addition to forty people attending in person in Maputo).⁵¹ Accordingly, there is some appetite for online meetings.

ADMINISTRATIVE DELAYS

A variety of administrative procedures delayed project outputs. According to the project’s Lessons Learned Report of 2021, the belated signature of the foundational documents delayed the start of the implementation of activities. The mid-term review did not take place, purportedly because of the adoption of a new methodological approach by the UN HRC for the preparation of interim reports, with a move from a mid-term exercise to an overall evaluation exercise.⁵² Instead, an end Evaluation Report was drafted covering the inception period (2016) to 2020 (Implementação Das Recomendações Do liº Ciclo Da Revisão Periódica Universal De Direitos Humanos Da Onu Em Moçambique 2016-2019/20). The delays involved were said to have reduced the scope for dissemination, for reasons which were unclear to the evaluators. To mitigate, however, the report was launched through the national Press, and published both on the UNDP’s website and that of the CSO Secretariat.⁵³

Moreover, the UNDP had monitoring systems and were meant to issue a report, but someone fell ill. It is unclear if the report was abandoned or merely late, but this was a donor concern. Furthermore, since UN finance is centralised and dependent on decisions made in New York, reports were not always available when requested by the REN, causing some frustration. The preliminary draft of the UPR Monitoring Matrix for the Implementation of the UPR Recommendations was also delayed by around six months due to the sad demise in 2019 of the initial consultant hired.

Finally, despite the inclusion of rural communities and vulnerable and marginalised groups within the terms of reference of all activities, it is clear that it has proved difficult to secure this in the last few years. This has been in part due to the aforementioned challenges related to freedom of movement, and the relatively limited budget – but also perhaps due to inadequate prioritisation. This challenge has already been recognised in the project’s 2021 Lessons Learned Report.

⁵¹ Annual Progress Report (2020), p.4.

⁵² See Fridlund, H. and Hegarty, A. (2018), *UPR Mid-term Reporting: Optimising Sustainable Implementation. Good Practices for UPR Stakeholders*, UPR Info (Geneva: Switzerland).

⁵³ An online search by the evaluators found only a landing page.

CLOSURE OF THE FIRST PROJECT PHASE

Due to its complex logistical requirements, the UNDP had to formally close the project by the end of 2021. After formal closure, there was a six month project extension which bridged the previous and the following UPR Cycle. As the REN was reconsidering its country strategy, there were concerns that funding for the second phase might not continue. However, human rights and civic space was one of the donor's priorities. Eventually the project was extended rather than closed, which had to be formally justified by the UNDP.

Lessons Learned

Reflection on project lessons is vital in order to improve the next phase of a project. Lessons identified within this evaluation fell under one of three categories: management, partnerships and strategy. For ease of reference, see Table 1 with the main lessons learned contained within the Executive Summary.

MANAGEMENT LESSONS

It is clear that the UNDP has learned various lessons about the challenges involved in inheriting a structure created by another organisation. Ordinarily, the project would be seated within an NGO, rather than the UNDP. A key informant pointed out that the funding structure was merely an interim arrangement, and continued, “We need to learn a lesson. The lesson is we did not learn a lesson. We are continuing to fund using an interim structure!” Another interviewee pointed out that “CSOs have not learned much in terms of financial management”, yet greater financial literacy is needed for sustainability. This type of capacity-building should be started much earlier in a project. It is useful to recognise that competition for funding will always hold the potential for strife, and thus, to nurture an ethos of non-competition. Increased flexibility in the disbursement of funds and the CSO Platform membership fees ought to help minimise the heightened concerns of consultees surrounding finances.

Furthermore, there needs to be better planning from inception, with clarity on roles and responsibilities, and a clear exit strategy. A strategic plan, project policies and Standard Operating Procedures for implementing entities such as the Secretariat should be developed at project inception to eradicate ambiguity and maximise project management efficiency. Furthermore, recruitment into the membership of key management positions should be open and transparent. If these positions are taken by passionate activists to meet need in the early stages, there should be a move towards a fair and open application process once it is more established.

PARTNERSHIP LESSONS

Transparency, dialogue and openness are fundamental to the effectiveness of most programmes. Furthermore, it is vital to work not only with organisations based in the capital city, but also with regional CSOs at grassroots level. Increasing the involvement of such local CSOs ensures not only inclusivity, but also greater impact on the ground. All relevant civil society organisations should be mapped with their expertise in all project areas noted. Finally, there is a need to discourage competition and foster stronger ownership of the project and an ethos of collaboration, including the sharing of resources.

STRATEGIC LESSONS

Spending time at the planning stage is important in order to develop a clear ToC and logical framework on which to build towards meeting project objectives. However, as the

project was inherited from LWF, the evaluators note that the UNDP was not present during the planning phase. It is also essential to include from inception all vulnerable and marginalised groups in project design, implementation and monitoring. To increase impact, more local leaders, including faith actors, should be actively involved - and earlier on - as they have significant influence, particularly in rural areas.

Greater engagement with all actors will accelerate progress, including more involvement in monitoring and evaluation of the project itself. Effective communication through regular meetings and discussions must be facilitated. To avoid misunderstandings and resentment, open channels of communication are needed at all times between partners, even at higher levels. Moreover, government and CSOs must maintain a non-confrontational stance and foster a collaborative relationship.

The role of the monitoring partner in a human rights-focused project is crucial, and thus to hold Government CSO capacity-building must be prioritised. Extensive and ongoing consultation with stakeholders, including the broadest participation of CSOs and government actors at all levels is “key for the consolidation of legitimacy in the watchdog work of CSOs”.⁵⁴

In the face of external challenges, project agility is crucial. One consultation participant felt that there was a need for more realistic budgets and to reduce the number of interventions to those most likely to result in impact. The inaccessibility of key project sites in the central and northern regions of the country due to armed conflict violence, and nationwide restrictions on movement and association during COVID-19 required alteration of the project's communication channels. The use of remote mechanisms of outreach was vital for the continuation and finalisation of the project's activities. A dynamic and flexible strategy and the capacity and willingness to change course in the face of insurmountable difficulties or when a strategy does not yield results will improve the likelihood of meeting project Outcomes.

It is necessary to regularly update the database. Despite a supposed membership of around 170 CSO Platform members, it was unclear how many were active. Furthermore, when the partnership survey was emailed to all members of the CSO Platform who had not already provided input into the evaluation, many bounce-back emails were received. A partner cannot participate in project activities if they are unaware of them because they are not contactable. If they are serious about meeting the objectives of the project, the CSO Platform members also have the responsibility to inform the Secretariat if their contact details change.

Publicity is key to awareness-raising and higher impact. In addition to the mainstream media, the use of social media is now essential to expand project reach, particularly to ensure the awareness and inclusion of young people. It was noted by one interviewee that publicity in relation the creation of the Monitoring Matrix “could have been better”. While there was reference to the CSO Secretariat's social media pages in the 2020 Annual Progress Report,⁵⁵ it is unclear how well these are utilised - and the evaluators were unable to access the CSO Platform's website. More careful planning and choreography around key project milestones is essential in the future. Finally, it is worth noting the words of a key

⁵⁴ See Project Lessons Learned Report of Programme Officer Rolando Baratta dated 25 March 2021.

⁵⁵ Annual Progress Report (2020), p.8.

informant: “An earlier evaluation would have been preferable, in order to better strategise and prioritise”.

Good Practices

Good practices were captured during the data collection process mainly by way of Evaluation Question 4.5. It is striking that the majority of good practices mentioned by consultees were embedded within project strategy and the Outcomes. One of the most frequently mentioned good practices was the continuous dialogue between all stakeholders and in particular the collaboration between civil society and the Government of Mozambique (Outcomes 1 and 2). There was praise for the fact that this had resulted in many joint meetings to assess the level of compliance with UN recommendations. Meetings on thematic human rights between technical focal points representing REN (the main donor) and the Secretariat, and annual Steering Committee discussions involving technical matters were also highlighted as both useful and good practice. The other most frequently mentioned good practice was the empowerment of CSOs through capacity-building (Outcome 2).

Table 2 within the Executive Summary outlines the various good practices identified by consultees and/or the evaluators for ease of reference.

Conclusion

This evaluation of the CSO/UPR project comes after a particularly tumultuous period, both nationally and globally. Project inception coincided with the onset of the COVID-19 pandemic, which necessitated changes to methods of support by the Secretariat and the Steering Committee, and to collaboration and advocacy methodologies. At the same time, armed conflict in the northern and central areas of Mozambique and Cyclones Idai and Kenneth wreaked havoc and caused the internal displacement of millions of citizens, resulting in severe difficulties in accessing key sites and communities. Restrictions on freedom of movement and association arising from these three coinciding and unanticipated events disrupted awareness-raising activities, consultations, capacity-building and lobbying efforts. It is important to note that inevitably they also interfered with Government plans, priorities and activities. The fact that the project managed to succeed in engaging the Government to the extent that it did is extraordinary in light of these other very serious distractions during the first project phase.

