

**UNDP  
INDER t**

**Evaluation  
"PROAREA - Sustainable Rural  
Development"**

**MOZ194/010**

**Tete Province  
Mozambique**

**Nordic Consulting Group/Afrisur  
March 2000**

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PROAREA - EVALUATION REPORT

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**ABBREVIATIONS**

INDER, Institute for Rural Development MOPH, Ministry of Public Works  
 CDC, Community Development Committees UNDP, United Nations Development  
 Program MICOA, Ministry for Environment SCA, Savings Credit Associations  
 NGOs, Non Governmental Organizations ILO, International Labor Organization

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**1/ EXECUTIVE SUMMARY**

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## **1.1. Introduction**

The following is the Evaluation Report for PROAREA, a community development project covering 12 communities in the northern province of Mozambique, Tete. PROAREA was designed to address the transition from reconstruction to sustainable rural development of districts hosting post-war returnees.

The project started in September 1995, initially for a period of 19 months, subsequently extended to 31 months, and later to four years and 7 months. The Project absorbed a total USD 4,397,669 to cover the following components:

- Community development;
- Rural micro-credit;
- Community infrastructure;
- Institutional support at District and Provincial level;

PROAREA is funded by UNDP and executed by the Government through the extinct National Institute for Rural Development (INDER), as the implementing agency at central level, and by the Provincial Directorate for Planning and Finance, at Provincial level.

A team consisting of an international consultant and team leader, Mr. Thomas Juel Thomsen (Nordic Consulting Group Uganda Ltd.) and a national consultant, Mr. Jovito Nunes (Afrisurvey) was commissioned to carry out the Project Evaluation.

The mission was fielded on 7 February 2000, with preparatory meetings in Maputo. The team traveled to Tete, from 7 to 21 February and spent five days visiting six communities. Interviews, meetings, discussions were held in each of the four project districts, namely, Chiuta, Macanga, Tsangano and Angonia, with villagers, CDCs' members, field workers, district authorities. Likewise meetings were held in Tete town with Provincial authorities.

## **1.2. Summary of project performance**

By and large, the project implemented about two thirds of the planned activity, at the time of the evaluation mission, and is likely to achieve 80% by the completion of the project.



Community Development Committees (CDCs) and field workers are functioning in all 12 targeted communities, and high implementation rates are recorded for infrastructure such as field worker houses, health posts, and water pumps.

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### **1.3. Summary of recommendations**

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CDCs were particularly successful in organizing communities, identifying and working to achieve community priorities, while field workers were effective in instilling productive and organizational skills to the villagers.

However, the strategic aspects of the project, especially those related to the sustainability of the project, were not given sufficient attention. The project scope was largely conditioned by the initial horizon of 2 years and by extensions made within limited budget allocations. The link between objectives and outputs were not always consistent.

During implementation, insufficient attention was paid to monitoring and evaluation; no external evaluation was previously carried out. A phasing-out strategy has not been prepared. There has been no concerted effort to document and consolidate experiences with the community development approach to allow the project to inform national policy formation in the area of rural development.

As result of the above the sustainability of the gains made, especially creation of CDCs and the road maintenance component is questionable. Significant work need to be done in order to ensure continuity of some of the project activities. This includes:

- Establishing clear guidelines for supporting CDCs;
- Establishing clear guidelines for Field Workers Activities;
- Undertake a formal handing over, with special regard to the road component;

- Document lessons learned from the project.

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## **2/ REVIEW OF ACHIEVEMENTS AND ASSESSMENT**

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**2.1. Output 1.1:  
Twelve communities organized in groups, committees/sub-committees  
and community leaders capable of leading the community development**

*Project document*

The output included activities to organize groups related to credit, commercialization, extension [etc. as](#) well as women, youth, and demobilized soldiers. Other key activities included training of field workers, strengthening of CDCs capacity, and study visits by CDC members to other rural development projects. A number of activities focused on environmental management, namely studies on community knowledge of natural resource management and strengthening of community capacity in environmental management.

*Achievements*

Community Development Committees (CDCs) have been established in each of the twelve communities and sub-CDCs have been established in each village. All CDCs delegate specific responsibilities and roles to their members. The combination of roles varies by CDC according to what the community considers important. CDCs have been meeting monthly to discuss and plan initiatives. Based on the decisions and discussion during such meetings, request has been made to the project for any additional support needed to implement those initiatives. In certain cases innovative decisions were made and implemented without project support, e.g. decisions to experiment with new crops, introduction of goats in the communities, and the establishment of community based local funds serving social purposes. In certain cases CDC members have been funding such experiments out of their own pockets.

CDCs members face annual elections and no fixed pattern was reported for whether members stay on or not; in some cases replacement is limited while in other cases most members are voted out, even CDC Presidents.

CDC members received training in gender issues, AIDS, landmine precautions, the land law, and participatory community development, mainly through "on the job training" but also through seminars. CDC members have been visiting each other communities to exchange experiences and there is extensive use of the project installed radio equipment for discussions and experience exchanges between the target communities. This was reported by the communities as important for exchange of experiences, coordination and inspiration.

Fieldworkers were placed in all twelve communities and played the key role in supporting the establishment of CDCs. Fieldworkers initially lived with members of the community, before completion of their houses, who thus demonstrated commitment to the Fieldworkers and their mission. During the project Fieldworkers participated in the quarterly meetings to discuss pertinent issues, coordinate and plan their efforts, share experiences and reflect on rural development approaches. Fieldworkers reported this as having contributed to inspire and guide

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their work in the communities.

