

# **Mozambique**

## **Mid-Term Evaluation**

**Thematic window: Culture and Development**

**Programme Title: Strengthening cultural, creative industries  
and inclusive policies in Mozambique**

**Author: Nader Metwalli**

## Prologue

The current mid-term evaluation report is part of the efforts being implemented by the Millennium Development Goal Secretariat (MDG-F), as part of its monitoring and evaluation strategy, to promote learning and to improve the quality of the 128 joint programs in 8 development thematic windows according to the basic evaluation criteria inherent to evaluation; relevance, efficiency, effectiveness and sustainability.

The aforementioned mid-term evaluations have been carried out amidst the backdrop of an institutional context that is both rich and varied, and where several UN organizations, working hand in hand with governmental agencies and civil society, cooperate in an attempt to achieve priority development objectives at the local, regional, and national levels. Thus the mid-term evaluations have been conducted in line with the principles outlined in the Evaluation network of the Development Assistant Committee (DAC) - as well as those of the United Nations Evaluation Group (UNEG). In this respect, the evaluation process included a reference group comprising the main stakeholders involved in the joint programme, who were active participants in decisions making during all stages of the evaluation; design, implementation, dissemination and improvement phase.

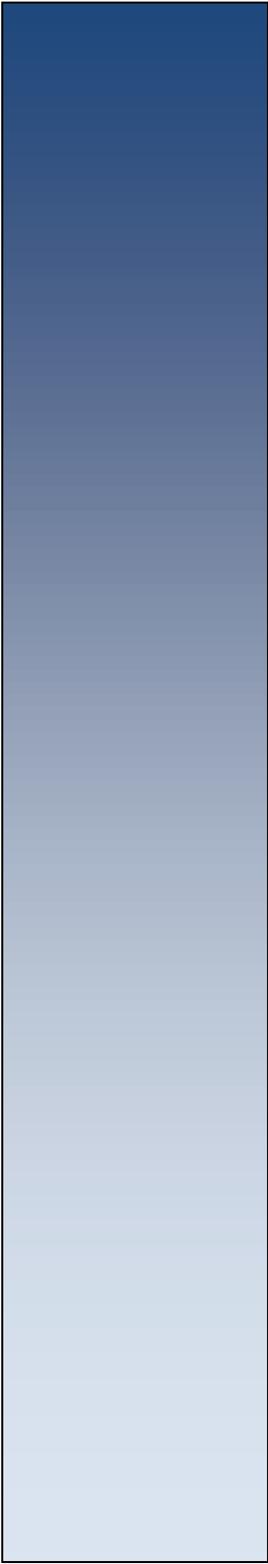
The analysis contained in the mid-term evaluation focuses on the joint program at its mid-term point of implementation- approximately 18 months after it was launched. Bearing in mind the limited time period for implementation of the programs (3 years at most), the mid-term evaluations have been devised to serve as short-term evaluation exercises. This has limited the scope and depth of the evaluation in comparison to a more standard evaluation exercise that would take much longer time and resources to be conducted. Yet it is clearly focusing on the utility and use of the evaluation as a learning tool to improve the joint programs and widely disseminating lessons learnt.

This exercise is both a first opportunity to constitute an independent 'snapshot' of progress made and the challenges posed by initiatives of this nature as regards the 3 objectives being pursued by the MDG-F; the change in living conditions for the various populations vis-à-vis the Millennium Development Goals, the improved quality in terms of assistance provided in line with the terms and conditions outlined by the Declaration of Paris as well as progress made regarding the reform of the United Nations system following the "Delivering as One" initiative.

As a direct result of such mid-term evaluation processes, plans aimed at improving each joint program have been drafted and as such, the recommendations contained in the report have now become specific initiatives, seeking to improve upon implementation of all joint programs evaluated, which are closely monitored by the MDG-F Secretariat.

Conscious of the individual and collective efforts deployed to successfully perform this mid-term evaluation, we would like to thank all partners involved and to dedicate this current document to all those who have contributed to the drafting of the same and who have helped it become a reality (members of the reference group, the teams comprising the governmental agencies, the joint program team, consultants, beneficiaries, local authorities, the team from the Secretariat as well as a wide range of institutions and individuals from the public and private sectors). Once again, our heartfelt thanks.

The analysis and recommendations of this evaluation report do not necessarily reflect the views of the MDG-F Secretariat.



# Strengthening cultural, creative industries and inclusive policies in Mozambique

---

Mid Term Review - Draft Evaluation Report V.3.0

Submitted for review and approval of  
**United Nations Development Programme (UNDP)/**  
**MDG Achievement Fund (MDG-F)**

By: Nader Metwalli

June 30, 2010

---

## Contents

Introduction.....	1
Back ground.....	1
Country Context.....	2
Midterm Evaluation .....	3
Objectives .....	3
Scope of the MTE.....	3
Evaluation framework.....	4
Methodology .....	4
Evaluation matrix.....	5
Evaluation Scale.....	5
Constraints and limitations .....	6
Joint Program description .....	6
Key Stakeholders .....	8
Oversight bodies .....	8
UN Agencies.....	8
Government counterparts (National/ Sub-national).....	9
Geographical coverage.....	10
Data Analysis.....	10
Analysis of the Project Life Cycle .....	10
Analysis of JP phases.....	10
Analysis of the “Triple Constraints” .....	12
Analysis of Evaluation Criteria.....	14
Design level: .....	15
Process level.....	16
Results level.....	16

