

NORWEGIAN PEOPLE'S AID

REPORT ON THE EVALUATION OF THE DEVELOPMENT PROGRAMME

CHANGARA DISTRICT – NOVEMBER 2002

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I wish to thank Sr. Paulino P. Simoes, my constant escort throughout the stay in Changara district and not least, Sr. Frank Phiri, Director of the Development Programme, who initiated the whole exercise and saw it through from beginning to end.

The Resident Representative, Dr. Isabel Labra, is to be thanked for her clear and forthright commitment to progress, which set the tone for the evaluation report.

I trust that the report does justice to the work of all concerned and above all to the vision of Norwegian People's Aid in its ongoing efforts to render assistance to the people of Mozambique as the country gradually regains its feet.

Much as I refer to the 'team' that undertook the actual work, I wish to make it clear that, as the sole evaluator, all findings and views expressed in the report are mine entirely. The use of the plural form is designed only to make the report more readable.

Sydney Martin.

List of Abbreviations

APN	-	Ajuda Popular da Noruega
DP	-	Development programme
EASY	-	Environmental Assessment System
FAP	-	Framework Agreement Plans
FAR	-	Framework Agreement Reports
LOT	-	Laboratorio Organisasional de Terreno
NPA	-	Norwegian People's Aid
OW	-	Organisational Workshop
TOR	-	Terms of Reference

1. INTRODUCTION

This part of the report will provide the contextual background to the evaluation. It will summarise objectives and activities of the Norwegian People's Aid in Mozambique and highlight the activities of the Development Programme (DP).

This chapter will also highlight the purpose of the evaluation and the limitations thereof. The last part of the chapter will provide an outline of the main body of the report.

1.1 Background

Norwegian People's Aid is a non-governmental organisation created through the efforts of the labour movement in Norway. NPA is committed to the alleviation of poverty and hardship in the developing world , seeking to:

- cooperate with any partners and actors who play a constructive role in the organisation and development of societies that function smoothly
- support men and women in their endeavours to take charge of their own lives by means of influencing the social and economic environment in which they live
- enhance the fair distribution of economic resources and social equity through control of material and non-material resources

NPA's strategy is based essentially on support for the marginalized groups in society and seeks to narrow the gap between population groups by:

- strengthening people's ability to mobilize and participate
- the promotion of democracy
- entering into partnership and promoting organisational development
- strengthening awareness among men and women of their own rights and means to attain such rights.

The target groups for NPA are selected primarily from among groups of people and organisations which are victimised by political, social, economic or cultural circumstances as well as organisations working for the political rights of the same groups at local, national, regional or international level.

NPA sees its role as one of :

- actively lobbying in these arenas nationally and internationally
- supporting its partners in advocacy work
- providing support for and cooperating with partners in their efforts to reduce marginalisation and achieve a more fair and just economic and political environment.

NPA's efforts in Mozambique date back to the middle 1980's, with a specific focus on the Tete province of the country after the Peace Accord of 1992, which heralded an

era of peace and reconstruction for a country hard-hit by civil strife over a period of nearly 30 years. Tete has remained about the hardest-hit of the country's 10 provinces, with the population largely displaced during the period of strife and the countryside littered with landmines. Changara district is about 95 kilometres from the provincial capital, Tete, and straddles the highway which is the transport corridor between economically strategic posts such as the port of Beira in Sofala province, the town of Chimoio in neighbouring Manica province and major border posts with neighbouring countries Zimbabwe, Malawi and Zambia.

Because of the extended period of social and economic deprivation, the province is still hard-put to benefit from the new period of peace and economic growth gaining pace around the country. Changara district suffers from poor levels of infrastructural development, limited water supply and poor levels of social and community development. Children and women bear the brunt of the suffering along with other marginal groups like the aged and victims of the HIV/AIDS scourge. The national political systems and government institutions in the country are still too weak to set up and direct a favourable and functional economic and social policy that will impact adequately in the immediate to medium term on provinces like Tete.

The result is a massive need for development assistance which can only be met through the contributions of the international community.

NPA is a key player in the Tete province. It has its national headquarters in Tete town and its work centres around two essential components:

1. the Integrated Demining Programme (IDP)
2. the Development Programme (DP)

The Changara district development project is a component of the Development Programme. A similar programme is run in the district of Chiuta, on the opposite side of Tete town.

NPA's work in the province as a whole has gradually shifted from the emergency aid required in the initial years after the Peace Accord (1992-1997), when many thousands of people returned to their homes and homes and villages with little to live on, to development assistance designed to equip the people with the means and capacity to fend for themselves on a sustained basis (1998 onwards roughly.)

NPA's proposed areas of intervention include:

1. Development of Democracy
2. Long-term Sustainable Rural Development
3. Peace and Human Rights
4. Vulnerable Groups
5. Landmine Clearance
6. Development of an 'Integrated Demining Approach'
7. The Development of Environmental Assessment and Activities
8. Special Issues

The programme was designed to remain sensitive to:

- participative methodologies for operating in rural communities
- building gender awareness at all levels, including within NPA itself
- environmental assessment, programme development and management
- training and capacity building
- in-house training and competence building

The present evaluation exercise has been designed to gauge the effectiveness of the work of the latter period, as NPA prepares to launch into related initiatives in a new phase of continuing cooperation.

1.2 Purpose and Scope of the Evaluation

The Changara District Development Project has not been evaluated as a whole since its inception in 1998. The only evaluation exercise undertaken was an assessment of the environmental impact of project activities using the Environmental Assessment System (EASY) tool. Evaluations were also undertaken of the Women's Projects (Labra November, 1999) and the Child Prostitution Project (Martin October, 2001).

Since 2002 is the last running year of the project and NPA is considering similar projects in new areas of the province, on the request of the Provincial Government, the current evaluation will be significant in determining the viability of new projects by spelling out the lessons learned from the preceding ones.

Terms of Reference for the Evaluation

The evaluator's task was specifically to verify:

1. how planned activities were implemented
 - the problems which arose
 - how they were solved
 - how performance by both sides could have been improved
 - the degree of achievement of results
 - how resources were used.
2. according to Project objectives:
 - how well project objectives were achieved
 - how flexible the project was and with what results
 - if training methodology and activities were adequate for these objectives
3. in terms of sustainability:
 - how local partners were involved
 - whether plans were in place for maintenance of infrastructure. How realistic were these?
 - What lessons the project provided for sustainable development in Changara District.

Clear recommendations are to be given in terms of:

1. how to increase project sustainability
2. the justification for new projects of this kind and suitable adjustments
3. methods/activities to increase the impact on the target group
4. how to support the efficient functioning of local government without funding its activities (in order to decrease the tendency by national government to pull out of externally funded sectors).