Twelve field workers received training in areas such as community development, group organization, credit/savings best practices, improved technologies, gender aspects, and participatory community development.

A total of 53 groups, including roughly 700 villagers were established. Youth and women groups are included among these groups.

Certain community members participated in courses concerning improved technologies (through MARP) and have been disseminating their experiences to other community members.

Women are reserved two of the 10 positions within the CDCs. This principle was successfully followed in all communities. In only a few cases were women represented by higher numbers. Presentation of community issues and achievements to the evaluation team was almost entirely dominated by men, and women were generally reluctant to express their opinions. The time available for the mission did not allow for focus group discussions and in-depth interviews to obtain comprehensive qualitative information on the gender situation.

A study to examine gender issues in the PROAREA context was carried out halfway through the project. It resulted in an extensive list of recommendations covering health, education, agriculture and credit. The project management appeared keen on integrating gender concerns into the project implementation and many of the recommendations were implemented. Gender activities generally focused on formation of women-groups (e.g. around credit activities), family planning activities, education, and training in sowing, bread making, etc. Gender training courses were also carried out. It is noted that not all recommendations were implemented but many were beyond the scope of PROAREA.

The intended study on community knowledge on natural resource management was not carried out. Though placed under the project, the study



was intended as an activity of INDER which currently conducts a project on community based natural resource management (the Chum Chakwa initiative) . The study was not implemented reportedly because of lack of time. Information on environmental preservation and conservation was disseminated in the communities, and meetings have been held with MICOA and the Provincial Director of Coordination of Environmental Affairs to discuss specific activities in the field of environmental management in the communities. PROAREA served as the catalyst. A decision has not yet been reached on environmental activities to be implemented and the initiative seems to lie with INDER and MICOA.

Tree planting has been initiated in some of the communities.

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### *Assessment*

The project was successful in achieving community mobilization. The established CDCs proved capable of mobilizing the communities in discussing and establishing priorities and in implementing community decisions, even in the cases where PROAREA's entry is recent such as Chiuta. The CDCs are widely accepted by the villagers and the traditional leadership and represent a balance between traditional and more modern, democratic leadership forms. The democratic nature is demonstrated by the character of the elections where membership changes are common. The CDCs thus serve as useful and unique forum for discussion of, and action on, development issues among the largest representation of community members. Along with the Fieldworkers the CDCs have served as catalysts for community development and have themselves demonstrated a remarkable commitment to the mission.

The examples of CDCs taking initiatives without resorting to project funds are sporadic signs of a desire by CDCs to be self-reliant. An inherent risk of linking establishment of entities such as the CDC to a funding mechanism is that initiatives of the committees concentrate on and become geared towards obtaining funds from that mechanism. It is therefore promising for the sustainability of the , community mobilization effort that CDCs do not in every case resort to PROAREA for support.

The CDCs serves to some extent as partners for the District Administrations in the local planning process, though the links are ad hoc and not direct; it is still the Fieldworkers who represent the community-District link and the links are not institutionalized.

Among community members, group formation around productive and cultural activities is used as a way to mobilize collective efforts with positive benefits for the community as a whole. Group formation was thus mentioned as having played an important role in re-establishing social bonds in post-war returnee communities.

The ability of the CDCs to function relied heavily on the efforts of the Fieldworkers. The Fieldworkers have been effective in establishing and supporting the functioning of the CDCs and moreover developed productive skills and group formation among the community members. The Fieldworkers have in many instances served as catalysts for community initiatives such as construction of schools etc. The potential impact of the Fieldworkers on the situation in the communities is largest through those efforts which focus on the CDCs. The potential impact of efforts which rely direct on Fieldworker-community member contacts are naturally limited by the inability of the Fieldworkers to reach the vast majority of the population. In this respect a positive achievement is the use of Fieldworker Assistants in some communities, trained by the Fieldworkers to spread the impact and eventually take over some of the tasks.

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The participation of women and men in the CDCs on an equal basis appeared to be weak in most communities, judged solely on the basis of women's representation in the CDCs. Nevertheless it was the impression that the influence of women in the life of the community had increased as a consequence of their involvement in the CDCs. This would have to be qualified by more in-depth analysis. The project management was justified in not implementing the full range of recommendations of the gender study as many were beyond the scope of the project. A full time gender adviser would have been required to manage the implementation of the full range of activities.

#### **2.2. Output 2.1:**

**After the third year of the project, approximately 200.000 people have experienced improvements in their standard of living, of which 75% have experienced reduction in absolute poverty levels.**

#### *Project document*

Activities under this output are worded as "support" to communities to increase production and productivity, cash crop production, organization of incomegenerating and cultural activities for women, promotion of food

technologies, and demobilized soldiers in developing self-employment activities.

*Achievements*

The resources and time available did not allow the evaluation to obtain comprehensive data on increases in agricultural production and household income. Yet, in certain instances people in the communities reported of larger output and incomes in the recent years.

The promotion of cash crops by PROAREA involved the CDCs in "sensitizing" villagers to producing particular crops, for instance tobacco, cotton or wheat. The cultivation of tobacco is now firmly established in communities in Macanga, Angonia and Tsangano, clearly also through the support from the Mozambican Tobacco Company which guarantees purchase of most of the output. Villagers who engaged in tobacco growing reported significant income increases (e.g. in Casube) and tobacco growing moreover appeared to have wide participation of villagers in the tobacco growing communities.