---

JP Progress at Outcome/Output level till end March 2010 .....	19
Conclusions and Recommendations .....	25
JP Design .....	25
Conclusions .....	25
Recommendations .....	25
JP Implementation strategy .....	28
Conclusions .....	28
Recommendations .....	29
JP Results .....	29
Conclusions .....	29
Recommendations .....	30
Program Management .....	30
Conclusions .....	30
Recommendations .....	30
Midterm Evaluation outcome .....	30
Lessons learned .....	31
Joint Programs level .....	31
Annexes .....	1
Annex 1: Terms of Reference (ToR) – As approved by the JP Reference Group .....	2
Annex 2: List of individuals or groups interviewed or consulted and site visits .....	14
Annex 3: List of documents reviewed .....	21
Annex 4: Options for the Future - Scenarios .....	23
Annex 5: JP Progress as of 31 March 2010 (at output level) .....	28

---

## Acronyms

ARPAC	Social and Cultural Research Institute
CBO	Community Based Organization
DNTF	National Directorate for Land and Forestry
FAO	Food and Agriculture Organization of the United Nations
FUTUR	National Tourism Fund, Ministry of Tourism of Mozambique
GoM	Government of Mozambique
ICH	Intangible Cultural Heritage
ILO	International Labor Organization
INDE	National Institute for Education Development
INE	National Institute for Statistic
INFEP	National Institute of Employment and Professional Training
INLD	National Institute of books and disks
IPEX	Instituto para a Promoção de Exportações IPR Intellectual Property Rights)
ITC	International Trade Center
MDG	Millennium Development Goals
MDG-F	UNDP/Spain MDG Achievement Fund
MEC	Ministry of Education and Culture
M&E	Monitoring and Evaluation
MF	Ministry of Finances
MI	Ministry of Interior
MIC	Ministry of Industry and Trade
MINAG	Ministry of Agriculture
MISAU	Ministry of Health
MITRAB	Ministry of Labor
MITUR	Ministry of Tourism
MJD	Ministry of Youth and Sports
NEPAD	New Partnership for African Development
NGO	Non-governmental Organization
NSC	National Steering Committee
NSDS	National Strategy for Sustainable Development
PARPA II	Action Plan for the Reduction of Absolute Poverty, 2006-2009
PEEC	Strategic Plan for Education and Culture, 2006-2011
PEN II	National Multisectoral Strategic Plan to Combat HIV/AIDS, 2005-2009
PMC	Programme Management Committee

---

PPP	Public Private Partnerships
PROAGRI	National Agricultural Development Programme, 1999-2005
RC	Resident Coordinator of the United Nations
RECs	Regional Economic Communities
SADC	Southern African Development Community
SME	Small and medium-scale Enterprises
SOMAS	Mozambican Society of Authors ( <i>Sociedade Moçambicana de Autores</i> )
SPDTM	Strategic Plan for the Development of Tourism in Mozambique, 2004-2013
UIS	UNESCO Institute of Statistics, Montreal
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Educational Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNWTO	World Tourism Organization

## Introduction

- 1 This report presents a Mid Term Evaluation (MTE) of the Joint Program “Strengthening Culture, Creative Industries, and Inclusive Policies in Mozambique” funded by MDG Achievement Fund (MDG-F). The JP started in August 2008 and will be completed and concluded in August 2011. The MTE includes review of progress achieved in the period from August 2008 to March 2010. The Terms of Reference of this assignment were prepared by the MDG-F secretariat and adapted by the MTE Reference Group in Mozambique who is the primary audience of this report.
- 2 The Midterm Evaluation report includes 8 sections in addition to annexes: Introduction: This section provides a background for the reasons to start the JP and the country context. Midterm Evaluation: This section describes the objective of the Midterm evaluation and the scope of the evaluation. Evaluation Framework: this section describes the methodology applied to the evaluation, the evaluation criteria definitions, evaluation scale and the constraints and limitations of this evaluation. JP description: This section outlines the JP description as outlined in the JP document. Data analysis: This section includes analysis of the JP following two approaches; the project life cycle approach and the evaluation criteria approach. Conclusions and recommendations: This section presents conclusion and recommendations on 4 levels; JP design, JP implementation strategy, JP results, and Project Management. Lessons Learnt: This section presents lessons learnt. MTE Outcome: This section presents actions taken and results achieved based on the preliminary finding and conclusions of the MTE.

## Background

- 3 Culture is increasingly recognized worldwide as a basis for sustainable social and economic development. This recognition has however not sufficiently been translated into specific plans and policies to enhance effectiveness of development interventions. Culture is a broad concept that in this program will be operationalized into specific areas of focus.
- 4 Cultural and creative industries have a great potential as drivers of economic and social development. They account globally for higher than average growth rate and job creation, and are also vehicles of cultural identity that play an important role in fostering cultural diversity. During the last decade, several governments in the developed countries have created specific policies to strengthen their creative industries. Nowadays, Cultural and creative industries account for 7% of the world’s Gross Domestic Product (GDP) but the exports of cultural goods are dominated by the developed countries, while the developing countries represent less than 1% share of the total exports. Development of cultural and creative industries in Mozambique has stagnated due to weak institutional and legislative support, and lack in human capacity in terms of knowledge management, entrepreneurship, technical competencies and skills, degree of professionalism of the sector, etc.
- 5 The Culture and Creative Industries Joint Programme in Mozambique aims at promoting the contribution of cultural and creative industries’ in social and economic development in Mozambique through strengthening the policy, strategy and legal and regulatory frameworks as well as the access to quality data on the sector, its importance and development challenges. It will develop community-based cultural tourism in Maputo, Inhambane and Nampula provinces, and enhance communities and Government’s capacity in sustainable management of cultural assets and offering cultural services to the tourism sector, promote linkages with private sector and support value addition across the value chain. The Joint Programme will support the craft and music sectors

through enhancing access to vocational and business training, through boosting the quantity and quality of services and goods, and by strengthening the marketing at various levels.