Indeed, it is commendable that overall the evaluation has come to very positive conclusions, confirming that the project remains highly relevant for Mozambique and has already had substantial achievements in relation to Outcomes 1 and 2. Stimulating political will for change intended to lead to improved human rights is never easy, given the likely financial cost to the state. It is frankly remarkable that in only three years the project has been able to reverse the uneasy and sometimes overtly acrimonious relationship between civil society and the Government that by all accounts existed before. A true partnership appears to have evolved based on mutual trust and respect. The shift in political will is most encouraging and has thoroughly confirmed the veracity of at least part of the Theory of Change. It is absolutely crucial, not only for this project, but to improve the lives of all citizens in the future, for this new and positive relationship between Government and civil society to continue. It must be nurtured and strengthened at every opportunity. Indeed, the CSO Platform must make itself indispensable to the Government through its highly varied expertise and geographical reach.

A necessary corollary to this is that the Government must continue to recognise the value of the relationship with civil society too, and ensure that the civic space remains open. It must also embrace its responsibility to fulfil its various commitments to protect, promote and fulfil the rights of its citizens under numerous international and regional human rights instruments as well as the UPR Process and the SDGs. Achieving Outcome 2 is the first stage towards this, intended to ensure that the state is held to account. The capacity-building and concomitant empowerment of the CSO Platform members should result in sustainable change at the structural level to monitor the implementation of the UPR recommendations.

It may be too early in the project to expect change in more rural and hard to reach areas. Nonetheless, it is gratifying that the feedback from numerous consultees was already so positive in relation to Outcome 2. Fortunately, further funding has been secured for a second phase, which means that with appropriate prioritisation, the project has every likelihood of stronger attainment with respect to the third Outcome. Yet when the various national and global interruptions which were out of the project's control are taken into account, it is laudable that there have already been some inroads into achieving Outcome 3. Significant legislative and/or policy change was attributed to the project - at least indirectly -

by consultees, such as the first ever national protection for persons with albinism and the abolition of the policy forbidding pregnant school girls to return to school.

Positive outputs noted in the evaluation include the high quality, succinct and coherent UPR shadow report of 2020 and the Citizens' Perception Report, as well as the creation of the Monitoring Matrix.⁵⁶ Clearly more work needs to be done to enhance Government accountability, but these foundations can now be built upon and should help to strengthen it during the second phase of the project lifecycle. The increase in membership of the CSO Platform from only 25 to close to 170 is both encouraging and commendable. However, it was apparent from the many inaccurate email addresses observed by the evaluators when the survey was distributed that the membership may not be as active and vibrant as its numbers suggest. Only seven out of a possible 77 CSO Platform members responded to the survey despite two reminders which was disappointing. Similarly, the low turnout for the FGDs and the difficulties faced by the Secretariat in providing a list of their members mobilising FGD participants anticipated within the evaluators' methodology may be indicative of inadequate registration procedures or commitment. It should, however, be noted that this apparent indifference was not the prerogative of the CSO Platform alone; various other partners did not attend scheduled interviews and some did not respond to requests for interview. Whether this reflects a lack of time or a lack of prioritisation is impossible to say, but it is worrisome. While the reasons for these disappointments remain unclear, the view of a key informant that remote meetings appear to be less valued may hold some truth, although it does not explain the lower than expected turnout at both of the in-person FGDs held in Maputo. In contrast, the majority of those consulted (who, by the very fact that they participated, may be more invested in the project) expressed the wish for stronger and more frequent CSO collaboration to accelerate impact. There were repeated requests for more efforts to recruit new membership, which may have been engendered by concern about the lack of activity of some (perhaps many) of the current members.

To finish on a positive note, it is clear that the management has done a good job in conducting the majority of activities in trying circumstances. Several consultees praised the technical expertise and support provided by the UNDP, and were grateful for the improved channels of communication resulting from the employment of the current Project Manager. There should perhaps be more recognition for the tremendous effort required to coordinate the project, both by the CSO Platform Executive Director and the Secretariat. Furthermore, this evaluation confirms that the project and its objectives remain extremely relevant in the current Mozambican context. The various success stories shared by a broad range of key stakeholders during data collection evidenced the overall effectiveness of the project's approach and activities and highlighted the need for the continuance of the project to secure its Outcomes.

⁵⁶ The CSO Platform also developed a shadow report for the Third UPR Cycle that incorporated a set of four reports and two specialist reports produced by CSO Platform members, but this was published in 2021 which was outside the scope of the terms of reference. However, the evaluators read it as part of the desk review.

Recommendations

The following project recommendations made by the independent evaluators should be thoroughly discussed and agreed upon with all partners, particularly the Secretariat and the wider CSO Platform.⁵⁷

MATRIX OF RECOMMENDATIONS				
Area	Sub-area	No.	Recommendation	Responsibility
Management	UNDP	1a	Ensure more open channels of communication between the UNDP and the Secretariat and CSO Platform. Contemplate engaging a UN Volunteer as a liaison officer to facilitate smoother co-working processes with the Secretariat and CSO Platform and a direct pathway to management level.	UNDP
		1b	Make better use of synergies by partnering with other UN Agencies to implement activities for more efficient use of UN resources and to increase project visibility and impact.	UNDP, Secretariat
	Secretariat	2a	Task the Secretariat to update the database of CSO Platform members to ensure all organisations are included and kept informed.	Secretariat
		2b	Contemplate setting up and funding a permanent Secretariat office in Maputo, with the aim of expanding a physical presence into the regions within five years.	UNDP, REN, other donors
		2c	Create a Strategic Plan for the Secretariat.	Steering Committee, Secretariat
		2d	As part of CSO capacity-building and to build trust, confidence, and project sustainability, consider providing a small section of the budget directly to the Secretariat to manage and utilise for project activities. Ensure stringent accountability processes are in place, and gradually increase the amounts provided as its confidence and management capacities strengthen.	UNDP, REN, other donors
		2e	Introduce dialogue on possible rotational representation in the Secretariat through different organisations, perhaps every two to four years, to enable capacity-building for smaller CSOs, foster deeper ownership and share the administrative burden. For transparency, election should be through open process (either election or internal advertisement). To ensure continuity, not all CSOs should be substituted at once, and care must be taken to maintain unity and avoid territorial thinking. The expertise honed by CSOs being replaced should be	Secretariat, CSO Platform

⁵⁷ The evaluators also recommend that at a minimum the Executive Summary is translated into Portuguese and widely disseminated among CSO Platform members and other partners. As a matter of transparency, it is also recommended that the summary and the full report are uploaded to the CSO Platform's website.

			recognised and utilised going forward.	
		2f	Improve clarity on the governance structures within the Secretariat including the overall roles of the Secretariat and the position of the CSO Platform Executive Director (and consider an official election process for the position going forward, through an open and transparent competitive process).	Secretariat, CSO Platform
	Steering Committee	3	Make clear the precise role of the Steering Committee and its meetings to increase its effectiveness and efficiency.	Steering Committee, Secretariat
	Government partners	4a	In addition to the Ministry of Justice, Labour and Constitutional Affairs, foster relationships with other relevant but currently less involved Ministries.	UNDP, Steering Committee, Secretariat
		4b	Foster a good relationship with the Government's Inter-Ministerial Task Force and provide capacity-building to enable better implementation of the UPR recommendations and support other state institutions.	UNDP, Steering Committee, Secretariat
		4c	Consider exploring with the Government the need for the provision of resources, including financial, to the national human rights institutions to ensure sustainability of project achievements.	UNDP, REN, other donors
Project partners	CSO Platform	5a	Contemplate the introduction/enforcement of a membership fee for CSO Platform members to help fund activities, taking care not to make it so onerous that some CSOs are excluded.	Secretariat
		5b	Conduct a countrywide mapping of human rights organisations to bring smaller CBOs to the CSO Platform and utilise their expertise.	Outsource to CSO/ Consultant
	Focal Points	5c	Pay provincial focal points (appointed through a democratic process by local CSO Platform members) a stipend for specified deliverables. Consider tasking provincial focal points to speak in local schools about human rights.	CSO Platform
		5d	Make space on the Secretariat for at least one CSO which has a representative who is a provincial focal point.	CSO Platform
		5e	Consider the value and role of possible future regional management bodies consisting of clusters of provincial focal points.	CSO Platform
Collaboration		6a	Map human rights priorities across provinces in order to adjust responses and activities.	Secretariat, CSO Platform
		6c	Enable better collaboration with CSOs specialising in human rights, and open dialogue with the Bar Association to identify synergies, avoid duplication and increase impact.	All partners
		6d	To guarantee project sustainability and accelerate Outcomes, diversify the project's funding base, including through innovative and more intentional collaboration with larger/international organisations and civil society-public-	All partners

			private partnerships.	
Decentralisation		7a	Advocate for the creation by the Government of Human Rights Committees at community level (to include provincial focal points), empowered to identify human rights abuses.	UNDP, Steering Committee, Secretariat, CSO Platform
		7b	Prioritise enabling the involvement of local communities in the next phase, particularly those from vulnerable or marginalised groups and in rural and hard to reach areas.	All partners
Implementation	Vision	8a	Recap on the UPR Process itself and all three Outcomes with CSO Platform members.	Secretariat, CSO Platform
		8b	Discuss and refine the project's Theory of Change, creating an infographic which includes the project's intended Outcomes for dissemination.	All partners
		8c	Adopt a full Logical Framework as a roadmap for the second project phase and to foster partner solidarity.	All partners
		8d	Clarify the project's target groups going forward, with possible adjustment or prioritisation following broad partner consultation.	All partners
		8e	Consider adding a fourth Outcome in the second project phase directed at tangible improvements in respect and protection for and fulfilment of human rights.	All partners
	Monitoring & accountability	9a	Train all CSO Platform members to access and utilise the Monitoring Matrix, including tabling a review of its effectiveness and efficiency, and plan to make its results regularly available to the Government. Ensure regular refresher training which should also be offered to empower new CSO Platform members.	UNDP, Steering Committee, Secretariat, CSO Platform
		9b	Consider regular Government and public disclosure of the Monitoring Matrix' findings for transparent measurement of progress. This could be done in real-time or quarterly/every six months.	Steering Committee, Secretariat
		9c	Renew efforts to bring community voices to national and international human rights fora by civil society, including the African Commission on Human and Peoples' Rights.	UNDP, REN, Steering Committee, Secretariat, CSO Platform
Training capacity-building		10a	Contemplate partnering with an existing centre for learning to increase the sustainability of ongoing training on thematic human rights issues to all partners. Alternatively, advocate for the Government to fund this through the National Human Rights Commission.	UNDP, Steering Committee, Government, REN, other donors
		10b	Prepare the Secretariat and the CSO Platform for future independence, fund management, and fundraising through robust financial literacy training.	UNDP, REN, other donors