Cultivation of cotton was supported by PROAREA credits, mainly in Kapalautse. The production did not take off, mainly because fertilizer and technical assistance from the Provincial Department were not forthcoming. Most likely the number of growers (nine) was considered to small for the effort of the District. Wheat production, relevant to Tsangano, failed mainly because of the poor access roads linking Tsangano. The distribution of fruit trees has begun in Tsangano with the support of Danida.

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PROAREA supported the establishment of grain mills in the communities through micro-credits. An interested community member would accept a credit to purchase the mill and repays with revenues generated from wheat grinding. Eight out of 12 planned mills have been established and functioning. Access to milling seems to be in remarkable demand in the communities visited by the team; a miller would have on average 100 clients per day traveling up to 20 km. Immediate cost-benefit considerations shows milling to be a profitable business for the miller.

Activities to organize income generating and cultural activities targeting women were carried out in all communities, focusing on production of jam, bread, soap, vaseline, cakes etc. Varied experiences were reported on the regularity with which people were producing these items. There did not seem to be any immediate market opportunities for the products.

Information on improved granaries as an activity to disseminate food technology

was disseminated in Manica and are now being constructed in the communities using simple tools. Yet, the improved granaries are not easily accepted in the communities which considered the altered designs "foreign".

#### *Assessment*

It was not possible for the evaluation to assess if the output was achieved in its literal sense, both for lack of baseline information and resources to undertake the necessary data collection and analysis. Yet, considering the limited number of people directly involved in the above-mentioned activities and the natural limits to the economic value produced, it is unlikely that the project could have improved the life of 200.000 people and reduced absolute poverty levels for 150.000 people. In retrospect the target was exaggerated and probably impossible for any project to achieve.

Nevertheless, significant benefits achieved at a limited scale represent promising steps to spark off a process of broad-based growth in the rural economy. Tobacco growing led to income increases among a number of households and has significant potential for generating economic growth in the communities at large. The key factors in this respect are the existence of a ready demand (by the Mozambican Tobacco Company) and the fact that tobacco growing is open to villagers widely, not limited to a small elite. In turn, the monetary income from tobacco can spur further growth into the local economy. By stimulating tobacco growing, PROAREA and the CDCs thus contributed to creating conditions for the reduction of poverty in the communities.

In the case of cotton and wheat growing, certain basic conditions were not in place to ensure their success. The impact on incomes from these activities is therefore limited. The activities should not have been implemented before market access and the necessary institutional support was ensured.

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The injection of skills into the local population, such as production of jam, bread, soap etc., had more limited impact on the overall rural economy since the products did not immediately seem to meet a ready demand. Such skills are nevertheless significant at the level of the individual communities/villages and households. The impact of the skills is potentially important for income generation as the growth of the rural economy produces market opportunities and allows greater specialization.

**2.3. Output 3.1:  
Twelve communities having established savings and credit unions to ensure the development of economic activities**

*Project document*

Activities under this output included support to community initiatives for the execution of so called "small income generating and rapid impact projects", stimulation of savings and credit habits in the communities, evaluation of microprojects proposed by the communities, provision of credit to organized groups, monitoring and evaluation of micro-credit beneficiaries, establishment of local savings and credit unions, promotion of a community based local development fund, and the hiring of consultants to evaluate the credit system and design the establishment of local savings and credit unions.

*Achievements*

As the credit component is now formally separated from PROAREA, the evaluation concentrates on reviewing and assessing the process leading to that decision.



The micro-credit component of PROAREA was active during 1995-1997 and briefly in 1998. Credit was disbursed for "commercial rehabilitation" targeting small traders (USD 102,164); as "micro-project funds" planned as support for construction of dip tanks and irrigation systems, but eventually disbursed for the purchase of grain mills (USD 37,672), and as "small-scale credit" (USD 169,877) for the communities. Credit was disbursed to 53 groups, counting 707 members and the repayment rate is 61 %.

In April 1997, ACDINOCA in a review of the credit component concluded that a remarkable level of success had been achieved considering the conditions under which the credit activities were implemented. Nevertheless, the 61 % repayment rate was insufficient for the operations to be sustainable. Repayment problems were said to be caused for instance by the practice of favoring social and community concerns over business concerns when appraising credit applications (appraisals carried out by the CDCs); external pressures to rush the implementation of credit disbursement despite the need for time to prepare the communities for receiving credit; and lack of rural credit expertise among the PROAREA and Field worker staff.

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To deal with these problems, ACIDI/VOCA recommended that PROAREA recruit a Rural Credit Specialist to supervise lending activities and to assist in the establishment of membership owned Savings and Credit Associations (SCAB), thus separating the credit component from the development project. Recommendations were also made to mainstream the credit activities with microfinance best practices, such as appraising credit applications on banking principles and aiming for financial sustainability (above 98% repayment).

ACIDI/VOCA was subsequently contracted to draw up a plan for the establishment of SCAs and to manage the implementation through a MicroFinance Unit. The ACIDI/VOCA consultant arrived in March 1999 and was replaced in January 2000. ACIDI/VOCA prepared a proposal for establishment of local SCAs which is currently being examined by the Bank of Mozambique and the establishment of SCAs has therefore not yet taken place.

A total of USD 68,398 was disbursed for the review/study by ACIDI/VOCA and USD 191,284 was disbursed for the contract with ACIDI/VOCA to establish the micro-finance unit.