## Country Context

- 6 During the last twelve years, Mozambique has seen a substantial economic turnaround. The negative GDP growth of minus 8% reversed to plus 8.2%. The country has made significant advances in human and social development seeing a decrease of 18% in child and maternal mortality and poverty reduction from 69% in 1997 to 54% in 2003, and a significant increase in children enrolled in school rising from 44% in 1997 to 88% in 2006. Despite the considerable achievements and the joint efforts undertaken by the government with the assistance of the Development Aid, poverty levels are still high, with particular incidences where women headed households in rural areas. The high HIV and AIDS prevalence rate 16% (at national level) places Mozambique in the top ten countries with highest rates worldwide compromising strongly the country's future.
- 7 Like in any other developing country, past development efforts in Mozambique have relegated Culture to a second plan, and the low budget assigned by government and its development partners to the Culture sector, clear mirror the weak perceptions of the relation between culture and development. If Culture was considered at all, the emphasis was often on the negative aspects for development.
- 8 In recent years, some encouraging progress in the integration of culture in the development plans has been made in Mozambique. The Agenda 2025, the Government five-year plans 2005-2009 and the PRSP (PARPA II) all describe Culture as an important contributor to the country's human, social and economic development. However, this recognition is still insufficient as the budget for the sector continues to be very low and its (potential) contribution remains yet to be recognized in sectorial development plans.
- 9 Nevertheless more opportunities are arising that need to be taken into consideration. The first is the approval by GoM of the first strategic plan for culture (PEEC 2006-2011), which commits the GoM to various policy revisions and aims to increase culture's role in the development plans and policies of the country.
- 10 There are however primary constraints that need to be tackled for Culture to be able to claim a broader role in development than it has been assigned so far: the lack of financial resources, lack of reliable data, limited technical capacities and weak coordination capacity.
- 11 In terms of specific constraints, the PEEC underlines among others, the following: 1) Lack of dissemination of policies, legislation and regulations related to culture, to enhance better understanding of their value to stakeholders; 2) Poor institutional capacity to manage the existing cultural infrastructures and institutions; 3) Lack of a comprehensive national system for the collection and management of cultural data and statistics; 4) Lack of evidence based data on the actual contribution of culture in the development of the country and in particular for the economic and social area; 5) Poor capacity in monitoring and evaluation.
- 12 The challenges identified in the area of cultural industries include: Improvement of managerial, technical and professional capacity and competence among cultural managers, artists and producers; Reduced capacity of cultural producers to be competitive; Absence of network among practitioners and institutions; Informal character of most creative businesses and a mentality of

excessive dependence on Government on the part of cultural practitioners, and a weak culture of decentralization.<sup>1</sup>

## Midterm Evaluation

### Objectives

- 13 This mid-term evaluation has the following specific objectives as stated in the Terms of Reference (ToR)<sup>2</sup> :
1. To discover the program's **design quality and internal coherence** (needs and problems it seeks to solve) and its external coherence with the UNDAF, the National Development Policies and Strategies (PRSP, National Health, Education, and Gender Policies, PEN III, Strategy for Employment and Vocational Training) and the **Millennium Development Goals**, and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.
  2. To understand how the joint program **operates** and assesses the **efficiency of its management model** in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks within the **One UN** framework.
  3. To identify the program's **degree of effectiveness** among its participants, its contribution to the objectives of the **Culture and Development window**, and the Millennium Development Goals at the local and/or country level.

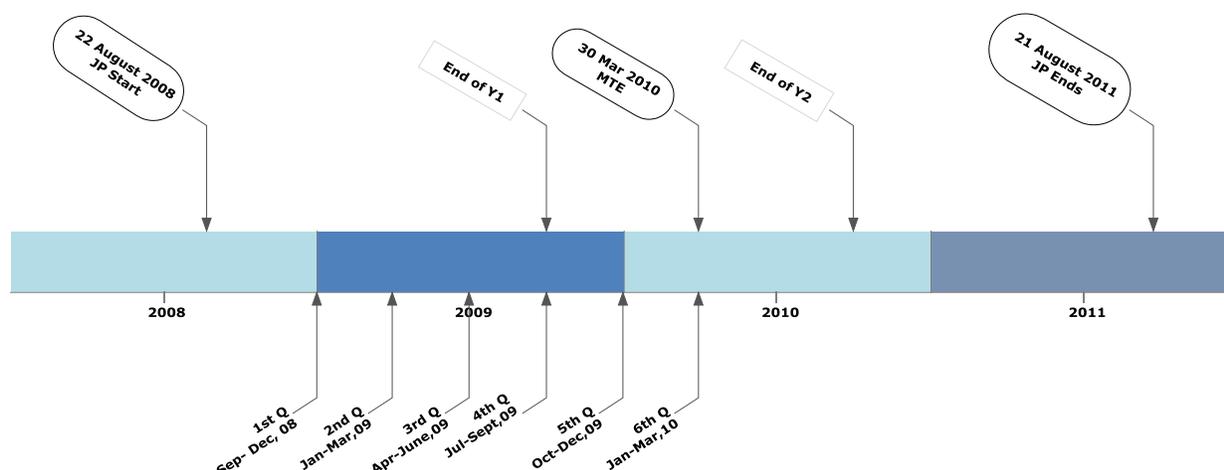
### Scope of the MTE

- 14 This mid-term evaluation will assess progress of implementation of the JP from its inception until its mid point. The JP officially started in August 2008 when the first year funds were transferred to the UN agencies. The evaluation will include 6 quarters from the beginning of September 2008 to the end of March 2010.
- 15 Accordingly, for the purpose of the midterm evaluation, the **first year** of the JP will include the first four quarters that started in September 2008 and ended in September 2009 (13 months). The **second year** will be defined as October 2009 to September 2010 (12 months) and the **third year** will be defined as October 2010 to Aug 2011 (11 months), as shown on the time line below.