Working process and methods

The terms of reference specified that the evaluator should present a set of methods and work plan before the exercise started. NPA's desire was that the evaluation be

conducted along participatory lines, where possible, involving NPA personnel, partners and beneficiaries. A preliminary report was to be presented to NPA at the end of the evaluation visit.

The main method used for the evaluation was participatory in nature, using focused questions in individual and group interviews, where possible, but in unstructured and informal manner by and large. The discussions focused on the subjective experiences of persons and groups exposed to the DP and enabled us to arrive at an assessment of the performance and status of the programme.

1.3 Limitations of the Evaluation

Any evaluation of this nature is faced with a number of constraints.

The most important in this case is the timing of the evaluation. Activities on the ground were very limited and the evaluation occurred literally when the shop had closed doors and impressions had to be gathered through the shop-windows. This situation allows for a fair perspective on the physical dimension of projects but severely curtails the analysis of the 'process' which is at the centre of NPA's strategy for 1998-2002.

Another constraint is the limited focus of the evaluation. Although the Development programme funds a variety of projects in the Changara district, it might have been more appropriate to combine into the evaluation an overview at least of the projects in the other district of Chiuta, in order to get a better picture of the operations of the Development Programme as a whole.

The time allocated is a further constraint in that, although it caters reasonably well for the desk tasks of assessing organisational detail, it limits the contact time with partners and beneficiaries.

With this, the limitations are particularly severe when it comes to gathering data, largely through the interview method. One has to rely on a limited field for feedback and information is often tainted by personal experience and interpretation, which is not often borne out by published material such as reports or by actual observations.

Nevertheless the evaluator is satisfied that sufficient evidence was available during the evaluation exercise to enable a quantitative and qualitative assessment of the Development Programme for Changara district.

1.4 Outline of the Report

The main body of the report is made up of four chapters.

Chapter I covers issues relating to the background of Norwegian People's Aid and its development efforts, with particular emphasis on Mozambique. It provides the background to the current phase of activities and the selection of Changara as a focus for development assistance.

Chapter 2 will provide an overview of the Development Programme and its projects. The first part will summarise the overall organisational structure of the Development Programme. The second part will highlight the background, projects and activities of the Changara district.

Chapter 3 will present the main findings of the evaluation. These are grouped into 3 sections, relating to:

- project activities
- organisational structures
- relationships with partners

Chapter 4 will present the conclusions and recommendations of the evaluation. This is divided into two parts. The first will comprise general conclusions of the evaluation. These will focus on issues relating to the organisation's effectiveness, efficiency, impact and sustainability. The second will be made up of recommendations arising from the findings and these will focus on organisational development, administration and management and programme development respectively.

2.0 Overview of the Development Programme.

This chapter will present an overview of the Development Programme of Norwegian People's Aid for Mozambique. This is intended to give a general background to the organisation as well as the background, objectives, strategies and activities of the various projects undertaken by the DP. The chapter is divided into two parts. The first will summarise the organisational and administrative structure of the DP, while the second will give an overview of the projects falling under the integrated DP.

2.1 The Organisational Structure

The NPA country programme is headed by the Resident Representative, responsible for all NPA activities in Mozambique and based at the programme's headquarters in Tete town. The Development Programme is made up of about 20 staff responsible for programme activities.

Key personnel and responsibilities include:

- the Director of the Development Programme, who reports to the Resident Representative and is responsible for overall programme implementation
- two District Co-ordinators responsible for Changara and Chiuta Districts
- two advisors on capacity-building and women's projects, based at the HQ
- three supervisors with special responsibility for community development
- a number of other operational staff linked to the DP.

Administration

The office also has an administration section, headed by the Administrative Manager, reporting to the Resident Representative and supervising some 35 staff members in three principal areas:

- Financial Administration
- Personnel Management
- Logistics

2.2 Partnership Structures and Relations within the Development Programme

NPA policy “emphasises working with and through local groups and organisations, thereby also strengthening these.” Stated policy is to establish a number of different partnerships, in the hope that promoting local NGO’s and/or CBO’s will guarantee broader project sustainability.

NGO’s and CBO’s are, however at the embryonic stage in Mozambique, most of all in remote provinces like Tete, with the result that NPA, like many other international donors, have sought partnership with local government bodies, especially district administrations, which are often the only active institutions in rural areas and the closest tie between local communities and the government.

Meanwhile NPA’s strategy is to build up CBO capacity through a process oriented approach, using women’s centres and various community projects as focal points.

2.3 Planning and Implementation – 1998-2002

NPA established a fresh Country Strategy for the years 1998-2002, spanning four years. The plans for each year of the strategy period were to:

Year One:

- consolidate the NPA Programme sector-wise, including target groups, geographically and in terms of staff
- capacitate the staff to deal professionally with the new areas of intervention
- maintain efficient office routines
- develop the new integrated demining approach
- evaluate the DP
- conduct in-house capacity-building and on-the-job training of staff
- strengthen planning methodologies with partners, particularly district administrations

Year Two

- further strengthen organisational management of the NPA Tete office and of the main partners
- increase the Training of Trainer’s capacity
- initiate feasibility studies for possible start-up of development programme in Manica and Sofala province
- identify and conduct special studies/research to improve programme development in the two current districts with special emphasis on rural women (internal/external consultants)

- evaluate the IDP with focus on funding pattern, possible reorganisation and future strategy
- explore fund-raising possibilities for an extension of the DP
- prepare and implement a mid-term strategy review for August-October 1999

Years Three and Four

- consolidate the programme in the present and possible new sectors (Tete and/or new provinces) in accordance with findings and conclusions of earlier evaluations
- consolidate NPA annual planning cycle with all partners
- implement programme activities based on evaluations made in previous years of the strategy period

Quality Assurance

The NPA Country Strategy (1998-2004) prescribed certain guidelines for quality assurance in both major programmes.

The DP is primarily monitored and approved by the relevant local government offices according to Mozambican laws and regulations.

Appointed auditors pay regular visits to the programme to monitor administrative routines, with the emphasis on documentation, accounting routines and inventories.

To ensure transparency and quality in projects NPA (Tete) and partners produce and submit various reports according to NPA requirements and as agreed with partners. FAP's and FAR's for the current phase refer extensively to deliberate efforts by the DP to include its partners and the beneficiaries in the programme management processes.

2.5 The Changara District Development Projects

The NPA programme in Mozambique consists of two major components: Demining, the major entity to which the bulk of the country budget is allocated, because of its fundamental implications for security for the population of the country, and Development. The respective budgets are US\$4 million and US\$800 000 approximately.