In March 1999, a UNDP/ILO mission appraised PROAREA's micro-finance activities in connection with a general UNDP credit review. The mission supported the point made by ACIDI/VOCA to separate the credit component from PROAREA. Additionally the mission observed that to date no donor instigated community bank, i. e. such as the envisaged SCAs, had been effective in provision of micro-finance, and that to build a successful membership based mutual bank out of a very small and poorly performing credit component of a community development project was very ambitious and risky. Finally it observed that the design of the Savings and Credit

Associations was not in line with internationally agreed principles for micro-finance operations to which UNDP is a party, or the recommended UNDP Micro-finance policy. The appraisal therefore recommended to review the contract with ACDI/VOCA for the establishment of SCAs

UNDP acknowledges the conclusions of the March 1999 mission, but has chosen to continue the establishment of the SCAs. It is considered important to establish Mozambican experiences in the field and difficult to depart from commitments already made to the communities and Government. Also it is felt that the March 1999 conclusions were reached in a superficial manner.

It was not possible for the mission to detect if a "credit habit" had been developed in the communities.

Apart from credit disbursement, the output includes activities related to local development funds, particularly as a mechanism to fund road construction. Establishment of a donor supported Local Development Fund was discussed with

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UNCDF which, however, finds it outside the scope of its country strategy to become involved in an additional Province. No additional steps have been taken.

Also, a community based fund was established in Banga through revenues collected from renting out a community owned trailer and oxen. The funds serve social purposes in the community such as transport and support to people who fall ill but have no means of seeking treatment and the construction of a school.

*Assessment*

UNDP and PROARA were prudent in following the recommendation by ACDI/VOCA to separate the credit component from the development project and introduce banking principles as appraisal criteria. The move will increase the likelihood for achieving sustainability.

The micro-finance professionals who have been involved with the project disagree on the sustainability of the SCAs which will replace the credit component under PROAREA. In this respect the evaluation finds that UNDP's arguments for continuing the SCA establishment do not tackle the sustainability concerns expressed by the March 1999 review. The expectations for establishment of the SCAs on part of the communities and Government led UNDP to continue the activity. The concern for meeting these expectations is understandable. Nevertheless, considering the seriousness of the reservations of the March 1999 review to the SCAs - though presented in a superficial manner - the evaluation finds that the underlying arguments should have been explored and considered in greater detail to ensure that the initiative is sustainable.

**2.4. 4.1 output 4:**

**Twelve communities with social and economic infrastructure in place, namely 12 markets, 350 km of tertiary roads repaired, 7 bridges, 60 wells and bore holes, 600 latrines, 8 schools, 4 dip tanks, 6 health posts, 12 shops, 4 warehouses, 3 communal centers.**

*Project document*

Activities under this output include rehabilitation of "basic infrastructures" identified by the communities themselves, including small feeder roads, bridges, community centers, wells/boreholes, schools, improved latrines, health posts, small dams, dip tanks. Support was also to be given to the "establishment of commercial network", procurement of machinery and equipment for construction and maintenance ' of small roads, construction of five houses for field workers, construction or rehabilitation of four houses in District head quarters, promotion of the formation of local construction companies, and support the Mtengo-waMbalame road.

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## *Achievements*

Achievements with respect to infrastructure outputs are summarized in the table below and achievement levels are calculated in relation to the targets presented in the project document (Revisão F).

Assisted by CDC initiative, community markets are now active in all communities on a regular basis, usually on a specific day of the week. Actual construction of market facilities with support from PROAREA took place in one case.

Rehabilitation of the 350 km tertiary roads was achieved at a 34% level if including the yet incomplete rehabilitation the 100 km Mtengo-WaMbalane/Ndane road with funding by Danida; PROAREA was unable to fund rehabilitation of the Mtengo-WaMbalane/Ndane road due to the unforeseen high costs (1,000,000 USD) and Danida subsequently took up the commitment. Pools of equipment and hand tools at a value of 158,666 USD were acquired for road rehabilitation. The low achievement level is explained mainly by the inability of the project to compensate the large amount of voluntary village labor required. The project initially planned to stimulate villagers to participate through food-for-work supplied by WFP, but no formal agreement was made, and WFP was later forced to revoke its commitment since the PROAREA target communities did not qualify as WFP emergency cases. The lack of compensation caused the number of participants to dwindle during the process, in one case from 60-70 to 10 over a period of four months. There is currently no obvious solution to the problem. Yet, in addition to the above communities have been in active in clearing reportedly 103 km of roads on their own initiative though the mission was not able to verify the exact figure.

The project was successful in applying the community participation approach to the

construction of infrastructure. In all cases listed below the communities contributed with local materials and labor and the project provided non-local materials and some supervision. The mobilization of community initiative is also evidenced by the decision of communities to clear roads, plant trees, and to organize literacy courses and training in production of jam, soap, etc.

Twelve houses/offices for the field workers were completed in the communities and are now inhabited by the field workers, resulting in 100% achievement. Three of four planned houses in District headquarters were finalized or are close to being finalized resulting in 75% achievement. The houses serve respectively to house the Micro-Finance unit in Vila Ulongue, as a guest house in Furancungo, and to house one of the District TAs. Four libraries are near completion and will eventually be supplied with books by combined efforts of the French Government and UNESCO.

Eight schools are fully or nearly completed in the communities resulting in 100% achievement. PROAREA also linked with other projects such as Norwegian Peoples' Aid to construct seven additional schools in the communities, using the

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CDC~; and the PROAREA community resource mobilization principles.

Eight health posts (including one hospital) are fully or nearly completed in the communities which leads to an achievement level of 133%.