---

<sup>1</sup> Mozambique Culture JP Document, 2008

<sup>2</sup> Evaluation Reference Group Meeting Notes, 8 April 2010



Timeline for the Implementation of the JP

## Evaluation framework

### Methodology

The following methods will be applied jointly or separately to answer evaluation questions.

- 16 **Desk study** - The largest part of the work during the desk study phase is to review information available at JP concerning components, outcomes, outputs, activities, and indicators. JP document, annual work plans, progress and monitoring reports are some of the documents that are reviewed.
- 17 **Country visit** - *Country visit* took place from 4 to 15 May 2010. The main objective of the country visit is to validate and enrich the desk review and to generate new information that will confirm or refute the conclusions of the desk review. The JP coordinator has undertaken to assist in identifying relevant officials and key stakeholders. A reference group was formed consisting of representatives of participating UN agencies, the Government of Mozambique, and civil society. The reference group has adapted the ToR to local conditions and has identified priorities for interviewing key stakeholders. The reference group reviewed findings and conclusions of the MTE.
- 18 **Interviews and meetings**- Interviews with JP team, counterparts, partners and focal points formed an important part of the country visit. Many were done on a semi structured basis to pursue specific lines of enquiry about policies, strategies and progress of the Joint Program. In addition, there will be a variety of focus group meetings to increase participation of beneficiaries.
- 19 **Program Beneficiaries** – people the JP aim to reach and who have been involved in program activities to date. The consultant found it early to explore perceptions of changes in living conditions and satisfaction with physical, social and economic services; effects of changes in institutions, regulations and services. Discussions were held with groups and individuals.
- 20 **Partners** – those who have knowledge of JP and/or its projects and beneficiaries but who are not directly involved in project implementation such as consultants and NGOs.

## Evaluation matrix

- 21 The Midterm evaluation follows OECD/DAC criteria of Relevance, Efficiency, Effectiveness, and Sustainability. The definitions of those criteria have been adapted to Joint Program context. Specific questions related to each criterion has been defined by the MDG-F secretariat and refined by the JP reference group at national level. Evaluation questions are described in details in the attached ToR (Appendix 2). Triangulation of data sources will be used as much as applicable. The data sources mentioned below are only indicative and not comprehensive. The following Evaluation matrix describes briefly data sources for each evaluation criterion and the method for collecting data.

Evaluation criteria	Data Sources	Method
<b>Relevance</b> The extent to how coherent the objectives of the development intervention are with regards to the beneficiaries' problems, the needs of the country, the global priorities and the other partners and donors	Relevant Documents, Key Informants, Program Management, beneficiary groups	Desk Review, Interviews, field visits, focus groups
<b>Efficiency:</b> Extent to which resources/inputs (funds, time, etc.) have been turned into results	Relevant Documents, Key Informants, Program Management Team	Desk Review, Interviews, field visits, focus groups
<b>Effectiveness-</b> Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance.	JP Documents, Progress and monitoring reports Key Informants, Program Management Team	Desk Review, Interviews, field visits, focus groups
<b>Sustainability-</b> Probability of the benefits of the intervention continuing in the long term.	Relevant Documents, Key Informants, Program Management, Communities	Desk Review, Interviews, field visits, focus groups
<b>Country level-</b> Lessons learnt, good practices, progress toward achieving MDGs, One UN, and influencing public policies	Relevant Documents, Key Informants, Program Management	Desk Review, Interviews, field visits, focus groups

## Evaluation Scale

- 22 A four point scale of **4-High, 3-Substantial, 2-Modest, and 1-Negligible** will be used to assess progress towards achieving JP outcomes. A Work Breakdown Structure (WBS) method will be used to link program activities/outputs/deliverables on annual basis to the Joint Program Outcomes.

## Constraints and limitations

The Major limitations of the methodology are identified below

- 23 **Language barriers:** Some of the project documents and studies were in Portuguese. Those were translated into English. Some interviews were carried out in Portuguese. An interpreter assisted in the translation to English throughout the field visit.
- 24 **Time:** The scope of the JP and the number of stakeholders involved is too large to be covered in 10 days. Some of the key stakeholders were not available for interview during the field visit and one of 3 provinces, Inhambane, was not visited.
- 25 **Project Management Processes:** three processes had significant impact on the performance of the JP. Those are: recruitment processes, procurement processes, and fund transfer processes.
  - **Recruitment processes:** it was apparent from initial analyses of the JP documents that there were considerable delays, of over 6 months, in the recruitment of the JP coordinator and the focal points of UN agencies. The recruitment processes followed internal roles and regulations of respective agencies participating in the JP both locally and at HQ levels. The causes for such delays were not investigated as it goes far beyond the scope of this evaluation. However, it requires a separate review
  - **Procurement Processes:** Several consultants and implementers indicated that the procurement processes was complicated, lengthy and that they had to wait for extended periods of time to commence assignments. Detailed analysis of the procurement processes of different agencies, bottlenecks and cause of delays were not investigated under the scope of this assignment. However, it requires a separate review
  - **Fund Transfer Processes:** ITC, for example, manages the second largest budget on the JP and their contribution to implementation of component 1 is significant. The interagency arrangements of fund transfer between ITC, UNESCO and other UN agencies were described as challenging since ITC is a non-resident agency; but the fund transfer mechanisms were not investigated as it goes beyond the scope of this evaluation. However, it requires a separate review