		10c	Provide thematic human rights training to key local leaders in all provinces, perhaps utilising provincial focal points who should be trained up in advance.	UNDP, REN, focal points, CSO Platform
Awareness-raising		11a	Increase project and CSO Platform visibility, public awareness of human rights, and the UPR process through website creation and upload relevant project documents and information to aid transparency. Efforts should be made to include formats accessible to persons with disability wherever possible.	Outsource website creation
		11b	Simplify the UPR process and the project objectives for public consumption through the creation of a simple knowledge product. This could be a 1-2 page explanatory flier.	Secretariat
		11c	For transparency and awareness-raising, compile regular quarterly reports setting out all project activities. These should be uploaded to the new website in downloadable and accessible formats.	Secretariat
Dissemination		12a	Make better use of the UNDP's department of publicity to generate and widely disseminate reports.	Secretariat, CSO Platform
		12b	Forge intentional and positive relationships with the media to ensure nationwide awareness-raising of the project, its objectives and human rights generally.	UNDP
		12c	Provide a grant application mechanism for CSO Platform members with limited finances to pay for printing costs in order to disseminate website resources in more rural communities.	UNDP, Secretariat
		12d	In order to engage with a younger demographic, identify CSO Platform members with particular expertise in social media and utilise their skills to develop a stronger social media presence for the project.	Secretariat, CSO Platform members

Annex 1: Evaluation Findings

EQ No.	FINDINGS	
1.1:	The project was and continues to be relevant to the situation of human rights in Mozambique.	3.5: Outputs were relatively timely, with some delays due to challenges outside the control of the project. Consultees were generally happy with the quality of the outputs.
1.2:	The project contributed to the priorities of all stakeholders, including those of the Government of Mozambique.	4.1: It appears too early in the project for confidence that results, achievements and benefits will be durable. Persistence in meeting the three Outcomes along with increased Government ownership and diversification of donor funding in the next phase will maximise the changes of sustainability.
1.3:	The project was only indirectly informed by an inclusive approach to communities, women, youth and other vulnerable people through CSOs, it was too Maputo-centric, and not enough CSOs are involved at provincial level.	4.2: Key factors to improve project sustainability for all Outcomes are fostering partner understanding, commitment and ownership through increased collaboration, trust and solidarity, along with increased financial literacy for CSO Platform members and a broader donor partnership base.
1.4:	The strategy adopted and the inputs identified during the design phase were appropriate, and in retrospect appear to have been realistic and largely adequate for achievement of the intended results.	4.3: Essential project elements identified were transparency, continued partnership with the Government and CSO capacity-building, human rights training for local leaders, effective UPR recommendation monitoring, and improved dissemination of knowledge products. Other important elements were improved coordination between the UNDP and the Secretariat, careful planning and reflection, decentralisation, and fostering a common ownership of the project.
1.5:	The ToC has been partly achieved through civil society capacity-building and the development of a Monitoring Matrix.	
2.1:	Overall, there was satisfaction with the project management structure and staffing, although Steering Committee meetings could be more regular, effective and efficient. The project would benefit from more clarity on management roles and transparency in the selection of personnel for key positions, including the CSO Project Coordinator and the Secretariat. Rotating the membership of the Secretariat could provide important capacity-building for smaller CSOs.	4.4: Lessons were learned about management, partnerships and strategy. Key lessons were around the need for solidarity to ensure project ownership and commitment to Outcomes. Disunity arose from closed channels of communication, lack of clarity in management roles, late disbursements and competition for funds. Impact can be accelerated by project agility and better publicity.
2.2:	Overall, despite a volatile period with many challenges, including the restrictions necessary during a global pandemic, the majority of the stated outputs appear to have been met.	4.5: The best practices identified in the evaluation concerned ethos, strategy and implementation. The fact that an evaluation was conducted despite it not being mandatory was also observed to be a good practice.
2.3:	The project contributed significantly to the	4.6a: Recommendations for future support in Mozambique at

	achievement of Outcomes 1 and 2, but more work needs to be done, particularly with regard to Outcome 3.		meso level focused on engagement with the Government, advocacy and training for relevant government institutions. Discussion between the Government and the UNDP on the provision of support including financial resources to the national human rights institutions could help to ensure sustainability of project achievements.
2.4:	The key factors contributing to achieving outputs and outcomes were a spirit of openness, continuous dialogue, and broad participation and consultation, all of which have led to better coordination and partnerships.	4.6b:	Future support at macro level should involve continued CSO capacity-building (including representation of regional CSOs in the Secretariat), dissemination of knowledge products and increased community level engagement, complete the thorough mapping of human rights needs nationwide currently taking place, and tailor activities accordingly.
2.5:	It was not fully clear how well the M&E strategy was working, and more transparency with regard to this would be likely to benefit the project. An external audit made some recommendations to improve M&E, and these are in process.	4.6c:	Consultee recommendations for future support in Mozambique at the micro level focused on the need for more resources, increased strategic advocacy, and intensified capacity-building for CSO Platform members, particularly at the decentralised level.
2.6:	Since participants were clear that project implementation had mostly been effective, it follows that the strategy and tools are indeed effective.	5.1:	The project contributed significantly to improved coordination between all stakeholders on human rights issues, particularly civil society and government, including on the implementation of UPR recommendations. More coordination with other UN agencies in Mozambique could accelerate impact.
2.7:	While quality assurance processes existed, the extent to which they guaranteed quality deliverables was unclear. More transparency, including in relation to spending, would help to foster trust.	5.2:	The project has contributed significantly to building the capacity of civil society to follow up on the human rights situation in Mozambique, particularly through the creation of the Monitoring Matrix. Professionally developed, this is described as robust - but it is too early to say whether or not it will be effective.
3.1:	While resources (funds, human resources, time, expertise, etc.) have been allocated to achieve the relevant outputs and outcomes, it is difficult to know if these were utilised strategically. The UNDP should be more transparent in its financial processes and budgetary allocations.	5.3:	The project has significantly contributed to enhancing the dialogue between civil society, the Government of Mozambique, and communities to jointly address the human rights agenda in Mozambique. However, more inclusion and participation is needed at grassroots level.
3.2:	Project management capacities were rated as 'good' by most consultation participants, although there is clearly room for improvement since there were relatively few 'excellent' ratings. 3.3: The project did not appear to overlap with or duplicate other similar interventions.3.4: The project ran relatively smoothly, bolstered by an enabling environment created by an engaged and open Government of Mozambique.	5.4:	There was little clarity among consultees on the identity of targeted groups within the project. However, some positive impact on the lives of both women and those living in rural areas was cited. More participation and awareness-raising in communities is essential.
3.4:	The project ran relatively smoothly, bolstered by	5.5:	The only unexpected impact identified by consultees

	an enabling environment created by an engaged and open Government of Mozambique.		that had arisen from the project was positive. However, competition between CSO members and relatively limited funding for such a large project had led to some minor disagreements and resentment.

Annex 2: Terms of Reference

Post Title: Final Evaluation of the CSO/UPR Project

Agency/ Project Name: Improving the Implementation of the Universal Periodic Review Recommendations in Mozambique through Strengthening the Monitoring Role of Civil Society

1. BACKGROUND AND CONTEXT

Mozambique has ratified most international and regional human rights instruments and mechanisms that define the human rights normative standards. Implementation on the ground has however lagged. Advocacy for policy and law reforms to bring the national legal framework in line with international best practices in promoting and protecting human rights is necessary. Human rights related to vulnerable groups and minorities such as women, children, people with disabilities, sexual minorities, albinos, prisoners, and local communities have largely remained unrealized.

The UPR mechanism was created through the UN General Assembly on 15 March 2006 by resolution 60/251, which established the Human Rights Council itself. The UPR is a unique mechanism of the UN, which involves a review of the human rights records of all UN Member States. The UPR is a State-driven process, under the auspices of the Human Rights Council, which provides the opportunity for each State to declare what actions they have taken to improve the human rights situations in their countries and to fulfil their human rights obligations. It allows states to review and make recommendations for human rights development in other states once every four to five years and receive recommendations in turn. While the UPR is a State led initiative, CSOs are through this process provided with a crucial opportunity to directly engage and cooperate with the government on pressing human rights issues.