The planned dip tanks, irrigation systems, and granaries were not constructed. Construction of the dip tanks was to involve the participation of technicians from the Provincial Department of Agriculture to supervise the process, but the Department did not dispatch the personnel. A formal agreement was not made between the project and the Department. Similarly, construction of the irrigation system was to involve the participation of the Provincial Department of Agriculture in the elaboration of terms of reference for a study on an appropriate system, but no action was taken by the Department.

Latrines were not constructed through the project but instead through co-operation with the Government's "Improved Latrines Project".

**Table 2.1.Achievement levels - infrastructures**

Item	Planned	Completed	Achievement level
Community markets	1 2	12	100%
Rehabilitation of tertiary roads	350 km	18 km through community initiative; Danida commitment to rehabilitate 100 km (not yet implemented).	34% (including Danida commitment)
Bridges	7	1	14%
Wells	60	64	107%
Latrines	600	Not known - latrines were constructed through the "Improved Latrine" project catalyzed by the CDCs.	?
Schools	8**	8*	100%
Dip tanks	4	0	0%
Irrigation	?	0	0%
Health posts	6	8*	133%
Shops	12	? (Through credit)	
Granaries	4	0	0%

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Houses for field workers	2	1	12	100%
Libraries		4	4*	100%
Houses in District headquarters			3 (incl. houses for the District TA, the Micro Finance Unit, and a guest house in Furancungo)	75%

\*Indicates that some of the items counted as "complete" in the concerned category are only near completion but that full completion is expected before the termination of the project.

\*\*This target was adjusted from 15 to 8 during the project implementation.

*Assessment*

The output was achieved at an average level of 62% which represents moderate success. Implementation of many of the activities relied on contributions from and interlinking with institutions outside the project, and it was typically the failure of these links to be effective which resulted in low achievement levels for certain activities (roads, dip tanks, irrigation).

**2.5. OUTPUT 5.1:**

**Technical and administrative capacity at INDER, DDPF and four District Administrations reinforced.**

*Project document*

Activities foreseen under this output include support to the development of District and Provincial plans, completion of the PROAREA team, promotion of solar energy use in health posts etc., establishment of four district libraries, technical assistance to the District administration and training and technology transfer to District counterparts, technical assistance to the Provincial Department of Planning and Finance as well as training of Provincial counterpart.

*Achievements*

The project established well-functioning links with all four target Districts and District Administrators have been generally supportive and active in relation to PROAREA. A District official was appointed and worked actively as the project counterpart in each District. This person linked both with the project personnel and directly with the communities, and received training in community development and participation. Monthly meetings have been held between

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the Fieldworkers and the District Administrations.

PROAREA also established links with the Provincial Department of Finance and Planning in Tete and as necessary with other departments. A Provincial counterpart was appointed who unfortunately passed away. A replacement has not been appointed.

The development of District Plans and Provincial Plans is still progressing at a slow pace, though quarterly meetings are held between the project and Provincial and District administrations on issues related to PROAREA. PROAREA initially also supported the development of a planning manual targeting the Provincial and District authorities. An obstacle for PROAREA's contribution to the development of District plans is that for certain sectors the District level has no authority over planning and budgeting (e.g. agriculture).

The technical team is complete.

A mission was fielded to study solar energy alternatives for use in health posts, water plants, cold stores etc., but funds were not available to support the development of solar energy.

The four District libraries are near completion and librarians have been identified and received training. The libraries are intended to serve mainly nearby schools in District headquarters. Books are expected to be available through support from UNESCO and the French Government.

Acquisition and installation of communication equipment and vehicles is complete in all the communities and District headquarters.

TA is provided to the District Administrations in the form of the two UNV Technical Assistants. The TA seems focused mainly on the implementation of PROAREA activities rather than on capacity development within the District Administration as such. It is the impression of the evaluation that a main result of the TA effort has been the sensitization of the District authorities to the importance and potential role of community based management in local development planning.

The District counterparts received training in community based management along with the Fieldworkers.

Along the same lines as above, TA to the Provincial Administration is represented by the liaison performed by the National Coordinator and the Assistant Coordinator and thus relates mainly to implementation of the PROAREA activities rather than on technology transfer and training.

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No capacity development initiatives targeting INDER were implemented by the project.

### *Assessment*

The project managed to strengthen capacity at District level for community based management mainly by creating awareness regarding the importance of community participation in the District planning process. The key channels for creating awareness, and also improving co-ordination, have been the day-to-day interaction with the PROAREA management and the quarterly meetings. The latter were well exploited as forum for sharing of experiences and discussion of "rural development issues". In addition, the District counterpart's capacity for community based management was improved through training. The basis for adopting community based planning at District level would have been much improved had training also been given to other relevant sector managers at the District level. Finally, Districts benefited from the installation of communication equipment which greatly improved communication and co-ordination.

Project impact on capacity strengthening for community based management at provincial level is more limited, mainly because the Project-Province interaction was less frequent than the Project-District interaction. Again the main impact is awareness creation regarding the importance of community based management. Key channels have been the quarterly meetings. The capacity strengthening impact is also limited by the fact that no training was provided at the Provincial level and that the role of the technical assistance in relation to the Provincial Department was to liaise rather than to strengthen capacity to the Department's planning process for community based management.

Overall the capacity development efforts appear fragmentary and not focused. For instance, a capacity development strategy for the Province and Districts with clear objectives and activities was not developed and implemented. Such a plan could have included a focused training program and integrated technical assistance in the Districts' day-to-day work with the communities.