The Mine Clearance Operations began in August 1993 and have included training of deminers, dog handlers, mine detection dogs, medical and management staff, operating in Manica, Sofala and Tete provinces. It has cleared 4.5 million square metres of land and 104 kms of road in the country.

The Development Programme dates back to 1986, operational primarily in the repatriation and reconstruction process. The programme consists of a number of individual programme activities in the Tete province, covering district development, skills training, women's projects, agriculture and reforestation, civic education and competence building of local partners.

The main focus of the activities is two rural districts, Chiuta and Changara. Districts are selected because they represent manageable spatial and socio-political units, thus allowing for functional upward relations with provincial and national structures as well as downwards with local and community levels. In addition, districts are seen as representing the greatest areas of human need in terms of basic social and physical infrastructure.

The Country Strategy clearly outlines four inter-related cornerstones for the DP in Mozambique, namely:

- technical personnel
- training and competence building
- organisational development
- funding for projects and programmes for sustainable improvement in the livelihoods of the rural communities

Chapter 3: Findings of the Evaluation

This chapter will detail the main findings of the evaluation. It is divided into four parts as follows:

- Summary of projects
- Internal structures of the organisation
- Financial and administrative management
- Linkages with partners, target groups and other organisations

3.1 Summary of Projects

The findings of the evaluation are presented along the lines of the written information presented (FAP, FAR's 1998-2002) and the observations from visits and interviews conducted during the evaluation. This will give due regard to the overall vision of the DP while providing a description of the more or less finished product on the ground.

The evaluation exercise took in most of the zones targeted for assistance by the DP. The itinerary is given in Annex 3. The following overview of the projects in Changara will give an all-inclusive report on projects and activities visited, along the lines of the comprehensive approach set down by NPA in the Frame Agreement Plans.

The Programme Director, Mr. Frank Phiri, emphasised from the outset that the Frame Agreement Plans (FAP) and Frame Agreement Reports (FAR) for 1998-2002 took a different approach from the earlier ones in that they consolidated the individual projects into one more composite project. NPA's experience in the Tete province has grown steadily as the province evolved from the phase of needing emergency relief and humanitarian assistance through that of distribution of basic self-help materials and resources, followed by development of basic social services such as schools and training centres in collaboration with the local catholic church and the UNHCR. These initiatives were later built into NPA's strategy for the province, leading up to the current phase when the people were to be brought more into the whole development process.

NPA decided with the onset of the current phase (1998-2002) to deepen the participatory approach in its cooperation with the population of the province. Orientation and training in Participatory Rural Appraisal (PRA) techniques were at the basis of the organisation's work. The FAR for 1998-2002 were drawn up after extensive consultation with the District Administration and the communities, who decided among themselves the priorities for their district and various zones. The process was taken further through deliberate efforts by NPA to involve the people in the actual work undertaken. The aim was to create a greater sense of ownership and to nurture the development ethos from these beginnings.

Programme management, namely the Director, Mr. Phiri and District Coordinator, Mr. Psimoes, both felt that the introduction of the new approaches had been slow to take effect and that improvement only became possible with the introduction, towards the end of the period, of the Laboratorio Organismacional de Terreno (LOT) a more practical and proactive approach for training of the target group. The management indicated that the approach had been more successful in Chiuta than in Changara, but

because of the timing of the evaluation, these observations could not be followed up meaningfully. However it is a positive sign in the evolution of working methodology at a crucial time in the DP and should be put to good effect.

The DP also introduced, along with the LOT approach, the Organisational Workshop (OW) as an integral training method. The report on the OW held at Cancun has all the signs of a clear breakthrough regarding participatory approaches.

Changara-Sede

We visited Changara-Sede, the district administrative centre on 12 November.

Schools

NPA has been involved with some 38 schools in the area, in varying ways. The Changara secondary school, which is only the second school in the province offering pre-university level facilities, is a landmark in the province and a very valuable long-term investment for the community and the province. We spoke to Mr. Jose Chicanha, a senior staff member, who echoed the general community view that the school was one of the single most significant development projects in Changara district. Interestingly he pointed out the limitations of the school, not so much as a criticism of what had gone into the school, but as a signal of problems for its future development. It became clear that the community and local administration had to be made aware of their responsibilities in such developments. Interaction with NPA and, more importantly, with other stakeholders and benefactors had to be encouraged.

The District Administrator, Mr. Muchanga, the local priest, Father Alberto and members of the school staff all spoke highly of the development and of other schools in the province. However fears were expressed concerning discipline among staff and students as the school settled and, like other projects, the need for community involvement in the management and development of their resources remains a pressing need.

Father Alberto felt, particularly, that NPA should consider extending its development efforts into the setting up of a vocational training college, along the lines of the “Acto Officio” in Matundo, in order to lessen the risk of school-leavers walking the streets and becoming frustrated. FAR’s for 2001 reveal that more than 4000 children stood to benefit from NPA inputs into the school sector and that more than 700 had benefited from the boarding facility at Changara secondary School. These are significant numbers and it was not surprising that suggestions for further investment in vocational training were being made.

He also felt that the selection, screening and training of participants in initiatives like Credit Schemes for Women should be more rigorous because several schemes had come and gone with little to show for them. Women often fell victim to circumstances such as irresponsible husbands who influenced their activities negatively or other family hardships. Some even fell victim to their own children’s manipulation, because they themselves were illiterate.

Women's Projects

We spoke on the same day to women involved with the Women's Projects. Again it proved very difficult to gather a representative sample of members of the project, because the project was not active at the time of the evaluation. The NPA worker in Changara, Mrs. Gredesse Agostinho, did her best to convene members but we were only able to speak to the chairperson, Mrs. Minerio Sergio. A clear impression that emerges from the encounter with this lady is that there is potential for continued growth and sustainability among the women's groups.

The benefits of training were evident in the manner in which she reported on the activities, achievements and shortfalls of her group and especially in her suggestions for a way forward. Some activities, like trading had been more successful than others, such as agriculture. She specifically cited lack of coordination among the training agencies for some of the problems experienced by the group and felt, above all, that NPA should find a way of supporting the diligent and committed and eliminating the incompetent elements, in order to encourage real achievement. She outlined the performance of 40 members in 2002 as follows:

- 12 had paid up
- 15 had made a reasonable start, owing half (20m. meticaes)
- 8 had not managed anything
- 4 had passed away.