During the 1st cycle of UPR 2011-2015, the Government of Mozambique accepted 161 recommendations out of a total of 169. An Action Plan for UPR was then developed and implemented by the Government which had an Operational Matrix of the UPR recommendations as a tool to monitor, evaluate and report. In 2013, when the Government presented the mid-term review, the report concluded that the implementation progress was of about 49% of the recommendations. The Final Report submitted to the UNHRC in 2016 concluded that the achievement on the implementation was of about 90%, with the remainder in progress status. However, there was a sense among CSOs that the Indicator of Success presented by the authorities as well as the methodology and parameters used to achieve that indicator were not realistic and due to lack of parallel or shadow monitoring system by the civil society, the results presented by the government could not be questioned.

Following the II Cycle UPR to the Government of Mozambique in January 2016, the Ministry of Justice, Constitutional and Religious Affairs began drafting the new National Action Plan for the implementation of the II Cycle UPR recommendations for the period 2017-2020, with collaboration of other stakeholders, including CSOs. Out of the 210 recommendations of the 2nd cycle of the UPR to Mozambique by the HRC, the Government has accepted 180 and noted 30. This Project sought to improve the implementation of the UPR recommendations by the Government of Mozambique, through strengthening of the capacities of the CSOs to:

- a) monitor the implementation of the recommendations accepted by the Government during the 2nd Cycle UPR, and
- b) engage constructively with the Government to advocate for their increased commitment in respecting its Human Rights obligations.

The project logic assumes that once Civil society has adequate tools and capacities, including enabling regulatory framework, this will lead to improved UPR implementation through increased follow-up and pressure of civil society to Government.

The theory of change, coupled with UNDP's experience working in the field, the lessons learnt from

the first UPR cycle and the strategic approach of aligning with Government policy documents, has suggested the following interlinked project areas:

- a) improved coordination of Civil Society and Government's work towards implementation of the recommendations of the second cycle UPR mechanism;
- b) Civil society is empowered to effectively follow up the human rights situation in the country;
- c) Voices from the communities are consistently brought to national and international human rights fora by civil society.

The project started in January 2018 and ended in December 2020. The total budget of the project is of US\$ 1,156,631 and UNDP resources. The project was implemented through NGO Implementation Modality. Liga dos Direitos Humanos was the implementing partner in representation of a Secretariat of CSOs. (LDH coordinator of the Secretariat; Justa Paz (Fair Peace); MULEIDE (Women, Law and Development); Instituto de Educação Cívica Eleitoral (FECIVE); Coalizao da Juventude (Youth Coalition) and Lambda (Organization of sexual minorities). The Project Implementation Unit was housed in UNDP office. The Steering Committee of the project is co-chaired by the Ministry of Justice, Constitution and Religious Affairs, the Ministry of Foreign Affairs, UNDP, the Donor (s) and the CSO Coalition, represented by the Secretariat

2. OBJECTIVE OF THE ASSIGNMENT/SCOPE OF SERVICE

The end of project evaluation is a corporate requirement of UNDP, and it was planned in the Project Document. The evaluation will inform the project about key results, challenges faced, best practices and lessons learned as well as assess risk and response to the COVID 2019 impact - and mitigation. The evaluation will cover all activities undertaken in the framework of the project. The evaluators will compare planned outputs of the project to actual outputs and assess the actual results to determine their contribution to the attainment of the project objectives. The evaluation is intended to identify weaknesses and strengths of the project design and implementation strategy by evaluating its relevance, efficiency, effectiveness, sustainability, and impact, as well as assessing the project outputs and outcomes. It will collate and analyse lessons learned, challenges faced, and best practices obtained during implementation period (from January 2018 to December 2020).

3. EVALUATION QUESTIONS

3.1. **Relevance** (The design and focus of the programme)

- 3.1.1. To what extent was the project relevant to the situation of human rights in Mozambique?
- 3.1.2. To what extent did the project contribute to the priorities of CSOs, the Government of Mozambique and other human rights stakeholders?
- 3.1.3. To what extent was the project informed by an inclusive approach to enhance the participation of communities, women, youth and other vulnerable people?
- 3.1.4. Was the strategy adopted and inputs identified, realistic, appropriate and adequate for achievement of the results?
- 3.1.5. Does the project continue to be relevant to the national priorities in the area of governance and human rights?
- 3.1.6. Was the theory of change of the project achieved in any point?

3.2. **Effectiveness** - (The management processes and their appropriateness in supporting delivery)

- 3.2.1. Was the project management structure and staffing effective and efficient to produce the required results?
- 3.2.2. To what extent have the stated outputs being met?
- 3.2.3. What is the project contribution to the stated outcomes?
- 3.2.4. What factors have contributed to achieving or hindering achievement of the intended outputs and outcomes?
- 3.2.5. Was the formulated M&E framework suitable to monitor and support the implementation of the targeted results?

- 3.2.6. Were the strategies and tools used in project implementation effective?
- 3.2.7. Were the quality assurance suitable to guaranty the quality of deliverables?
- 3.3. **Efficiency** (Of Project Implementation)
 - 3.3.1. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve the relevant outputs and outcomes?
 - 3.3.2. Were management capacities adequate?
 - 3.3.3. Did the project's activities overlap and duplicate [with] any similar local interventions (funded nationally and /or by other donors?
 - 3.3.4. What were the strengths, weaknesses, opportunities, and threats of the project implementation process?
 - 3.3.5. Did the project delivered the outputs in time and whit required quality?
- 3.4. **Sustainability**
 - 3.4.1. Are the Project results, achievements and benefits likely to be durable?
 - 3.4.2. What are the key factors that require attention in order to improve prospects of sustainability of the Project outcome and the potential for replication of the approach?
 - 3.4.3. What elements of the project (in order of priority) should continue ?
 - 3.4.4. Describe the main lessons that have emerged.
 - 3.4.5. Are there any potential best practices that can be replicated in other projects?
 - 3.4.6. What are the recommendations for similar support in future?
- 3.5. **Impact**
 - 3.5.1. To what extent did the project contribute to improve the coordination between the Civil Society, Government, and other human rights stakeholders in Mozambique onto implementing the recommendations of the second cycle of UPR mechanism?
 - 3.5.2. To what extent did the project contribute to build the capacity of the Civil Society to effectively follow up on the human rights situation in Mozambique?
 - 3.5.3. To what extent did the project contribute to enhance the dialogue between Civil Society, the Government of Mozambique, and communities to jointly address the human rights agenda in Mozambique?
 - 3.5.4. What is the impact of the intervention for the targeted groups, and particularly for women and rural areas?
 - 3.5.5. Was there any unexpected impact resulting from the intervention?

4. METHODOLOGY AND TIMEFRAME

Under the overall supervision of the responsible officer of UNDP Mozambique, the Consultant will be responsible for the evaluation covering all activities as outlined in the framework of the project. The evaluator is expected to frame the work using the criteria above listed of relevance, effectiveness, efficiency, sustainability, and impact and to apply the following approached in the elaboration of a detailed methodology that clarifies how the objectives of the evaluation will be met:

- 4.1. Briefing with UNDP Senior Management and programme staff.
- 4.2. Desk Review of relevant documents including Project Document, Annual Work Plans, reports produced during the life cycle of the project, and other relevant documentation. The project team will provide these documents to the selected evaluator.
- 4.3. Consultation meetings/interviews with key staff involved in management and implementation of the project. Interviews will be held with the following organizations and individuals:

Ministry of Justice, Constitution and Religious Affairs
 CSO-UPR Secretariat
 National Human Rights Commission
 Ombudsman Office
 Ministry of Foreign Affairs and Cooperation
 CSOs
 Development Partners Royal Embassy of Norway
 Parliament (First Commission)
 Project staff (former and current)
 UN Resident Coordinator, UN agencies

UNDP Resident Representative and Deputy Resident Representative
UNDP Head of Governance and Social Cohesion Unit

4.4. Debrief and presentation of findings to UNDP and project stakeholders.

5. Requirements for Experience and Qualifications

The evaluation will be conducted by two external independent consultants, one international (team leader) and one national expert, who shall meet the following requirements and experience:

Team Leader:

Mandatory Requirements

Human Rights or any other relevant field

Minimum 15 years of experience in human rights, Sustainable development, CSO empowerment, Civic Space and Civil Society Participation in democratic governance.

Previous experience in project management, program development, particularly on capacity building projects for CSOs, human rights, justice sector reform.

Demonstrated knowledge and experience working with international and/or regional human rights mechanisms, particularly on the Universal Periodic Review

Demonstrated understanding of human rights monitoring and reporting processes, monitoring, and evaluation.

Previous experience of evaluation of Human Rights Projects, particularly in Saharan Africa is strongly desired

Fluency English and good understanding of Portuguese desired.

Corporate Competencies:

Demonstrates integrity by modeling the UN's values and ethical standards (human rights, tolerance, integrity, respect, and impartiality).

Promotes the vision, mission, and strategic goals of UNDP.

Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.