## Joint Program description

- 26 The Joint Programme aims at promoting cultural and creative industries' contribution to social and economic development in Mozambique through strengthening the policy, strategy and legal and regulatory frameworks as well as access to quality data on the sector, its importance and development challenges. It will develop community-based cultural tourism in Maputo, Inhambane (South of the country) and Nampula (North of the country) provinces, and enhance communities and Government's capacity in sustainable management of cultural assets and offering cultural services to the tourism sector, promote linkages with private sector and support value addition across the value chain. The Joint Programme will support the craft and music sectors through enhancing access to vocational and business training, through boosting the quantity and quality of services and goods, and by strengthening the marketing at various levels.
- 27 The joint program was formally approved for funding by MDG Achievement Fund (MDG-F) under number MDGF -1771 on the 8 May 2008. The total estimated budget of the Joint Program is

approximately \$ 5 million (US\$ 4,999,834) over 3 years. The following table shows allocation of budget over the 3 years.<sup>3</sup>

Description	Year 1	Year 2	Year 3	Total
Sub-Total without PSC	1,682,380	1,844,286	1,127,383	4,654,050
(% of Total)	(36.15%)	(39.63%)	(24.22%)	(100.00%)
Programme Support Costs (7%)	117,767	129,100	78,917	325,784
Programme Document Formulation Advance				20,000
Sub-Total with PSC				4,999,834

Table 1: Allocation of funds over 3 years

- 28 In view of the prevailing challenges in the sector of Culture in Mozambique, this Joint Programme consists of two complementary components: 1) Promotion of cultural and creative industries' contribution to social and economic development and 2) Ensuring inclusion of social and cultural aspects in development policies and strategies. The first component focuses on the development of the cultural and creative industries as means of contributing to poverty reduction by promoting the potentials of a fairly undervalued sector of the economy, as well as promoting at the same time the rich cultural diversity in the country. The second component aims at making development plans and strategies more effective by promoting the use of traditional knowledge and integrating the socio-cultural elements of development that have been overlooked in the past 50 years of development aid have been overlooked. The program will look into the role of traditional knowledge in natural resources management as well as its importance as a development tool to ease the transitional distress of refugees settling in Mozambique and promote their social integration in host communities. Further, it aims to strengthen the impact of HIV&AIDS program through socio-cultural approaches.
- 29 Each component is articulated on three significant outcomes which will be achieved through: policies and strategies formulation; provision of technical assistance to the Government (central, provincial and district level); advocacy and sensitization of stakeholders; substantive institutional capacity building and training for professionals and for more responsible and participatory community-based mobilization; facilitation of partnerships.
- 30 **Under Component 1**, this Joint Programme will support legal and regulatory framework enforcement, policy and strategy revision to strengthen craft and music industries, development of community-based cultural tourism along selected cultural itineraries, in a manner to integrate and extend existing tourist itineraries and destinations, and strengthening the capacity of cultural entrepreneurs in up-scaling cultural goods production in the domain of crafts and music, as well as its distribution through domestic and foreign markets. **Under component 2**, this Joint Programme will support the recognition and use of traditional knowledge systems in agriculture and natural resources management, its intergenerational transmission including among refugee and other vulnerable communities, and it will further identify socio-cultural elements which need to be mainstreamed in planning processes at provincial and district level, mainstreaming these elements in education and health policies, plans and strategies, and testing a model, in order to provide a more participatory role for beneficiary communities. This model can later be further replicated in other districts/provinces of the country.

<sup>3</sup> UNDP New York, Ass. Administrator and Director, Partnership Bureau, "Transmittal Memo" 8 May 2008

- 31 The key areas of intervention in this Joint Programme are those reflected in the UN Delivering as One vision for Mozambique, which identifies four key areas for future work in the country: (1) Policy and Advocacy, (2) Normative and technical support, (3) Capacity development and (4) Civil society partnerships. This Joint Programme constitutes a valuable opportunity to strengthen the One UN process in Mozambique by enhancing inter-agency cooperation, both in terms of coordination issues in planning, implementation, administration, budget and M&E (operational efficiencies), and collaboration on the content side to deliver superior value to the country.
- 32 **Relation to UNDAF, National Priorities, and MDGs:** The Joint Programme is based on the UNDAF 2007-2009 for Mozambique, and contributes to the implementation of the National PRSP (PARPA II), the Government 5-year plan, the Strategic Plan for Education and Culture 2006-2011, and the Employment and Vocational Training Strategy. It builds on lessons learnt from past and on-going implemented projects and is in line with UNDAF outcomes 1 and 4 for Economic Development and Governance pillars that aim at achieving MDGs 1, 3, 7 and 8
- 33 The inception workshop of the Joint Programme, including the official launch of the JP, was done from 13 to 15 October 2008. The JP was launched by the Minister of Education and Culture, the UN Resident Coordinator and the Ambassador of Spain and broadcasted by several TV and radio stations. The Ministers of Tourism and Youth and Sports attended the launching.<sup>4</sup> Presentation of the project to the City of Maputo and stakeholders took place on the 22 April, 2009. The first formal Program Management Committee Meeting was held on the 29 June, 2009.