The NPA worker, Mrs. Gredesse, confirmed that the greatest worry with the women's project was the inability to repay and lack of sustainability. It is important, nevertheless, to record that both women felt that some households had benefitted from the training and exposure to improve on their individual situations and intended to continue efforts to improve on their welfare through various efforts at income-generation.

Monitoring, support and feedback mechanisms were once again called into question. The Women's Project is one component of the current phase of the DP which did receive formal evaluation (Labra 1999). Clear recommendations for monitoring, data collection and support for the target group were made but there appears to have been little improvement after two years. Regrettably an in-depth analysis was not possible in the absence of the group. Specific recommendations made to improve on the credit scheme are also cited in FAP's and FAR's 2001/2002, but the effects were not evident at the time of the visit. It would have been interesting to be referred to one or two specific cases of success or difficulty.

Water

A very strong worry for the community of Changara-Sede during this particular visit and the whole week spent in the district was the lack of water, which affected all sectors of the community, including scholars at the secondary school, which has a boarding facility for boys and girls. At the time of the visit examination candidates were present and affected by the dryness. NPA has also made significant contributions to the development of water resources at Changara-Sede and several items of infrastructure such as a pump and tank had been set up.

Cancune Irrigation Project

The Irrigation Project at Cancune is one sizeable initiative by NPA designed to improve on both the water supply and agricultural production situations in Changara district. A visit to the site proved very instructional. The investment in infrastructure and equipment is substantial – involving a water pump, reservoir and irrigation piping over an area of about 20 hectares.

The chairperson, Mr. Joao, accompanied us onto the site. Members were not present as many were said to be tending their family plots. The main reasons were that the rains were late and the project had run out of diesel. This particular project showed that the target group was not sufficiently trained or developed to manage its own affairs. Although 25 of 26 original members were said to be still active in the project, the impression was that they expected continued support from the donor where resources such as fuel and running costs were concerned. The drive through Cancune village gave the distinct impression that the men did not apply themselves as well as the women did in specific projects. Although the women faced similar problems with training, resources, markets and personal problems, my own impression was that they put a lot more effort into their projects and managed business better.

The management of resources, including their own, is one aspect of development that needs more attention. Without this many initiatives will be short-lived as people will simply turn their backs even when small problems occur. The Organisational Workshop approach, staged incidentally at Cancune, will be useful in this regard.

The lack of involvement of agricultural extension staff in projects generally was evident at Cancune. It is a known fact that state resources are limited but there is always room for individual initiative and enterprise where projects are well managed and communication is good. The directorate in Agriculture at Changara felt that their sector had not fared as well as education, mainly because the red-tape and bureaucracy involved did not fall in well with the strict calendar of agriculture. They felt that communication was good and many LOT's had been staged and 'fichas' completed, but feedback was poor concerning budgets and resources, such that the partners and target group were not able to plan adequately.

Interestingly, the Director of the DP cited at the outset of the evaluation the challenge that had been posed by NPA headquarters concerning agriculture in future projects.

Much has to be done to build up confidence, faith and trust between partners in development projects.

The District Administrator (DA), Mr. Muchanga, also expressed the view that NPA's involvement in Changara district had been central to the development of the district, in the crucial areas of schools, water and roads. He also saw the value in the training in self-help that was beginning to set in in the district, but felt that it had come late in the funding cycle. He felt that partners and beneficiaries should have been instructed better in matters of cost and value of the projects in which they were involved, from water pumps right up to schools and roads. Greater involvement in the planning

process, he felt, would also have improved the timing and distribution of funds and resources.

Chioco/Demera Projects

The team visited projects at Demera and Chioco on 14 November, involving schools, water and roads.

The schools were typically impressive undertakings, with NPA intent primarily on meeting an essential social need. Although projects had been financed almost in full, efforts had been made to involve the communities in production of some materials and in construction. Some problems had been experienced, as evident from delays in the handover of Demera School, because of delays in the construction of toilets.

Problems related often to leadership and this is another reason that NPA's stated interest in Civic Education needs to be put into practice at a higher level.

Chioco School also faced the same problem of how to take off from where the benefactor, NPA, had left off. Their concerns centred around staff quarters and an administration block. Fortunately, in the persons of community leaders like the chairperson, Mr. Mbonda Taundi Kainamo, there is some hope that the community can be kept together to sustain their establishments.

Technical and professional support will be needed, though. District administrations should be developed to provide this essential service of sustenance and should remain accountable to the DP. This is one of the concerns expressed by NPA in the TOR for this evaluation. At the time of the evaluation there appeared to be little effort by all parties to provide for sustainability and maintenance of structures.

NPA needs to build into programmes a small provision for phasing-out, monitoring, communication and facilitation, so that communities do not develop an impression that they are suddenly and completely cut off. Support for leadership, especially, should be sustained through occasional if not regular workshops along the OW approach where participants can get to grips with their real-life situations.

Another thriving school was evident at Chipembere and if this sample of schools is anything to go by, the sum total of benefits to the district and to the province of the 38 odd schools established by NPA will spread to generations of citizens.

Roads

The visit to Chioco enabled the team to appreciate the contribution of NPA to the development of roads in Changara district. The Nvuze-Changara road has been a very important communication route for a vast stretch of Tete province, linking up eventually with distant posts like Mukumbura and the Zimbabwe border. Because of civil conflict the route had become disused and dangerous and NPA's overall development strategy for Mozambique has enabled it to be rehabilitated for broader social and economic development purposes. The NPA's contribution has served as a catalyst for the development of this road and at the time of the visit there was

evidence over large stretches of continuing work by other agencies, including the Centro de Formação de Estradas (CFE) of Chimoio.

There can be no doubt that the long-term benefit of investment in such a project will be immense, just as will the investment in schools.

Water

The Chioco area also benefited considerably from NPA's policy of integrated development, which combined development of schools with water and roads. The water pump on the Luia River at Chioco provided ample evidence of the vital nature of such an input, without which major investments like the school ran the risk of becoming disused in the event of serious drought.

The surprising factor is that with all water projects visited, no attention seems to have been paid to the issue of erosion and environmental issues. There was evidence everywhere one went of stream bank cultivation and there seemed to be a sentiment that the rivers were as good as dead anyway!

Some attention needs to be paid to this factor, especially as the DP moves into new districts. It is expressly cited in planning documents but it appears little has been attempted at field level. The limited effect of the civic education component of the DP again comes into question.

Chipondue

The team visited the Chipondue area, where the DP was active in schools, water and road construction. An interesting observation made by the DP staff was that the area was well known for animal rearing and was considered fairly well-to-do. Situated as it was just off the highway to Cahora Bassa, it was evident that there was a lot of activity in the zone.