Functional Competencies:

Consistently approaches work with energy and a positive, constructive attitude

Strong interpersonal and written and oral communication skills.

Has ability to work both independently and in a team, and ability to deliver high quality work on tight timelines.

National Consultant

Mandatory Requirements

Advanced degree in human rights, political science, international development, or related field.

At least 7 years of experience in the area of human rights, sustainable development, capacity development of CSOs.

Demonstrated understanding of human rights monitoring and reporting processes, monitoring, and evaluation.

Previous experience of evaluation of Human Rights projects is strongly desired.

Demonstrated knowledge of the situation of human rights and CSOs in Mozambique.

Native Portuguese level and Fluency English is mandatory.

6. DUTIES AND RESPONSIBILITIES

[The international consultant will] [I]lead the work of the national consultant.

Design the detailed scope and methodology (including the methods for data collection and analysis) for the report.

Review documents.

Data collection.

Actively engage the project stakeholders and leads consultations and presentations of findings.

Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the review described above) for the report.

7. EVALUATION ETHICS

This Evaluation will be conducted in accordance with the principles outlined in the Ethical Guidelines for Evaluation (UNEG 2008) and the consultants need to use measures to ensure compliance with the evaluator code of conduct (e.g. measures to safeguard the rights and confidentiality of their sources, provisions to collect and report data, particularly permission (consent) is needed to interview or obtain information about children and young people.

8. EXPECTED OUTPUTS AND DELIVERABLES

During and after the consultancy, the consultants shall provide:

a) Inception report:

detailing the evaluator's understanding of what is being evaluated, why it is being evaluated, and how (methodology) it will be evaluated. The inception report should also include a proposed schedule of tasks, evaluation tools, activities, and deliverables.

b) 1st draft report: this report should highlight the findings of the consultation processes, which the consultant will present to UNDP and the project stakeholders.

c) Final Report: which will include the findings of the evaluation and of the consultation process. The report will have the following components:

- Executive summary
- Introduction
- Description of the review methodology
- Political and development context
- Key findings
- Lessons learned
- Recommendations
- Annexes: mission report including field visits, list of interviewees, and list of documents reviewed.

Annex 3: Methodology

The evaluation was conducted in accordance with the principles and code of conduct within the UN's Ethical Guidelines for Evaluation (UNEG 2008) and the evaluators obtained the informed consent of all participants and used measures to safeguard the rights and confidentiality of all consultees.

The evaluation was conducted via four phases: inception, data collection, data analysis and processing, and synthesis and reporting. Following the onboarding meeting on 27 June 2022 at which the two evaluators were introduced, collaborative work was undertaken to further define the goals, methods and timelines for the evaluation through document review and online and email discussions. Due to difficulties in scheduling the introductory meeting which could have explored the proposed methodology prior to development, it was agreed that the evaluators would hold a full collaborative workshop with extra time for introductions to validate the Inception Report and the Methodology. The use of a real-time participatory Jamboard - with extra time for participation after the workshop had concluded – ensured that attendees had time for reflection before giving their input. This course prevented delay in the development and finalisation of data collection tools, and served as a thermometer for the evaluators to better understand the perception of the Secretariat and highlight the priority evaluation questions. It also enabled a modest reduction of the sizeable number evaluation questions (twenty-eight).

The evaluation applied a mixed-methods data collection approach, using quantitative and qualitative methodologies. The methodology had four phases: an inception phase, a data collection phase, a data analysis and processing phase, and finally, a synthesis and reporting phase. The Evaluation Methodology Matrix can be found in Annex 11 of this report. As much as possible, the evaluators utilised a consultative and participatory approach with the UNDP, the Secretariat and the Steering Committee. Interview and FGD questions were semi-structured and therefore adaptive to ensure the voices of all those participating and their particular concerns, thoughts and desires were heard. While a qualitative approach was central to the evaluation, findings were triangulated through a partnership survey and readily available secondary quantitative data considered useful.

The evaluators compared planned project outputs with actual outputs, and assessed the degree to which project results had contributed to the attainment of objectives. Weaknesses and strengths of the project's design and implementation strategy have been identified through quality indicators to evaluate their relevance, efficiency, effectiveness, sustainability, and impact. An assessment was also undertaken of the project's outputs and outcomes and the degree to which they were attained. The Final Evaluation Report includes feedback from the Secretariat as ascertained through email feedback, although the evaluators retained the final say on content to maintain independence and the integrity of findings and recommendations. The Final Evaluation Report will be shared with the Secretariat and the Steering Committee and the evaluators will present key findings within a final online presentation and answer any questions.

DATA COLLECTION

Tools and instruments were developed for data collection in order to conduct an analysis of the outcomes, outputs, lessons learned, challenges faced, and best practices during the project implementation period (January 2018 to July 2022). These tools were translated by the national consultant into Portuguese and were finalised once the Methodology was validated. The tools, based on the five criteria of relevance, effectiveness, efficiency, sustainability, and impact, were utilised in key informant interviews, focus group discussions, and a partnership survey.

I. Desk Review

This included secondary data provided by the UNDP (qualitative and/or quantitative information including a Concept Note, project documentation, Annual Work Plans, reports produced during the project's life cycle, etc.) and a selection of other relevant reports (including UPR reports) located via internet searches. A full list of the documents reviewed can be found in Annex 6.

II. Key Informant Interviews

Key informant interviews (KIIs) were conducted online by the international consultant and in person where possible by the national consultant (and otherwise online). The Program Analyst (Rule of Law) at the UNDP's Governance and Social Cohesion Unit, Rolando Baratta, provided the evaluators with a list of 22 suggested interviewees. Further names were requested to mitigate against drop-out and to avoid bias. While the evaluators did have the final say on who was invited for interview, not everyone invited responded or attended.

III. Focus Group Discussions

It was agreed following the inception report validation workshop that two in-person focus group discussions (FGDs) in Maputo should take place with CSO Platform members, facilitated by the national consultant. The Secretariat was asked to select 8-12 CSO Platform members particularly involved in the project to participate in each of the two Maputo FGDs. In fact, numbers were lower than anticipated. All FGDs were conducted in Portuguese to maximise communication and enrich response capture.

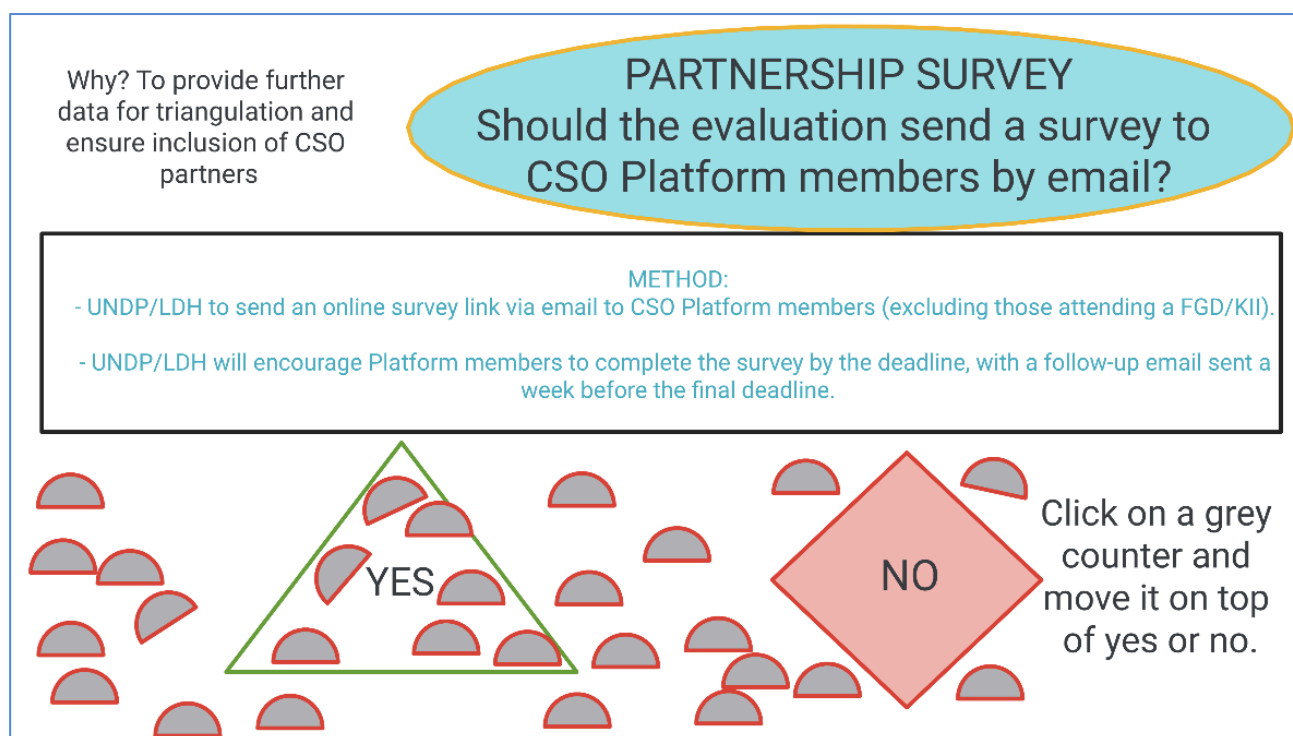
In addition to running two FGDs in Maputo, the evaluators planned two regional FGDs. At the participatory Inception Report and Methodology Validation Workshop, participants selected two of the five regions where regional focal points had been appointed. Initially, Nampula and Sofala were selected. However, through a process that was unclear to the evaluators, during the evaluation the selected regions were changed by the Secretariat to Tete and Cabo Delgado. It is understood that this was due to the particularly challenging human rights context in these two areas. Inclusion of the regions was essential to ensure that the voices of those on the ground were heard, but there was no travel budget available to the evaluators. Thus, to mitigate, online training was provided by the national consultant to the focal points for Tete and Cabo Delgado and two note-takers from those regions via

a data collection Protocol developed by the international consultant. This enabled those trained to conduct the regional FGDs on behalf of the evaluators.