## Key Stakeholders

### Oversight bodies

- 34 At National level, MDG-F Steering Committee (NSC) consists of representative from the GoM (MEC), a Representative of the Spanish Government, and the Resident Coordinator (RC).
- 35 Also, at national level, Programme Management Committee (PMC) of the JP consists of all UN agencies (FAO, ILO, ITC, UNESCO, UNFPA and UNHCR), and relevant Government Counterparts, (MEC, MINAG, MITRAB, MITUR, MIC, MINEC, MISAU and MJD) and focal points of the provincial governments are represented. The RC or his designate chair the PMC. The last meeting was chaired by the UNESCO representative on the 14 May, 2010.
- 36 At Provincial level, Provincial Programme Management Committee (PPMC) of the JP consists of the JP Coordinator, the JP Programme Officers of the UN agencies and the designated provincial government representatives of the different directorates, including a representative of each beneficiary district in the concerned province. The PPMC is co-chaired by the government Provincial Focal Point and the JP Coordinator. There are three PPMCs at Nampula, Maputo, and Inhambane

### UN Agencies

- 37 **UNESCO** will ensure the overall program management and in-country coordination. It will further provide technical expertise, best-practice sharing and training tools. **ITC** will bring its expertise in trade promotion and capacity building. **ILO** will bring its added value in policy recommendations towards decent job creation and social security and training tools in building capacity in management and entrepreneurial skills of the beneficiary communities and organizations. **FAO** will ensure the integration of socio-cultural data and traditional knowledge systems in forestry resources

<sup>4</sup> Programme Quarterly Progress Update, 20 October 2008

management and agriculture. **UNHCR** will coordinate the implementation of the program's activities in the refugee camp in Maratane, while **UNFPA** will provide technical expertise in Sexual Reproductive Health and HIV prevention. The following table shows the distribution of funds to UN agencies

AGENCY	TOTAL USD
UNESCO	2,647,920
ITC	749,000
ILO	707,270
FAO	450,524
UNFPA	310,300
UNHCR	134,820
<b>TOTAL</b>	<b>\$ 4,999,834</b>

Table 2: Allocation of funds to UN agencies

### Government counterparts (National/ Sub-national)

- 38 Ministries, their Provincial (and District level) Directorates and Services: Ministry of Education and Culture (MEC) (split into two ministries), Ministry of Tourism (MITUR), Ministry of Industry and Trade (MIC), Ministry of Labor (MITRAB), Ministry of Youth and Sports (MJD), Ministry of Health (MISAU), Ministry of Agriculture (MINAG), Ministry of Foreign Affairs and Cooperation (MINEC), Ministry of Science and Technology (MCT)
- 39 **MEC** is the main Government partner, as the Ministry responsible for the area of culture, and will ensure the alignment with the Strategic Plan for Culture. **MITUR** is the 2<sup>nd</sup> Ministry after Min. of Culture responsible for the JP. **MISAU** and **MJD** are the main partners in the fight against HIV&AIDS, to improve the understanding on cultural factors to behavior having an influence on the pandemic. **MINAG** is interested in sustainable use of renewable natural resources. **MITUR** is a partner in developing cultural tourism, **MITRAB** in job creation and social security of artists, artisans, and cultural practitioners and service providers, while **MIC** in strengthening the cultural industries and the exports of cultural goods. Implementing partners (National/ Sub-national)
- 40 In addition to key government partners, the following partners are working closely with the Program to date: **INLD** (National Institute of Books and Discs), **ARPAC** (Social and Cultural Research Institute), **INAR** (National Institute for Assistance to Refugees), **SOMAS** (national collective management agency), **CEDARTE** (Center for Study and Development of Craft, local NGO), **GAPI** (Local Business Service Provider and a Financial Institution), **Kula** (local consultant firm with focus on sexual reproductive health and HIV & AIDS), **Aquila** Consultoria (local consultant firm, tourism expertise), **SNV** (International NGO, tourism expertise)
- 41 **INLD** has been contracted to ensure an integrated approach to the overall review of the legal framework for the creative industries, resulting in one compiled deliverable that meets the needs of the Government of Mozambique. **CEDARTE** conducted the Craft Value Chain analysis for the JP and their related stakeholder validation. **GAPI**, were contracted by **ILO** to adapt the "Start your own cultural business" training material and pilot it in three districts where the JP serves. **Kula**, A local consultant company, hired by **UNESCO** to conduct the study on the socio-cultural approach to Sexual Reproductive Health, a joint activity with **UNFPA**. **ANARTE** (National Artisan Association), participated in Craft Value Chain Analysis and stakeholder meetings.

## Geographical coverage

- 42 Further to concerted consultations with the Government, the Joint Programme will be implemented on a pilot base in selected districts of the three Provinces of **Maputo Cidade**, **Inhambane** (South of the country) and **Nampula** (North of the country), which resulted in the most suitable for the considerable potential in terms of cultural resources and profiles, existing tourist destinations and infrastructures, possible linkage opportunities with local on-going initiatives, and being among the most affected and at risk areas. Component 1 will focus on urban contexts, namely the districts of **Maputo city**, **Inhambane city** and surroundings (Tofu, Barra, etc.), **Nampula City** and **Ilha de Moçambique**, while component 2 will be implemented mainly in rural areas, namely **Mossuril** and **Zavala** districts, with specific activities for refugees and host community targeting **Maratane** camp. Joint Programme action towards integrating the cultural component into HIV/AIDS plans will address not only rural areas, but will be extended to urban contexts (**Maputo City**).

## Data Analysis

- 43 The data analysis section of this report will follow two integrated and interrelated approaches: Analysis of the Project Life Cycle of the Joint Program following the Project Management Institute (PMI) guidelines known as the Project Management Body of Knowledge (PMBOK)<sup>5</sup>; and analysis of the evaluation questions and criteria following OECD/DAC guidelines and definitions published in 2002<sup>6</sup> and Standards for Evaluations in the UN System published in 2005<sup>7</sup>.