The DP has done well to target the Chipondue area for development because, like many areas in the province, basic infrastructure was lacking, in spite of the area being relatively close to a main road and to the provincial capital. The focus on schools, roads and water in the integrated project had definitely had an impact on the community.

The road leading to the centre was largely the product of local labour supported by the input of the DP through food-for-work. Nearly 200 people had been involved in the original LOT which decided on the project activities, distributed according to the activities (road/pumps/school/dam/brick making). This had been reduced as projects were completed and community leaders were happy with the levels of collaboration at community level.

We were fortunately able to see groups of people at work on the school site as well as on the construction of the dam. We were able to speak to the construction instructor at the school, Mr. Joao Alho Andeseni, who was responsible for the works as well as for training of community members involved in the construction. The level of interaction and commitment appeared very high.

The Secretary for the local 'ciclo,' Mr. Domingo Escova escorted us onto the site of the dam construction and to the water pump that serves the locality, both projects again displaying high levels of interaction and interest among the people. Also present was the agricultural technician, Mr. Andre Timane, who was concerned at seepage that was beginning to affect the earth wall of the dam.

We were also joined by Mr. Paulo Samangane Mafunga, the leader of the LOT initiative for the area, who confirmed that people were beginning to work together better and to attempt to solve their own problems. Members referred specifically to issues such as the completion of the school toilets and teachers' houses. In all they displayed a remarkable level of awareness of the need for their own contribution to the development efforts.

Further evidence of the levels of organisation at Chipondue came when we were shown another recently installed water pump, due to be handed over that same day, and met a young man, Mr. Steven Augusto, who was responsible for monitoring of the pumps. This points to the productive potential among the target group when their participation is invited and properly organised. Communities like Chipondue can serve as role models for others such as Chioco and Cancune.

There were, however, three scars on the Chipondue visit which must be noted.

Firstly there was widespread complaint that food, which formed the basis of the food-for-work arrangement with the DP, had not been received for the preceding month of October and for the period to the date of our visit. Whatever the explanation, the lack of information and communication in the development chain is one that should not be entertained.

The second concern is the evidence of stream-bank cultivation in the vicinity of the water projects. The DP has a responsibility in this area which did not appear to be a priority at the time of the visits. Programme reports (e.g. FAR 1999) show that some efforts had been made in matters of environment, involving a number of agencies, but the effects evident at the time of our visit were not good.

The third issue concerned the cancellation of what had been programmed for the day as the official handover of the project infrastructure to the beneficiaries and local administration. Explanations aside, the incident highlights weaknesses in partnership relationships and communication and coordination. This compromises the confidence and trust of all concerned and results in finger-pointing and personalisation of issues.

Coming as it did at the end of the week of evaluation visits to project sites the non-event that the Chipondue ceremony turned out to be sums up a fundamental weakness in the DP – the lack of depth in the working relationship between the three parties in the development equation in the province, namely the donor, the local administration and the community. The target group is such because of its weak position but the two facilitating agencies, donor and administrator, should be seen to be working totally in unison rather than coming in from different angles. This has a negative effect on the target group and on development efforts as a whole. Common explanations given for these failings, as in this case, include lack of resources, such as transport and vehicles,

or busy schedules, given variously by either party, but these should be cause for better monitoring, planning and coordination for the future.

That the lapse in the Chipondue ceremony occurred during an evaluation and during the visit of an international NPA delegate raises a serious question about the commitment of the stakeholders in the development process.

3.2 Organisational Structures

NPA Tete has experienced some degree of staff turnover during the period under review. The current Resident Representative joined the organisation midway through the current phase, while the Director of the Development Programme is only weeks at his desk. Both officers are however well versed in the NPA programme for Mozambique, the Director, in particular having served as deputy to his predecessor and earlier as field coordinator in Changara district. This is one of the evident benefits of NPA's long-term strategy to build up its own capacity to run programmes.

The one unfortunate coincidence of these staff changes concerns the timing of the evaluation, which I referred to earlier as one of the limitations of the evaluation. Had the evaluation taken place earlier in the life of the programme, questions relating to planning and budgeting could have been addressed more directly. The decision not to build teachers' houses, which had been budgeted, at Chioco School is one such issue. No satisfactory explanation could be given by DP staff for that cut in the budget.

The DP has some 20 staff at its disposal and there is evidence in reports and from interviews with the Director and the coordinator for Changara, Mr. Paulinho P. Simoes, that many of the activities, especially training and capacity building activities planned for the programme were conducted by staff in the field. Regrettably at the time of the evaluation exercise, the bulk of this staff had taken leave, according to the Programme Director and were not available for interview. Reports were the only reliable source of information, and it would have been desirable to add a greater analytical depth to these from interviews with the personnel concerned. As they were, many of the field reports lacked depth, giving little account of actual progress, problems and solutions applied or suggested.

3.2 Financial Administration

Financial administration and management of the DP falls under the Administration department of the NPA headquarters in Tete. The accounting and administration procedures have been clearly structured and are adhered to rigorously by all programmes and projects.

Questions arise, however, at the programme implementation stage. Many of the projects of the DP related to infrastructural development and this resulted in a very centralised financial administration process. This is to be expected as NPA does not operate through funded partners like local NGO's, but at best through CBO's which it is nurturing during the development process. We found that much development had taken place on the ground, in terms of schools, roads, water sources and the like but that partners such as the District Administrator and local community groups felt that

they were not fully aware of and involved in the planning and decision-making, especially from a financial point of view.

Senior members of the local administration, such as the District Administrator, who constitute the partners for the DP in Tete province, felt that there was definitely need for greater interaction and, particularly, feedback during the planning and implementation process. This raises questions about the role and effectiveness of development committees referred to in the FAP and FAR's.

Some members of the target group went as far as to suggest that the local staff of the DP, namely the district coordinator and his team, did not have sufficient influence nor resources to respond adequately to situations on the ground and to drive local initiatives, leading to unexplained delays in project funding and implementation.

Financial accountability as such in the DP and in the NPA office as a whole is strong, because of the level of organisation at administrative level. This is borne out by internal reports and by the reports of external auditors.

Chapter 4 Conclusions and Recommendations

This chapter will present some general conclusions and will make specific recommendations. The conclusions relate to the effectiveness, efficiency, impact and future sustainability of the Development Programme. Specific recommendations will be made to address the issues needing attention, while acknowledging the various strengths underlying the DP. Conclusions and recommendations suggested are meant to strengthen and enhance the operation of the Development Programme.