IV. Partnership Survey

The Steering Committee members who attended the online Inception Report and Methodology Validation Workshop felt strongly that it was important to offer CSO Platform members the opportunity to complete a partnership survey.

Fig.12: Slide from participatory Jamboard at Inception Report and Methodology Validation Workshop



In order to avoid duplication of data, the partnership survey could not be sent out until all participants in KIIs and FGDs were known. As there was a risk that there might be different attendees (fewer or more) than those invited, it was not possible to send out the survey until after all four of the FGDs had taken place. A link to a partnership survey was emailed (in Portuguese) to all CSO Platform members who had not participated via a KII or a FGD. This could not take place until after the final regional FGD to avoid duplication of evidence. A final response date was included in the email. Only four responses were received by this time, so a reminder email was sent out with a final cut-off date. Once the cut-off date was reached, the quantitative data capture was closed for responses. Three responses were received by that date, and all feedback received was analysed and included in the evaluation. However, the low participation rate means that the data is not statistically relevant. It was helpful to triangulate the other data.

- Desk-based review of relevant programmatic documents.
- An online methodology validation workshop with key UNDP staff and the CSO-UPR Secretariat.
- 20-30 key informant interviews (or until saturation is reached) consisting of around 10 high-level stakeholders and around 10 CSO stakeholders. Such stakeholders are to include:
 - Relevant UNDP project staff (past and present);
 - UNDP Resident Representative and Deputy Representative Coordinator for Mozambique;
 - UNDP Head of Governance and Social Cohesion Unit;
 - Relevant staff from other UN agencies;
 - Government representatives (from Ministry of Justice, Constitution and Religious Affairs, Ministry of Foreign Affairs and Cooperation, First Commission of Parliament, National Human Rights Commission, and Ombudsman's Office);
 - Royal Embassy of Norway (donor and development partner);
 - CSO-UPR Secretariat; and
 - Key staff from the NGO Implementation Modality (both decision-makers and implementing staff).
- 1-2 participatory FGDs with members of the CSO Platform in Maputo, plus 2 in-person FGDs at the decentralised level to include a mix of attendees from the CSO Platform, focal points, community members and grassroots activists.
- Participatory Survey for CSO Platform members who did not attend a KII or FGD.

Annex 4: Evaluation Limitations

The evaluators did not run into major difficulties when conducting this final Evaluation. However, a few limitations should be pointed out, as they impacted the way in which data collection took place. However, limitations were on the whole adequately mitigated, and none of the limitations are thought by the evaluators to have impacted on the quality of the data or its subsequent analysis.

PARTICIPATION IN THE METHODOLOGY SELECTION

Due to difficulties in finding a timeslot to schedule an online introductory meeting with the Steering Committee and Secretariat to discuss the methodology before validating the Inception Report, it was decided to hold a participatory Methodology Workshop. Unfortunately there was a low turnout, with fewer than ten participants. The evaluators used a participatory Jamboard for real-time input on the methodology, but most attendees were unfamiliar with the technology and concept. To mitigate the limited participation, after the meeting, participants were given several more days to log on in their own time in order to make their choices on various aspects of the methodology. However, even with several shifts in the deadline, participation remained very low. In retrospect, a professional translator might have assisted with the technical operation of the Jamboard. However, management appeared content with the methodology.

TIMEFRAME

The evaluation became quite a drawn out process and accordingly lost some momentum. The timeframe for the evaluation lengthened as it proved more difficult than expected to schedule KIIs and FGDs for data collection. This was compounded by the fact that there were some time-zone differences between the international consultant and interviewees. Electricity outages and connectivity issues also proved disruptive from time to time. Furthermore, several key stakeholders did not respond to email invitations at all, despite follow-up. Nonetheless, despite these challenges the evaluators were able to conduct the majority of interviews and FGDs. Disappointingly, however, there was limited involvement of government representatives.

NUMBER OF PARTICIPANTS

The evaluators had sought to interview between twenty and thirty key informants as a sound number from which to draw conclusions (intended to include at least ten high level stakeholders and at least ten CSO Platform members), expecting a small dropout rate. A total of thirty key informants were invited for an interview. However, not all invitees responded to the evaluators' invitations and follow-up requests, and/or were too busy to participate. Despite various attempts made to rally participants, this lack of responsiveness hampered the collection of qualitative data from high-level stakeholders, such as key members of the Government of Mozambique and the UN. The final tally was only fourteen key informants.

However, it should be noted that at the request of the UNDP, some of KIIs contained more than one person from the requisite organisation. Not all attendees contributed equally. As some interviews were conducted in English by the international consultant, those less proficient in the language usually took a back seat. Thus, interviews in English may have limited the breadth of responses in these and other cases. Furthermore, due to busy schedules, not all key informants were able to attend the entirety of the interviews. This was compounded by the very large number of evaluation questions. The evaluators attempted to mitigate this by sending the rest of the questions by email. Most, though not all, key informants did complete these in writing. It is worth considering a leaner and more targeted list of review or evaluation questions for any future mid- or end-term evaluation of the second phase.

Fourteen key informant interviews is a relatively low number from which to produce reliable findings. Nonetheless, the fact that more than one person actually attended several such interviews means that in the end the evaluators are content that their findings are meaningful, and in any event the key informant data was triangulated with data from the four FGDs and the partnership survey.

Two FGDs were conducted in Maputo. The Methodology had anticipated between eight and twelve CSO Platform members to be invited, but in the end both of these FGDs contained only seven and eight participants respectively. Having said that, the quality of the data collected was high. In terms of the two regional FGDs, the Methodology included an intention for twelve to sixteen participants to include a mix of attendees from the CSO Platform, focal points, community members and grassroots activists. In the end, participants at each of these FGDs consisted only of CSO Platform members, and fewer than anticipated (eight in Tete and ten in Cabro Delgado). Nonetheless, such members are at the same time members of their respective communities, and so the voices of people living in more rural communities have been included. The participation of those who had not been directly involved in the project could have enhanced the richness of the data collected and shone a light on the effectiveness of Outcome 3 in particular.

In terms of the partnership survey, only seven out of a possible 77 CSO Platform members responded, despite two reminders. This was not only disappointing, but also concerning. However, the responses contained useful additional information and triangulated the data collected from the key informant interviews and FGDs.

IN-PERSON ENGAGEMENT

Unfortunately there was no budget for the evaluators to travel personally to conduct interviews and FGDs. The national consultant conducted a number of in-person interviews, whereas the international consultant conducted them online. Since the latter were in English, at times this impacted on the quality of responses. Nonetheless, this was mitigated by the fact that in all interviews where a key informant was not proficient in English, they were accompanied by a fellow representative who felt more comfortable in the language.

Given the lack of travel budget, members of the CSO Platform conducted the two regional FGDs themselves, following training by the evaluators. The data feedback received from the

two regions was of good quality, and therefore the evaluators are confident that these were well facilitated. Nonetheless, there is always the possibility of unintentional (or intentional) bias on behalf of the facilitators.

PRIMARY QUANTITATIVE DATA

A partnership survey was launched for members of the CSO Platform who had not participated in KIIs or FGDs. These were translated into Portuguese to maximise inclusiveness and communication. The aim was to add quantitative data and enrich the quality of data. To avoid duplication of data through accidental invitations to those who had already provided input into the evaluation through a KII or FGD, the survey could not be sent out until after all other data collection had ceased. The regional FGDs were significantly delayed, and this left a short window for survey response collection. However, as commonly occurs with the use of surveys, responses were limited, even when two reminders were sent out. This could perhaps be due to the end of year period, which tends to be very busy for most organisations, combined with the relatively short timeframe for survey response. Other unknown factors could have also played a role. The evaluators noted that numerous email addresses for CSO Platform members were either incorrect or no longer in use, as bounce-back emails were received. Unfortunately despite several reminders and deadline extensions, only seven responses were received. The response rate is inadequately robust to enhance data analysis quantitatively, and therefore the input was used to enhance and triangulate qualitative findings.

PERIOD UNDER EVALUATION

The evaluation only covered phase one of the project and did not review the six-month bridging period. A project report was imminent while the evaluation was taking place, but this was not received by the evaluators in time for it to be taken into account.

Annex 5: Jamboard Results

The Table below records the opinions on various aspects of the methodology collected by Jamboard at (and following) the online participatory Inception Report & Methodology Validation Workshop on 18 July 2022. Unfortunately there was a low turnout at the meeting, and only seven of approximately ten attendees contributed to the Jamboard. Furthermore, not all participants contributed to every Jamboard question.