It is questionable to which extent establishment of district libraries contributes to District capacity for community based management.

## **2.6. Output 6.1: A sustainable community development *modus operandi* applicable to similar conditions of social nature and defined territory**

### *Project document*

The activities planned under this component include the realization of a national seminar on Sustainable Rural Development, evaluation and impact

studies of PROAREA, a provincial seminar on rural development, identification of strategies for future programs of sustainable rural development, exchange of experiences with similar projects, and study visits to other Provinces.

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### *Achievements*

The 'planned national seminars, impact studies, and provincial seminars on sustainable rural development were not carried out.

A report documenting the lessons learned from the implementation of PROAREA is to be submitted by the end of April 2000.

The identification of strategies for future sustainable rural development program is in progress with the identification of the program in Zambezia.

Activities related to the interaction and experience exchange with other similar program, visits and study-trips to similar projects, and sociological studies were not realized.

*Assessment*

Since most of the activities planned under this output were not carried out, a fully replicable model for achieving sustainable rural development was not achieved. However, important experiences were made with the CDCs and the fieldworkers and the decision made by PROAREAIUNDP towards the end of the project to document and disseminate the experiences represent important steps towards arriving at rural sustainable development models. The report documenting lessons learned will contribute significantly to national policy formation in the area of rural development.

**Table 2.2. Field visits**

<b>District</b>	<b>Community</b>	<b>Visit</b>
Chiuta	Kabalutse	In-depth
Macanga	Baue	Cancelled due to rain
	Casube	In-depth
	Gandhali	Brief
Angonia	Pinga	Brief
	Dziwanga	In-depth
Tsangano	Fonte Boa	In-depth
	Banga	In-depth
	Mtengo-wa-Mbalame	Brief
	Ligowe	In-depth

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### **3/ CONCLUSIONS AND RECOMENDATIONS**



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## 3.1. CDCs

3.1.1. Community Development Committees, CDCs, have been successfully established in 12 communities. Local villagers, traditional chiefs and district authorities have largely adhered to the committees, and provincial authorities have recognized the importance of their roles.

By and large, they see CDCs as:

- Useful development forums for villagers;
- A form of participation with the largest community representation at the locality level;
- Planning partners for the district authorities;
- Partners for implementation of development projects;
- Links between traditional authorities and modern institutions.

However, CDCs are far from being

sustainable. *Legal set up*

In some communities, CDCs were initially seen as extensions of FRELIMO Party, a replica of 'Grupo Dinamizadores', by both members of the committees and outsiders; as a result, not all villagers co-operated in such communities, at the inception of the project.

Additionally, CDCs are elected by villagers to represent the whole community. These elections may be confused with political elections and committees may be regarded as having political representation. It is therefore essential that the legal status of the CDCs is clearly defined.

The following options are available under the current legal framework:

- Political Party;
- Association;
- Club;
- Non-profitable public institution (Institutes, Funds, etc.);
- Non-profitable private institution (NGOs);

•Church.

The above-mentioned options should be studied and the preferred one selected and recommended, taking into account the envisaged roles for CDCs and the practical advantages of each of the above-mentioned options. In considering such options, it is also necessary to take into account experiences of community-based organizations in Mozambique, such as Farmers' Associations in Nampula.

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## *Institutional set up*

The practical functioning of committees is quite informal and straightforward, mainly based on common sense. Members are elected, issues openly discussed in the committees, and deliberations made. Committee members do not receive any kind of compensation although they have to give significant part of their time to the detriment of their own individual commitments; in some committees, members have already started to ask for compensation.

So far participation of committee members has been based on individual enthusiasm and sense duty. However, in long run this will not be enough to sustain the organization. It is therefore essential that CDCs establish their internal constitution, which specifies individual duties and obligations of its members and internal work mechanisms.

Even though CDCs are defined as community-based organizations, they have operated under the project umbrella during the project implementation period. The project mobilized development resources, provided training opportunities for CDCs members and ensured district, provincial and national coordination. It is envisaged. that the Ministry of Agriculture and Rural Development plays the above-mentioned roles.

This raises a question on whether it is appropriate for the Government to play a role that should be played by a Non-Governmental Organizational. This and other questions need to be dealt by the project before closing up. The project has so far focused its attention on piloting the CDCs concept and testing the degree of adherence of local communities and authorities. It is now appropriate that CDCs are carried to the next stage.

## *Resources mobilization*

CDCs have so far largely depended on the presence of the project and availability of external resources. Although committee members have learned significant skills and their understanding of the role of civic organizations have greatly improved, they still lack basic resources.

It is envisaged that, in future, CDCs mobilize development resources on their own. It is not clear whether such resources will come from Government, civil society or international donors. In any case, CDCs will need to develop internal capacity for resource mobilization and a network of contacts that goes beyond the villages. At the current stage CDCs do not have such capacity and the required network for resource mobilization. How is these going to be developed needs to be established.

The project should draw a plan on the future support to be provided to CDCs.

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*Leadership*

Though enjoying considerable local support, CDCs' leadership needs to be more effective; its ability to follow up on issues, put pressure on district or provincial authorities and pursue goals persistently, need to be further developed to the desirable standard.

For example, the CDC of Fonte Boa community, in Tsangano, requested the district authorities zinc sheets for covering the village school, for about a year. District authorities agreed to supply them but did not take any action or provide any information on progress. The traditional leader, member of CDC, was given the task of inquiring district authorities about the issue, in October 1999, but at the time of the evaluation mission no information on progress made was available.