4.1 Conclusions

The effectiveness of the Development Programme can be judged firstly by looking broadly at whether it is fulfilling its mandate, how it applies its resources and its strategic position in the development sector, with specific reference to Tete province.

NPA strategy has been based from the outset on the achievement of local development and the alleviation of poverty in order to lead to an increase in the people's participation in the democratisation and decentralisation process in government. The targeting of districts as priority areas for intervention, coupled with a more integrated approach to development activity in the latter years of the Country Strategy have left a positive mark on the Changara district.

From our findings it is fair to conclude that the Development Programme has been effective in meeting its broad mandate, which is “to contribute to the socio-economic development of Changara district” (TOR Annex 2), thereby improving the welfare of communities in remote areas, with special emphasis on women and their ability to access basic infrastructure and economic opportunities. It was also apparent that NPA holds a strategic position in the development sector in the province as a whole and in Changara in particular. Written reports and indications from stakeholders confirm that coordination with other development agencies is good.

The project activities selected in the DP, especially in its latter stages, can be fairly said to have had widespread impact on the welfare of communities. The benefits from infrastructural development such as schools, water sources and roads meet the greatest concerns of the community and enable them to devote their energies to improving their quality of life through increased productive activity. Men, women and children alike stand to benefit for a long time to come. The organisation has built up its capacity to identify and organise appropriate activities as the Mozambican nation regains considerable momentum in development.

Perusal of programme documents such as the FAP and FAR for the period demonstrate that NPA resources were generally well deployed in terms of the overall aim of contributing to the socio-economic development of the Changara district. The construction of infrastructure is without doubt a successful dimension of the programme.

The level of achievement by the DP in terms of training and other selected activities, however, leaves a lot of room for improvement.

Firstly there is some lack of clarity in the selection and enunciation of the objectives and activities of some of the components. The translation of the broad elements of the Country Strategy into FAP left a lot of overlap between components, setting out rather greater targets than the DP could expect to attain.

The lack of clarity in the broad project perspective compromised the DP somewhat in the critical area of converting from service provider to working with partners. The components of training, agricultural activities, small scale credits for women referred to in the TOR (Annex 2), along with others like Civic Education appear to have made little progress and the evaluation exercise saw little evidence of their benefits, unlike the infrastructural components. Even some of the infrastructural components run the risk of being compromised to some extent by the inadequate level of training, especially PRA envisaged in the Country Strategy. Centres like Chioco and Changara-Sede seemed less prepared than Chipondue and part of this shortcoming can be attributed to failures in components like training and civic education and other specific activities which did not materialise.

Fortunately the decision to integrate activities into one composite programme did have the effect of reducing the confusion and giving the DP some breathing-space. It is one clear mark of the flexibility displayed by the DP. The challenge remains great, nevertheless for the DP and NPA as a whole to enhance its performance with regard to cooperation with partners and organisational development. The low level of civic capacity in the Tete province is a fact of life, but NPA and the DP cannot remain suspended between the two phases of implementer and facilitator in development. Decisions have to be made, not so much concerning choice of partners, because there is little choice, as concerning the form of partnership and activities.

Visits to and interviews with key partners such as the district administration and related offices (agriculture, education) confirmed the value of NPA projects in Changara, but also revealed a lack of depth in partnership relations. Matters such as budget cuts, programme changes and poor communication were cited by some, others going as far as stating that district staff of NPA had limited power in decision-making and project implementation.

Even heavier criticism of the government agencies was made by target groups, which felt that the local administration's interaction with the communities in development matters was far from adequate. Our observations were that the lack of resources such as transport and communication were largely to blame as they tended to severely paralyse the state machinery at district level.

One very positive note during the visits to Changara district was the recent installation of telephone communication. There was an obvious buzz of satisfaction about the town which one hopes will be translated into more effective delivery of services to the population. NPA was not involved in that development but its coincidence with the work of NPA reveals the importance of the contribution of the DP to broad-based district development.

Although NPA did step up its drive to build up capacity among the target group in the phase under review, it must be said that the levels of support and monitoring of activities appeared to have been below the mark. Visits to project sites and interviews

with participants revealed a strong sense of frustration amongst the few leaders who were trying to keep their people together. Sustainability will be seriously compromised, most of all in those areas of development that still require a lot of attention – capacity building and training. The DP did well to adjust its focus in the later stages of the 1998-2002 strategy and it achieved some measure of success in the area of training, especially through PRA methodology. The training benefitted all key players – NPA staff, the local implementing partners and the target group. But it definitely was still very much at the introductory and experimental phase.

Taken altogether, the DP has brought much benefit to the Changara district and as such serves as a reliable basis for its continuation in new districts. The integrated approach will have the added effect of pooling and concentrating community efforts and is to be recommended. The integrated approach augurs well for sustainability.

In brief, the evolution of NPA activities in general and of the DP in particular remains logical and promises greater benefits for the target group. From the relief efforts of the initial phases, which addressed the awkward symptoms occasioned by the long period of strife, the programme has moved, in the phase under review, to addressing the causes of hardship. The investment in essential social and economic infrastructure, coupled with the achievements of the Integrated Demining Programme, leaves all stakeholders poised for the next phase – that of empowerment of the target group. Although empowerment and capacity building were key components of the current phase, time and circumstances did not permit their realisation.

Interestingly, the DP will move, with this phase, into new districts. All will be waiting to see the unfolding of this empowerment phase. There is no doubt that evaluation of the next phases of the DP will place greater emphasis on the elements of “organisational development and a cross-over competence” as well as sustainability of development initiatives referred to in a brief from NPA’s International Department.

Recommendations

Recommendations are given with full regard to the Terms of Reference for the evaluation (Annex 1). However equal regard is given to the actual findings of the exercise.

1. Terms of Reference of the Evaluation

We referred at the outset to the limitations of the evaluation exercise and wish to suggest ways to improve on this.

1. NPA must define in full the evaluation(s) that will accompany a project such as the DP. The extent of a project or programme must help to determine the need for mid-term or final term evaluations. Specific parameters such as dates and scope must be defined, so that the exercise(s) are accorded the proper emphasis by all parties concerned..
2. Evaluation must be timed to coincide with the normal run of activities in a project, especially in a process-oriented initiative. Evaluation should take place at least during a phase-out period and not after the formal cessation of some essential programme/project activities.
3. Stakeholders and participants in the project must be made aware of the inclusion of the evaluation at the planning stage and must be alerted to the actual exercise in good time. This will allow for contact with representative samples of the target group during the exercise. This will enhance transparency of and commitment to projects.
4. Confirmation of the evaluation exercise and dates must be done well ahead of the exercise to allow for adequate preparation by all concerned, such as research and review of relevant literature by evaluators or meetings/displays by participants.
5. The internal monitoring and reporting systems for projects should be made more rigorous

2. Financial

Financial administration and management in NPA Tete is sound. However certain steps can be taken to improve the participation of partners and beneficiaries, in the spirit of development.