Slide	Evaluation Element	Results	Yes	No	Conclusion/Action
3	FGDs in Maputo		6	-	Maputo FGDs are considered important
3	FGDs in regions		3		Regional FGDs are considered quite important
4	Should Maputo FGDs be in person? ⁵⁸		5	1	Maputo FGDs should be in person
5	Should regional FGDs be in person?		4	2	Regional FGDs should be in person
6	2 sample FGD regions	Sofala Nampula Gaza	3 2 1		Sofala and Nampula should be the 2 sample FGD regions
7	Confidence in utilising CSO partners for regional FGDs ⁵⁹		2	-	There was no lack of confidence in utilising CSO partners to facilitate FGDs following appropriate protocol training
8	Most important target groups	Youth leaders General population Community leaders Women's groups/networks CSOs	3 3 2 2 2		There was little difference in the importance of target groups, but the rural population, community courts, those living in poverty and church leaders were not considered as important
9	Survey ⁶⁰		6	-	A survey should be used for quantitative data collection to triangulate findings
10	Relevance criteria	Q1.1 Q1.2	2 3		The relevance of the project to human rights in Mozambique and its alignment with stakeholder priorities should be an evaluation focus
11	Relevance Qs	Maputo FGDs Regional FGDs KIIs	4 3 2		Questions on relevance should be asked in FGDs
12	Effectiveness	Q2.3	2		There was a marginal

⁵⁸ 1 person thought online FGDs would be adequate, and 1 person labelled them as important. It was unclear which was considered important – having regional FGDs, or holding them online.

⁵⁹ Only 2 people felt confident, but no-one indicated a lack of confidence.

⁶⁰ No-one considered the survey to be unimportant.

	criteria ⁶¹	Q2.4	2		preference for a focus on the project's contribution to outputs and factors preventing or facilitating their achievement and those of outcomes
13	Effectiveness Qs	Maputo FGDs	1		Questions on effectiveness should be asked in KIIs
		Regional FGDs	1		
		KIIs	2		
14	Efficiency criteria	Q3.1	2		The adequacy of project management should be the main evaluation focus, with whether resources have been used efficiently to meet outputs and outcomes a secondary focus
		Q3.2	4		
15	Efficiency Qs	Maputo FGDs	2		Questions about efficiency should be asked in KIIs
		Regional FGDs	2		
		KIIs	3		
16	Sustainability criteria	Q4.5	2		Recommendations for future projects in Mozambique should be the main evaluation focus, with best practices a secondary important consideration
		Q4.6	3		
17	Sustainability Qs	Maputo FGDs	4		Questions on sustainability should be asked in FGDs
		regional FGDs	3		
		KIIs	2		
18	Impact criteria	Q5.1	3		The evaluation's focus should be on the degree to which the project enhanced stakeholder coordination and CSO capacity-building, and whether dialogue was improved should be another consideration
		Q5.2	3		
		Q5.3	1		
19	Who should be asked Impact Qs?	Maputo FGDs	4		Questions on impact should be asked in FGDs
		Regional FGDs	4		
		KIIs	2		

⁶¹ There were only 2 votes recorded on effectiveness.

Annex 6: Documents Reviewed

No.	Document	Date
1	Annual Activity Report 2018 of the CSO/UPR Project, February 2019	2019
2	Annual Progress Report 2020 of the CSO/UPR Project, January – December 2020	2020
3	Citizens' Perceptions Report Government	2020
4	Collection of Reports of Mozambican Civil Society to the Third Cycle of the Universal Periodic Review Mechanism for Human Rights 2021	2021
5	Concept Note Program Expansion (UPR Human Rights), 24 November 2021	2021
6	CSO Evaluation of the UPR II Cycle	2020
7	CSO/UPR Project Annual Progress Report 2019 of the CSO/UPR Project, January 2019 – December 2019	2020
8	Design Quality Assurance Report, UPR/CSO	2020
9	Dispatch of joint appointment of provincial focal points	2022
10	Evaluation Report of Implementation of Recommendations of the II Cycle of Universal	2020
11	Final Report of the UPR Project, January 2018 –December 2020	2020
12	First Cycle UPR Reports (National Report, Compilation of UN information, Summary of Stakeholders' information)	2011
13	Lessons Learned Report (UPR) 2	2011
14	MJRC III Cycle Submission	2021
15	Monitoring Strategy for the 3rd MRPU Cycle Recommendations & Action Plan for the 3rd MRPU Cycle -2022 to 2025 (3)	2021
16	Organogram – FMMRPU	-
17	Periodic Review of the UN on Human Rights in Mozambique 2016-2019/20, May 2020Project Gazette, SERIE 2022 Human Rights	2022
18	Practical Guide for Civil Society	2014
19	Project Document, Improving the implementation of UPR recommendations in Mozambique through Strengthening the Watch Dog role of Civil Society	2016
20	Second Cycle UPR Reports (National Report compilation of UN information, summary of stakeholder's information, outcome)	2016
21	Sexual Harassment Policy in the Workplace	-
22	Terms of Reference 1st National Mapping on the State of Human Rights in Mozambique – 2022: in the context of decentralization, violent extremism, climate crises and the recommendations of the 3rd Cycle of the MRPU in Mozambique	2022
23	Third Cycle UPR Reports (National Report, Compilation of UN information, Summary of Stakeholders' information, Outcome	2021

Annex 7: List of Consultees

Key Stakeholders who participated in the consultation		
No.	Name	Organisation
1	Abudo Gafuro	Kuendeleya
2	Albachir Massacar	MoJCRA
3	Alberto Manhique	CSO/UPR Secretariat
4	Ana Mesquita	OHCHR
5	Ana Nemba	MoFAC
6	Anabela Amelia Victoria Lucas	ARV
7	Anabela Francisco Mugabe	CDD
8	Anabela Jaime	ASSODHT
9	Antonio Boene	Parliament (First Commission)
10	António Mate	Obervatorio Cidadao Para Saude
11	Aurélío Capito	OREMO
12	Carlos Tembe	CAR-SCM
13	Danilo Antonio Mairoce	PLASOC
14	Danilo dos Santos Fazenda	Kuthandizaazinge
15	Dário de Sousa	LAMBDA
16	Dr Eleuterio Fenita	CSO Platform Member
17	Dr. Jaime Jose Mabota	CSO/UPR Secretariat
18	Dra. Telma Tonela	CSO/UPR Secretariat
19	Edson Fernando	ASSODHT
20	Egidio Sigauque	UNDP
21	Estado Unaine	Cislamo
22	Estrela Bila	YWCA
23	Fátima Issufo	Etica Cidadania
24	Felizarda Malene	Galamukani
25	Filomena David Motiane	JustaPaz
26	Flavia Nicolau	Promura
27	Francisco Paulo Ulati	Ass. Cultural Mchnddzu
28	Francisco Roquette	UNDP
29	Gilberto Norte	RNE
30	Graça Nhate	MoJCRA
31	Habiba Rodolfo	UNDP
32	Isac Chande	Ombudsman Office

33	Isac J.Taibo	Moz Facilit
34	Ismael Issagy Mussagy	Amai
35	Joao Fanheiro	Mozion
36	Jose Capote Abreu	RNE
37	Júlia Paulo	AAAJC
38	Julio Calego	CSO/UPR Secretariat
39	Marcelo Kantu	AMODEFA
40	Miquelina David Fumo	Semeia Sorriso
41	Mirza Cristina	Onelela
42	Neves António	Associação Coalizão
43	Rafa Joaquim	CI
44	Rafa Valenete Machava	CSO/UPR Secretariat
45	Raimundo Francisco Cuava	ASS. ANOE
46	Ricardina Mandala	Sam Com
47	Rolando Baratta	UNDP
48	Rosa Langa	UNDP
49	Sabur Língua	Cislamo
50	Samariel Ubisse	FAMODE
51	Saquina Filimone Mucavele	MMMR
52	Saquina Mucavele	MMMR e MuGeDe
53	Simão Tila	CSO/UPR Secretariat
54	Simone Brito Osumane Mamudo	ACRIAJUDA
55	Sousa Gonçalves Chele	CSO/UPR Secretariat
56	Verónica Tomas	Projectos Sociais IA
57	Virgínia Maria de Jesus	LDH Pemba
58	Wiliamo Tomas Savanguane	CSO/UPR Secretariat

Annex 8: Partnership Survey

Evaluation of the UPR/CSO Project ('Improving the Implementation of the Universal Periodic Review Recommendations in Mozambique through Strengthening the Monitoring Role of Civil Society').

As you are a valued member of the CSO Platform in Mozambique, your participation in this questionnaire is kindly requested. This questionnaire will take approximately 30 minutes to complete. Responses are to be completed on this form, and they are required by no later than 21 November 2022.

The CSO/UPR Project in Mozambique, which ran between January 2018 and December 2020, was aimed at improving governmental implementation of Universal Periodic Review (UPR) recommendations. Funded by the Embassy of Norway in Maputo and the UNDP, the project was initially implemented through Liga dos Direitos Humanos (LDH), and then by a Secretariat of CSOs. A project Steering Committee was co-chaired by the Ministry of Justice, Constitution and Religious Affairs, the Ministry of Foreign Affairs, UNDP, the Royal Embassy of Norway and the CSO Coalition (represented by the Secretariat). The project is managed by the UNDP in Maputo.