## Analysis of the Project Life Cycle

### Analysis of JP phases

- 44 The analysis of the life cycle of the JP will follow best practices in program/project management. The guidelines of Project Management Institute (PMI) are de facto standards for Project Managers. The Project Management Body of Knowledge (PMBOK) – fourth edition illustrates that projects of all sizes and complexities go through four phases: Starting the project, organizing and preparing, Carryout the work and closing the project.
- 45 The Project Life Cycle consists of 5 process groups: Initiation, Planning, Executing, Monitoring and Control, and Closing.

### Initiating Process Groups

*Those processes performed to define a new project or a new phase of an existing project by obtaining authorization to start the project phase.*

- 46 The recruitment of the JP coordinator and UN agencies focal points consumed over 6 months of the JP implementation time
- 47 The roles and responsibilities for the **Initiation** (Inception) phase of the JP were not well defined. The activities of the initiation phase include procedures and timelines for hiring Project Management Team (PMT), setting up project office (s), acquiring office equipment, and arranging

---

<sup>5</sup> A Guide to the Project Management Body of Knowledge (PMBOK® Guide) - Fourth Edition, PMI, 2008

<sup>6</sup> Glossary of Key Terms in Evaluation and Results Based Management, Development Assistance Committee, OECD/DAC, 2002

<sup>7</sup> Standards for Evaluation in the UN System, UNEG, April 2005

communication and transportation. (The JP document does not clarify who is responsible for carrying out those activities and when they should be completed)

### ***Planning Process Group:***

*Those processes required to establish the scope of the project, refine objectives, and define the course of action required to attain the objectives that the project was undertaking to achieve.*

- 48 The time required to complete planning phase was not taken into consideration in the JP document. The roles and responsibilities for the Planning phase of the JP were not well defined.
- 49 Performing activities to develop a Project Management Plan was not factored in while preparing the JP document. Not completing a Project Management Plan, yet, had led to underestimating the level of effort required to complete the scope, the time and the resources required to effectively manage the completion of the JP deliverables
- 50 There are attempts to do ad hoc planning through participation of multiple UN agencies in preparation of one ToR.

### ***Executing Process Group:***

*Those processes to complete the work defined in the Project Management Plan to satisfy the project specifications*

- 51 Overall progress on outputs was delayed from the onset of the JP due to the late start in getting agency personnel, provincial level government focal points and the program management committee structures in place, yet the speed of implementation advanced significantly thereafter especially in jumpstarting the necessary studies that are informing the program's activities.
- 52 Delivering as one tends to be more complex under Component 1 of the program due to the nature of the activities and the number of agencies involved, however every effort is being made to plan and implement together in order to leverage funding and reach a higher quality of success.
- 53 Component 2's activities are more concrete with some activities only having one agency involved, and it also has a limited geographic reach (only being implemented in two districts) when compared to Component 1 (being implemented in six locations), thereby enabling a faster implementation rate.<sup>8</sup>

### ***Monitoring and controlling Process Group:***

*Those processes required to track, review, and regulate the progress and performance of the project; identify any areas in which changes to the plan are required; and initiate corresponding changes*

- 54 The JP submitted a mini monitoring report on 30 September 2009 summarizing results during year 1 of operation. A second report was submitted on 2 February 2009 detailing progress in the 2<sup>nd</sup> semester of 2009. A third report was submitted on 20 May 2010 detailing progress until end/ March 2010.
- 55 The JP hired a consultant to revise the M&E framework. A presentation was made to the last meeting of the PMC to approve the M&E framework. The M&E framework was comprehensive and well prepared. However, the M&E framework will need to be streamlined to match modified scope.

---

<sup>8</sup> 2<sup>nd</sup> semester monitoring Report, 2009

- 56 The monitoring activities are currently being performed by the JP coordinator. An M&E specialist that tracks progress of activities as well as collect and analyze data on performance indicators was not hired

### **Closing Process Groups:**

*Those processes performed to finalize all activities across all process groups to formally close the project or phase*

- 57 The plan to carry out closing activities, to define roles and responsibilities, and to estimate time and cost required was not considered in the JP document

### **Analysis of the “Triple Constraints”**

The Project team manages the “Triple constraints” of the project which are Scope, Time and Cost

#### **Scope.**

*Planning, Definition, Work Break-down Structure (WBS) Creation, Verification and Control.*

- 58 The joint program scope is extremely complex. There are 2 components, 6 outcomes, 18 outputs, and 88 deliverables (17 Y1, 36 Y2, and 35 Y3). According to PMBOK, a Work Breakdown Structure (WBS) is required to be created for each of the deliverables and a master WBS created for all the deliverables showing relations between them and dependencies. (I.e. each deliverable will be managed as a sub-project). Only 2 deliverables of 17 were completed nearly on time by the end of Y1. It is unlikely that the JP could complete 86 deliverables within the remaining time of the JP.
- 59 The Work Breakdown Structure (WBS) outlined in the results framework summary described in the JP document stopped at the third level (Components – Outcomes - Outputs). The WBS could go down two more levels (Components – Outcomes – Outputs – Deliverables - Activities). Resources, allocations, coordination and implementation occur at activity level. Output level is too large to do detailed planning. This also impacts coordination.

#### **Time.**

*Definition, Sequencing, Resource and Duration Estimating, Schedule Development and Schedule Control.*

- 60 Time management is the weakest process on the JP. The JP document did not factor in time for mobilization (recruitment of PMT, setting up office, and setting up oversight bodies). The JP document did not allocate time for planning (prepare WBS, sequencing activities, allocation of resources, and planning procurements). The JP document did not set clear time limits for both the initiation and planning phases of the JP or for the upcoming closing phase. It is a good practice that the JP Project Manager/Coordinator is assigned during the initiation phase, because s/he is the one who coordinates the activities of “preparing and organizing” project planning phase.