1. Budgets should be common knowledge for all involved from beginning to end. Any changes or breaks in the chain of communication must be treated with the seriousness they deserve. This improves accountability all round.
2. Financial management should be an integral part of the training process as the DP evolves such that fresh phases in the programme are seen to embody this capacity. Tailor-made courses should target all levels of participation so that all are seen to grow with the development process.
3. Because project sustainability entails beneficiaries raising and managing their own resources, they should be trained to understand and appreciate the value of resources, along the lines of the Organisational Workshop of Cancun.

3. Programme development

1. There was evidence of some breakdowns or lack of communication in the programme implementation process. The development agenda must be agreed between all stakeholders and implemented and monitored accordingly. Just as the partner, e.g. local government, plays the key role in defining development needs and priorities, he should be an integral player in implementation, monitoring, revision and reporting on the project(s). If rigorous efforts are not made along these lines partners become mere recipients and development initiatives remain at basic assistance level.
2. Because of the partnership and cooperation arrangement which characterise a province like Tete, the District Administration should establish a Development Board, comprising all Directors (education, agriculture, health, social welfare etc.) and community representatives, which must play its full part in all programme activities from planning through implementation up to monitoring and evaluation. These are referred to in the NPA FAP's (2002) as "special concerns" but implementation seems to be lacking.
3. Project resources such as transport, personnel and information must be put to more effective use. A Development Board should be able to coordinate activities with partners like NPA to ensure that resources are put to best use.
4. Cooperation with partners must be enhanced through a process of joint consultation at all levels and at all relevant times. Key documents, meetings, visits and inputs must be agreed and enforced. Projects must build in incentives and motives for good performance by partners as institutions and as individuals. A sense of ownership, responsibility and commitment must be felt by all at all times.
5. Accordingly projects must promote individual and community initiative, encouraging participants to pledge or utilize their own resources for income-generating ventures. Projects or activities should involve individuals or communities able to show or willing to pledge some form of asset such as livestock or equipment.
6. Selection of project participants must be made more rigorous. The province is gradually emerging from the hardships of the pre-peace era and development must of necessity take place increasingly through the more capable rather than the purely dependent. At community level, the capable must be seen to lead, if projects are to receive the respect they need. Screening of participants should involve spouses and families, where necessary.
7. Where possible recruitment to projects should involve interviews which will be recorded and filed along with all records for individuals or groups. These should feature in subsequent monitoring and reporting routines.
8. Both NPA and the District Administration, in particular, must increase their "presence" in all programme activities – not necessarily be seen but be felt alongside the target group. Consultation, response, communication and

decision-making must be enhanced. Both must adopt a side-by-side approach to projects. Above all communication should be optimal.

9. The effect of such an approach will be to increase mutual accountability. In an interactive and participatory endeavour, accountability has to be optimal – all players and all levels must feel responsible to the next person or entity.
10. The DP's practice of moving its efforts to other districts after a given phase is sound. However, all projects should be accompanied by specific follow-up provisions which require the District Administration to monitor and report on project life and impact in the medium to long term. This will have the effect of sustaining community efforts and ensuring maintenance of inputs. Because the District Administration is the 'executive' partner in endeavours such as the DP of Changara, it should be tasked with contributing to this aspect of programme development.
11. One positive point noted during all visits was the catalyst-effect that a competent local leader of a project can have – such as chairpersons or an individual appointed by the community to monitor pumps etc. We recommend that the DP promotes leadership and the development of leadership skills within the community as part of the overall capacity building drive. Specific parameters should be designed for this.
12. NPA should discuss with partners and stakeholders the feasibility of establishing a vocational training centre possibly in Tete town to benefit the youth graduating from schools in the province. Just as the investment in schools and other basic social infrastructure in the districts has proved highly beneficial and provided a model for communities to build on, an investment at the level of youth training may turn out to keep pace with the pattern of economic development the country as a whole is experiencing. It would meet the growing needs of what appears to be a growing population of marginalized youth, many with a relatively high level of education.
13. The gender component should receive a clearer and stronger focus, with integration of women in all development activities an essential component. Women should be afforded the opportunity to take more leadership roles, especially in agricultural projects.
14. Civic education must be clearly defined within the NPA strategy and be built in more substantially and meaningfully into projects as NPA strategy evolves towards facilitation of the development process and empowerment of the target group. It should be designed to increase the awareness among the population of issues affecting their lives and thus increase their participation in finding solutions to their problems.

Annex 1 Terms of Reference

Terms of Reference are quoted as supplied by the Director (DP)

Changara District Development Programme

Terms of reference of Project evaluation

Introduction

NPA has been working in Changara District, in different phases:

1. Since the return of refugees from neighbouring countries due to the Peace Agreement signed in Rome in 1992, the high number of returnees concentrated in Luenha (Changara-Sede). The representatives of population and Father Alberto from local Catholic Church approached and requested partnership to carry out several activities (build schools, provision of water, construction of boarding facilities (1st phase). Apart from this, the Catholic sisters provided courses for local women groups (omm) on sewing, cooking and others.
2. From above request and in order to encourage the grassroots local initiative and allow people to settle easily. NPA and district authorities established vocational training centre in Luenha with the objective to train the returnees for professional skills, income possibilities and promotion of employment opportunities.
3. Later 1994 the United Nations High Commisariat for refugees (UNHCR) funded Programme rehabilitation and reconstruction of schools and free distribution of school materials (pencils, pens, exercise books, books and others) in remote locations within district. In the same year, in Luenha was not water available for local population, even for school and boarding facilities and the Project funded for water pump in Luenha
4. In 1997 NPA started through PRA (Participatory Rural Appraisal) methodology to group its activities in Changara District Development Programme under NORAD Frame Agreement (1998-2002), with the objective of identifying the needs and priorities of the local communities in different localities within the district.

From this period the Changara District Development Project objectives are the following:

The Long Term Development Objective of the project is:

Contribute to the socio-economic development of Changara district.

The immediate objective of the project was defined as follows:

Improve population in remote areas, and especially the Women's access to basic infrastructures and economic opportunities.

The following activities were defined to try to reach the immediate objective:

- construction of infrastructures (schools, teachers' houses, water, health, roads and improvement of local market)
- Training on PRA methodology: a. for local government; b. for community groups
- Agricultural activities (tree planting in affected areas by erosion)
- Provision of small-scale credits for women groups.