UNDP has hired two consultants to conduct an independent project evaluation assessing the strengths and weaknesses of the project and whether or not it has carried out all intended activities (outputs) and met its intended objectives (outcomes). The evaluation will be conducted through an assessment of five quality criteria: relevance, efficiency, effectiveness, impact and sustainability. The consultants would be most grateful for your input into the evaluation. All information will be kept confidential by the evaluators and all answers quoted in the final report will be anonymous.

The consultants thank you for your kind participation.

1. Please give 3 words which come to mind when you think about the UPR/CSO project.
2. How important do you think this human rights project was for Mozambique? Extremely/quite/not very/not at all.
3. Please read through the 3 outcomes (objectives) which the project hoped to achieve, and rank these 3 project outcomes in order of most relevance to Mozambique, in your opinion [*with 1 being the most important and 3 being the least important*].
4. Do you think there has been progress on all 3 of these of the project's outcomes? Yes/No
5. Which of the 3 outcomes do you think there has been the most progress on? Please explain your answer.
6. Which of the 3 outcomes do you think there has been the least progress on? Please explain why you think this.

7. Were there any other projects or factors which resulted in progress on the project's objectives, other than this particular project? (E.g., was another initiative at national or regional level more instrumental or impactful than the UPR/CSO project in relation to outcomes 1-3?) If so, please tell us which ones, and how they led to such progress.
8. Did any project activities overlap with or duplicate activities carried out by other similar national or international initiatives? If so, please tell us a bit about them.
9. Please name 3 of the project's target groups.
 - (a) First target group:
 - (b) Second target group:
 - (c) Third target group:
10. Bearing in mind that the project is aimed at advancing the implementation of the UPR recommendations through CSO capacity-building:
 - (a) Do you think the project so far has resulted in any improvements in the human rights women? Yes/No, it's too early on in the project
 - (b) If yes, can you give a specific example?
 - (c) Do you think the project so far has resulted in any improvements in the human rights of those living in rural areas? Yes/No, it's too early on in the project. If you answered yes, please explain your answer.
11. (a) Do you think the project so far has had a positive impact on any other particular targeted group? If so, please state which group or groups.
 (b) If you answered yes, please explain.
12. (a) Were the following groups of people involved and/or included in the project's activities in your district/province? (Please check all the boxes which apply)
 (b) If you checked the box relating to 'other vulnerable groups', please specify which group(s).
 (c) Please mention any efforts made in your district/province to include people belonging to vulnerable groups in project activities. (Vulnerable groups include persons living with HIV, sexual minorities, persons with disabilities, as well as any that you mentioned in answer to question 12(b). If such vulnerable groups were not included in activities, please leave this answer blank).
13. (a) Overall, were you happy with the quality of outputs (activities)?
 (b) Please explain your answer.
14. (a) How would you rate the overall management of the project?
 (b) Do you have any suggestions to improve the management of the project to make better progress on the project's 3 objectives in the future?
15. (a) Do you think the project improved coordination between CSO Platform members and the GoM? (b) Please give examples to support your answer.
16. (a) Did the project help to increase dialogue on human rights between stakeholders generally (communities and civil society and/or the GoM)?

- (b) If yes, please give an example.
17. (a) Overall, do you feel that the project so far has improved the capacity of civil society to follow up on the human rights situation in Mozambique?
 (b) If yes, please explain why you think so.
- (c) What else could the project do to improve the ability of civil society to monitor human rights in the future?
18. (a) How would you explain the UPR process to someone who had not heard of it? Please summarise it in a few sentences.
 (b) Do you think the project led to increased knowledge among the civil society generally in Mozambique about the UPR process and the Government's responsibilities under it?
 (c) Overall, do you think the project improved the implementation of the Second Cycle UPR recommendations?
 (d) Please explain your answer.
19. (a) Did the project have any unexpected negative impact?
 (b) If yes, please explain.
20. (a) Did the project lead to any positive results which you had not expected?
 (b) If yes, please explain.
21. In order of priority, please specify what you think are the 3 most important elements of the project, going forward (with 1 being the most important and 3 being the least important). [E.g., CSO capacity building, trainings on human rights for local leaders, awareness-raising activities such as shadow report dissemination among civil society, etc.] 21(a) Most important project element:
 (b) Second most important project element:
 (c) Third most important project element:
22. Can you give an example of good practice arising from the project?
23. (a) Do you have any recommendations to improve the project in the future to make a difference in the lives of those in the community?
 (b) Do you have any recommendations to improve the project for CSO stakeholders?
 (c) Do you have any recommendations to improve the project in the future at the governmental/national level?
 (d) Do you have any recommendations about anything else?
24. What do you think would help to sustain any positive results arising from the project so far?
25. Please feel free to add anything else important which you have not mentioned.

Annex 9: Project Outputs, 2018-2020

The tables below summarise the outputs under each of the three project Outcomes, courtesy of the Final Report (undated, but presumably prepared in early 2021).

Outcome 1: Civil Society and the Government work together to implement the II UPR Recommendation Cycle

Year of Implementation	Activity	N. of Participants	
		W	M
2018	<i>Promote constructive dialogue between the CS - Coalition and SA (MJ, MINT, MISAU, MINEDH, MIREME, PGR, MGCAS, TS, AR – I commission, III Commission; C. Petitions, Women Parliamentary Office) and quasi SA (CNDH, Ombudsman).</i>	35	57
2018	<i>Provide human rights training for relevant stakeholders (including but not limited to service providers in the justice sector; Mozambique National Electoral Commission; etc.</i>	16	19
2018	<i>Support the creation of a National Human Rights Platform (NHRP) with State and nonstate actors</i>	26	33
2018	<i>Engagement in UPR working groups</i>	1	2
2019	<i>Promote constructive dialogue between the CS - Coalition and SA (MJ, MINT, MISAU, MINEDH, MIREME, PGR, MGCAS, TS, AR – I commission, III Commission; C. Petitions, Women Parliamentary Office) and quasi SA (CNDH, Ombudsman).</i>	142	151
2019	<i>Engagement in UPR working groups</i>	1	2
2019	<i>Lobby with the African Commission on Human and Peoples' Rights</i>	0	1
2020	<i>Support the creation of a National Human Rights Platform (NHRP) with State and nonstate actors</i>	111	146
Grand Total		686	
Total Segregated by gender		332	354
Gender percentage		45%	55%

Outcome 2: Empowered civil society effectively follows up the human rights situation in the country, engages the government structures and influences decision-making

Year of Implementation	Activity	N. of Participants	
		W	M
2018	<i>Train CSOs in the production of shadow reports and appeals to relevant national, international and regional HRs mechanisms (including treaty bodies and UPR mechanism)</i>	2	6
2018	<i>Train CSOs in documentation of cases of HRs violations</i>	53	33
2019	<i>Train CSOs in documentation of cases of HRs violations</i>	83	104

2018	<i>Provide training and support to CSO coalition initiatives to monitor State compliance with HRs obligations under the UPR and treaty bodies</i>	14	31
2019	<i>Provide training and support to CSO coalition initiatives to monitor State compliance with HRs obligations under the UPR and treaty bodies</i>	25	35
2019	<i>Provide training and support to the CSO coalition initiatives to promote signature, ratifications and domestication of HRs instruments</i>	13	17
2018-2020	<i>Support to the secretariat of the umbrella body (CSO Coalition)</i>	11	4
2018	<i>Strengthen coordination capacity of CSO coalition</i>	16	19
2020	<i>Strengthen coordination capacity of CSO coalition</i>	56	74
Grand Total		596	
Total Segregated by gender		273	323
Gender percentage		46%	54%
Year of Implementation	Activity	N. of products	
2019	<i>Lobbying and advocacy to relevant stakeholders (Parliament, government entities, etc)</i>	11	
2019-2020	<i>Support the production of annual qualitative and quantitative HRs and governance data in relation to GBA as well as the Annual HRs citizen's perceptions report (survey)</i>	2	
2020	<i>Develop a monitoring mechanism to gather and compile data</i>	1	
2020	<i>Produce, distribute and disseminate HRs information, education and communication (IEC) material</i>	120	

Outcome 3: Voices from the Communities are consistently brought to national and international human rights agenda

Year of Implementation	Activity	N. of Participants	
		W	M
2018	Promote citizen's participation in governance issues through community meetings, outreach and workshops	120	207
2018	Train citizens, community leaders, church leaders, youth leaders and policy makers on relevant issues such as electoral civic participation, the Constitution (with special focus on women's rights, child rights, land rights, marginalized and vulnerable groups)	57	118
2018	Promote public engagement in electoral and constitutional reform process and peace building	40	135
2019	Promote citizen's participation in governance issues through community meetings, outreach and workshops	88	97
2019	Train citizens, community leaders, church leaders, youth leaders and policy makers on relevant issues such as electoral civic participation, the Constitution (with special focus on women's rights, child rights, land rights, marginalized and vulnerable groups)		
Grand Total		862	
Total Segregated by gender		305	557
Gender percentage		35%	65%

Annex 10: CSO Platform Governance Structure

The new governance structure of the CSO Platform.