Local leadership still needs to be trained and stimulated to developed new attitudes, more consistent with the leadership of a civic organization. This includes persistency in pursuing goals and ability to exercise pressure.

### *The role of traditional leaders*

The role of the traditional leader vis a vis CDCs is another issue that needs to be dealt with. In some instances, CDCs work under the traditional leader umbrella and consent, in other, the traditional leader is a member of the CDC. According to the project approach, involvement of traditional leaders is meant to ensure co-operation on their side and reduce potential for conflict.

However, the terms of such involvement need to be clearly established. The presence of traditional leaders in the committees may or may not be a positive element, depending on whether the traditional leaders accept the terms of the group democracy. In cases where traditional leaders are not sufficiently open they may undermine the freedom of committee members to speak.

### *Women participation*

Participation of woman has largely improved compared to the initial stages of the project. There seems to be a general recognition that women should play a key role in development in view of its role in the household management, however, this is not entirely reflected in the day-to-day life. For example, during the evaluation mission, women were reluctant to speak; they did not seem to feel comfortable to speak in public. It may also be that their husbands do not allow them or it is not socially approved by the community.

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Although a study on the situation of women has been carried out and general recommendations were provided, there were not specific milestones for the

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project, for lack of baseline information. This make it difficult to assess the extent o progress achieved.

It is however clear that the provided training on gender is not enough to operate the envisaged change. It is therefore essential that the project provides clear guidelines on how to follow up on gender issues upon completion of the project.

**RECOMMENDATION:**

The project should draw *Guidelines for CDCs Supporting Activities*. This should include:

- Description of the current rural development approaches in the country;
- Description of CDCs' experience;
- Relevance of CDCs in the context of the country's rural development goals;
- Procedures for formalization of CDCs;
- Procedures for internal constitution of CDC s;
- Procedures for designing business plans for CDCs;
- Recommended support to ensure CDCs' sustainability;
- Recommended strategy to follow up on gender issues;
- Listing of stakeholders and description of their roles in support of CDCs' sustainability.

The guidelines should be submitted to the Ministry of Agriculture and Rural Development as part of the handing over process.

**3.2. Fieldworkers**

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The role of Field workers has been crucial for the formation of CDCs. This included:

- Forming CDCs;
- Facilitating CDCs' internal organization;
- Training CDC members;
- Stimulating co-operation amongst CDC members;
- Establishing links between CDCs and district and provincial authorities;
- Developing skills amongst community members.

Field workers were initially intended to be absorbed by the Provincial Directorate for Planning and Finance, upon completion of the project. However, with the change of the ministerial set up, the envisaged directorate now is the Provincial Directorate for Agriculture and Rural Development.

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Field worker is however a new job concept both within the Ministry, although

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it has some parallel in the extension services. However, the Directorate for Agriculture and Rural Development in Tete does not have clear guidance on rural development policies at large and on integration and co-ordination of Field Workers' activities, in particular. This means that integrating Field Workers in the Provincial

Directorate for Agriculture and Rural Development without further guidance may result in placing them in an organizational vacuum, with little institutional support.

It is therefore essential that the project clarifies and advises the Ministry of Agriculture and Rural Development on the following aspects:

- Overall role of Field Workers;
- Roles of Field Workers still relevant for the project and for the directorate at large;
- Job description of Field Workers;
- Organizational guidelines for Field Worker's activities.

It is, however, questionable whether the Ministry of Agriculture and Rural Development alone will be able to effectively play the required supporting role as it is facing considerable shortage of resources. Additionally, the Ministry is currently considering the involvement of the private sector in the provision of extension services.

The project should identify possible partnerships with Non-Government Organizations. They may provide an alternative set up to place field workers. A number of NGOs have been working in rural development, through extension workers, community liaison officers, and other forms have field staff.

#### **RECOMMENDATION:**

The project should draw *Guidelines for Field Workers Activities*. This should contain:

- Lessons learned and experience gained with Field Workers;
- Relevance of field workers' role;
- Job description for field workers;
- Guidelines for organizing Field Workers' activities.

The guidelines should be submitted to the Ministry of Agriculture and Rural development as part of the handing over process.

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### 3.3. Infrastructure

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Hospitals and schools have been constructed, and are to be handed over to the local authorities and communities, upon completion of the project. Similarly, a pool of road construction, maintenance equipment and means of transport are to be handed over to the district authorities.

Running of schools and hospitals does not seem to raise major concerns. The Provincial Directorate for Education has been able to provide the required teachers and Headmasters for managing them. This can also be said of the Provincial Directorate for Health, which has been providing the necessary medical staff, including health center managers.

The concern is however with the Provincial Directorate for Public Workers. It trained and employed five people, 2 supervisors, 2 tractor drivers and 1 mechanical, who are placed at the directorate in connection with the maintenance and technical assistance of the said equipment.

The directorate complains that additional support in transport is required to ensure mobility of the technical assistance team. A road expert contacted by the evaluation team, Mr. Greenhalf, expressed concerns with regards to the expected technical assistance from the Provincial Directorate for Public Works. According to him, the directorate is understaffed, the staff not sufficiently motivated and it has little resources for carrying out supervision.

A pool of equipment, including means of transport such as cars and tractors, are to be placed at provincial level. This raises questions as to what extent will the equipment be used only for the purpose of helping the communities under this project. The Provincial Directorate for Public Works is short of equipment and transport means, it is therefore likely the project means are used for other districts not covered by the project. Although this should not be seen as a negative sign in itself, the means will be overstretched and control will be particularly difficult.