NPA's main partner became the local government, and the communities in the district.

Reasons for the evaluation:

Since its start in 1998, the Changara District Development Project has not been evaluated as a whole. In 2001, an environmental assessment of the various activities of the project was done, using the ESY tool.

This evaluation is of particular interest to NPA, since this is the last running year of the project and NPA is considering having similar projects in new districts of the province (on request of the Provincial Government)

To be able to decide whether new projects will be viable and to include lessons learnt in the eventual new projects, the outcome of this evaluation is of crucial importance to the organisation.

Scope and focus of the evaluation:

The project evaluation should verify:

1. How the planned activities were implemented
What problems have arisen?
How have they been solved?
How could performance from both sides have been improved?
What degree of results was achieved?
How the resources have been used?
2. According to the Project objectives:
In which way the objectives were achieved?
If the project was flexible to changes and what consequences this has brought to the life of the project.
If the used training methodologies and activities were adequate to reach the objectives.
3. Sustainability
How the local partners were involved?
Are there any plans for maintaining the infrastructures? Are they realistic?
Does the project provide lessons for sustainable development in Changara District?

The evaluation should produce clear recommendations on:

1. How to increase project sustainability
2. What justifies new projects of this kind, and with what changes
3. Methods, activities to increase the impact on the target group.
4. How to support the good functioning of local government without funding the activities (decrease tendency of national government to pull out of sectors funded externally)

Working process and methods

NPA would like that the consultant(s) presents the methods that will be used, as well as a work plan, before starting the evaluation. NPA would like this evaluation to be conducted in a participatory way, where possible, involving both NPA personnel, partners and beneficiaries. At the end of the evaluation a preliminary report should be presented to NPA management for discussion.

The final should be in NPA's possession 3 weeks after end of evaluation.

Payment conditions for evaluation

200 usd per day.

Food allowance 250.000.00mts per day.

Accommodation and transport (working purpose) NPA.

Duration of contract:

7 days (study of documents and field visits)

2 days of preliminary report writing

1 Summary and briefing to RR and DP Manager

Totalling 10 days for all evaluation.

Documents for consulting

FA agreement reports and plans

Quarterly reports and plans

NPA Country Strategy draft 1998-2002

NPA gender strategy

EASY – Changara Report

Annex 2 List of Organisations and Persons Visited and/or interviewed

The list follows more or or less the chronological order of business of the evaluation.

- | | | | |
|-----|-------------------------|---|---|
| 1. | Dr. Isabel Labra | - | Resident Representative for NPA |
| 2. | Mr. Frank Phiri | - | Director, Development Programme |
| 3. | Mr. Paulinho P.Simoes | - | District Coordinator, NPA, Changara |
| 4. | Padre Alberto | - | Parish Priest, Changara |
| 5. | Mr. Inacio J. Muchanga | - | District Administrator |
| 6. | Mrs. Gredesse Agostinho | - | NPA worker in Changara |
| 7. | Mr. Jose Chicanha | - | Teacher, Changara School |
| 8. | Francisco Aguiar | - | Director of Agriculture, Changara |
| 9. | Mr. Joao Manejo | - | Chairperson, Cancune Irrigation Project |
| 10. | Mrs. Mineria Sergio | - | Chairperson, Women's Credit Group |
| 11. | Mr. Castro Canhatico | - | Head, Chioco School |
| 12. | Mr. Mbonda Kainamo | - | Chairperson |
| 13. | Mr. Joao Andeseni | - | Instructor, Chipondue School |
| 14. | Mr. Domingo Escova | - | Secretary, Chipondue Community |
| 15. | Mr. Eduardo Primario | - | Secretary, Chipondue 'Ciclo' |
| 16. | Mr. Paulo Mafunga | - | Director of Chipondue LOT |
| 17. | Mr. Andre Timane | - | Agricultural Technician, |
| 18. | Mr. Steven Augusto | - | Pump Monitor, Chipondue |

Other groups interviewed included students at Changara School and community members involved in projects at Chipondue and Chioco.

Annex 3 – Itinerary

DAY/DATE	DESTINATION	PROJECT(S)	PARTICIPANTS	OBSERVATIONS
SUNDAY 10/11	OFFICE	DP DOCUMENTS	F. PHIRI	FAP/FAR
MONDAY 11/11	OFFICE		I. LABRA F. PHIRI	BRIEFING/TERMS OF REFERENCE
TUESDAY 12/11	CHANGARA SEDE	SCHOOLS WATER	FR. ALBERTO HEAD OF SCHOOL	INFRASTRUCTURE EVIDENT RELATIONS QUESTIONABLE
WEDNESDAY 13/11	CHANGARA CANCUNE	AGRICULTURE WATER WOMEN'S CREDIT PROJECT	MR. JOAO MRS. AGRADECO MRS. SERGIO POOR ATTENDANCE	ALL PROJECTS STRUGGLING –
THURSDAY 14/11	CHIOCO DEMERA	SCHOOLS WATER ROADS	HEAD OF SCHOOL CHAIRMAN SMALL GROUP	GOOD INFRASTRUCTURE PROMISING AREA LEADERSHIP SHOULD BE DEVELOPED
FRIDAY 15/11	CHIPONDUE	SCHOOLS WATER ROADS	GOOD PRESENCE	VERY GOOD DEVELOPMENT ETHOS LEVEL OF TRAINING INPUT NEEDS TO BE RAISED
SATURDAY 16/11	OFFICE	FINAL REPORT BRIEFING	F. PHIRI	

References

1. NPA Mozambique – *NPA Country Strategy 1998-2002* – Tete, March 1998
2. NPA – *Enterprise Creation in Rural Mozambique* – Report on Cancuni Organisational Workshop – September 2000
3. NPA Mozambique– *Framework Agreement Plans* – 1997-2002
4. NPA Mozambique – *Framework Agreement Reports* –1997-2002
5. Ballerstaedt Esther – *Popular Participation in Development Process in Mozambique* – July 1999
6. Ministry of Foreign Affairs, Norway – *Fighting Poverty – The Norwegian Government's Action Plan for Combating Poverty in the South towards 2015* – March 2002
7. APN – *Evaluation Report on Women's Projects* – I. Labra - November 1999
8. NPA – *Environmental Assessment of Development Projects – Changara District Development Project* – November 2000
9. Ruzengwe & Company – *Report of the Independent Auditors to Ajuda Popular da Noruega* – December 1999
10. UNDP – *A Strategy for Human Development in African Communities* – DDS – October 1991