It is therefore essential that the project establishes and agrees clear rules for usage of the above-mentioned equipment and means. But above all, it is crucial that the communities are part of such agreement to avoid diversion of the abovementioned means for other purpose beyond those set up by the project.

Further concerns are brought by the fact that the road component in the project has achieved a very limited implementation rate (30%) for lack of labor incentives. The Provincial Directorate for Public Workers also expressed its concerns with regards to labor; according to it, without food for work this component is not going to be sustainable.

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#### **RECOMMENDATION:**

It is strongly recommended that the project draw *a Hand Over Memorandum on the Road Component*, highlighting current risks and suggesting ways to deal with them. This should include:

- Description of the current status of the road component;
- Inventory of the pool of the equipment;
- Problems raised by the Provincial Directorate for Public Workers;
- Problems related to labor recruitment;
- Suggested steps to address the problem;
- Additional resources needed;
- Relevant stakeholders to intervene in the process.

This memorandum should be submitted to the Ministry of Agriculture and Rural Development for further action.

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#### **3.4. Micro-credit**

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A UNDP/ILO micro-finance appraisal mission (March 1999) recommended to phase out the component all together and review the contract to establish the SCAs. The recommendation was based on the observations that no donor instigated community bank has so far been effective in micro-finance provision and that the design of the project is out of line with internationally agreed principles for micro-finance operations to which UNDP is a party, and the recommended UNDP Micro-finance policy.

UNDP acknowledges the conclusions of the ILO/UNDP mission but has chosen to continue the activities related to the establishment of the SCAs. The decision to continue is based on the consideration that it is important to establish Mozambican experiences in the field and it is complicated to depart from the commitment already made to the communities and Government. Also there is a feeling that the conclusion of the ILO mission was reached in a superficial manner.

The decision to separate credit provision from the project was sound and reflects a prudent concern for sustainability on part of the project management and UNDP. The evaluation agrees to the importance of establishing Mozambican experiences in the field of micro-finance. However, if the SCA model contains elements which have caused similar initiatives to fail in other countries it carries the risk of being unsustainable. To ensure that sustainability is maintained as a key goal of the micro-credit component therefore requires that UNDP analyses the lessons learned from other countries and adjusts the component accordingly. In addition,

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**3.5. Documented lessons learned**

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to ensure that UNDP's support to Mozambique is in line with international micro-finance practices and the UNDP micro-finance strategy there is a need to analyze the SCA model in relation to these practices and strategies and adjust as necessary. The project initiated a process of community development that entails a unique experience. This includes:

- Election process of CDCs;
- Deliberation process within the community forums;



- Setting up of community priorities;
- Labor mobilization in the villages;
- Linkages and co-operation with district authorities and traditional authorities;
- Interaction between CDCs and other community institutions;

These processes may provide answers to some of the key questions to rural development. However, the project has not been able to document them, even though it is one of its objectives to do so.

Stakeholders' management seems to be one of the major weaknesses of the project. The Provincial Director for Rural Development complained that his Directorate was not sufficiently informed of the project. The project itself recorded zero achievement levels in dip tanks, granaries, and irrigation systems, for lack of ability to mobilize the support of other sectors.

This being an integrated project, which relied on the co-operation of other sectors, this represents a major failure. It is not only an implementation failure but also a design problem. Stakeholders' management is not clearly established as an intermediate goal to achieve sustainability and as result no specific activities were planned and resources allocated for such activities.

#### **RECOMMENDATION:**

It is recommended that project draw an overall *Report on Lessons Learned* with the view of highlighting the key features of the community involvement and development experience within PROAREA. This should focus on the abovementioned processes. The report should be submitted to the Ministry of Agriculture and Rural Development for dissemination.

### **3.6. Stakeholders management**

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especially in view of the equipment and material means that are going to be handed over. Communication and co-operation between various provincial and district institutions is not good. The provincial directorates, in particular, are not trained in community involvement approach and may be tempted to make decisions on the equipment and tools handed over to them with no consultation with the communities.

It is therefore essential that a consultation mechanism for decision-making on the equipment and tools provided is established. Such a mechanism should be agreed with the concerned stakeholders at the province, district and village level.

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**RECOMMENDATION:**

It is recommended that the project pay visits to all relevant stakeholders to explain in detail the project. It should also write *a Report on Stakeholders* recommending specific actions to be taken as follow up.

The report should contain:

- Conclusions of meetings undertaken with the relevant stakeholders, especially Tete Governor, Provincial Directorate for Planning and Finance, Provincial Directorate Public Administration (Apoio e Control), Provincial Directorate for Agriculture and

- Rural Development, Provincial Directorate for Public Workers;
- Agreed actions to be taken;
  - Support required (technical and financial).

This report should be submitted to the Ministry of Agriculture and Rural Development for follow up.

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### 3.7. **Handing over process**

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The project is due to be terminated on 31 March 2000. However, a proper handing over process is still to be designed and implemented. This includes a general *Completion Report*, supported by specific technical reports or memorandums as recommended.

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### **RECOMMENDATION:**

It is recommended that the handing over process includes the deliver of:

- A General Completion Report;
- Guidelines for CDCs Supporting Activities;
- Guidelines for Field Workers Activities;
- Handing Over Memorandum on Road Component;
- Report on Lessons Learned;
- Stakeholders Report.

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