#### **Cost.**

*Resource Planning, Cost Estimating, Budgeting and Control.*

- 61 The distribution of funds over the 3 years period of the JP was 36% in Y1, 39% in Y2 and 25% in Y3 respectively. The year1 fund allocation was very ambitious. (This was part of the reason agencies found it difficult to meet the 70% threshold set by MDG-F for disbursement of Y2 funds). Ideally the cumulative funds of the JP over its duration should follow the S-Curve described in the PMBOK. i.e. Y1 and Y3 budgets should be much less than Y2 budget.

- 62 The first installment of funds transferred to the six UN agencies participating in the Joint Program amounted to \$ 1,804,138 to fund the first year activities, representing approximately 36% of the total funds. The funds transfer date of the 22 August 2008 marks the start of the Joint program
- 63 As shown in table 3 below the rate of delivery at the end of year 1 reached only 49% of year 1 budget with ILO expending and committing at a rate of 84% followed by FAO and ITC at 63% and 60% respectively. UNFPA indicated that they had a slow expenditure pace in year 1 because they were waiting for a study to be completed

<b>JP on Strengthening Cultural and Creative Industries and Inclusive Policies in Mozambique</b>				
<b>Expended/Committed, August 21, 2008 thru September 15,2009</b>				
	<b>Budget Year 1*</b>	<b>Amount Expended + Committed</b>	<b>% of agency budget</b>	<i>Notes</i>
UNESCO	\$1,050,052	\$ 419,478	40%	<i>includes formulation advance</i>
ILO	\$152,296	\$ 127,533	84%	
ITC	\$265,756	\$ 169,067	60%	
FAO	\$184,094	\$ 115,620	63%	
UNHCR	\$71,690	\$ 39,968	56%	
UNFPA	\$80,250	\$ 16,584	21%	
<b>TOTAL</b>	<b>\$1,804,138</b>	<b>\$ 888,250</b>	<b>49%</b>	<i>Global % of expended and committed</i>

\* includes PSC @ 7%

Table3: Rate of delivery (expenditure) at the end of year 1  
(Expended and Committed)

- 64 As shown in table 4 below the rate of delivery at the end of 18 months reached 74% of year 1 budget with ILO, FAO and ITC expending and committing at a rate of over 90% followed by UNHCR at 84%. UNESCO and UNFPA lagged behind.

<b>JP on Strengthening Cultural and Creative Industries and Inclusive Policies in Mozambique</b>				
<b>Expended/Committed, August 21, 2008 thru March 31,2010</b>				
	<b>Budget Year 1*</b>	<b>Amount Expended + Committed</b>	<b>% of agency budget</b>	<i>Notes</i>
UNESCO	\$1,050,052	\$662,842	63%	<i>includes formulation advance</i>
ILO	\$152,296	\$143,358	94%	
ITC	\$265,756	\$245,873	93%	
FAO	\$184,094	\$181,559	99%	
UNHCR	\$71,690	\$59,891	84%	
UNFPA	\$80,250	\$8,872	11%	
<b>TOTAL</b>	<b>\$1,804,138</b>	<b>\$1,302,395</b>	<b>74%</b>	<i>Global % of expended</i>

				<i>and committed</i>
--	--	--	--	----------------------

\* includes PSC @ 7%

Table 4: Rate of delivery (expenditure) at the end of 18 months  
(Expended and Committed)

- 65 The rate of delivery using amounts **expended and committed** is used as an indicator for requesting subsequent year's transfer of funds. The expended and committed funds should exceed 70% of the budget.
- 66 However, reporting rate of delivery in a specific period of time should utilize only amounts expended during that period to reflect actual progress. Using expended and committed amounts for reporting will be more problematic for planning implementations in year 2 and year 3 because it overstates progress.
- 67 The second installment of funds was transferred to the six UN agencies participating in the Joint Program amounted to \$1,973,386 to fund the second year activities, representing approximately 39% of the total JP funds. The funds were transferred in April 2010 after meeting the 70% threshold for year 1 as shown in table 4 above.

### *Staffing Level*

#### *Human resources required for managing the JP and implementing activities*

- 68 The inadequate level of human resources seriously impeded the pace of implementation. The JP Coordinator is charged with coordination of program activities among 6 UN agencies and 9 (10)<sup>9</sup> government ministries, implementing UNESCO activities which account for almost 60 % of the total program activities, participating in 4 Project Management Committees (PMCs) at national and provincial levels, preparing ToRs, Initiating procurement processes, tracking expenditures, monitoring implementation of outputs and activities and coordinating reviews and quality checks with INLD in addition to interfacing with MDG-F secretariat in preparing AWP, progress and monitoring reports. This level of effort is subjecting the JP coordinator to tremendous stresses and negatively affecting the pace of implementation.

### **Analysis of Evaluation Criteria**

- 69 The main users of the evaluation represented in the evaluation reference group (Section 8 of the TOR), and specifically the coordination and implementation unit of the joint program, are responsible for contributing to this section. Evaluation questions and criteria may be added or modified up to a reasonable limit, bearing in mind the viability and the limitations (resources, time, etc.) of a quick interim evaluation exercise.
- 70 The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them. These criteria are, in turn, grouped according to the three levels of the program.

<sup>9</sup> Ministry of Education and Culture is split into two ministries

**Design level:****Relevance:**

*The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country, the Millennium Development Goals and the policies of associates and donors.*

- 71 The JP is aiming to enhance knowledge and guidelines for putting in place a stronger strategic, regulatory and legislative support framework for cultural and creative industries. Furthermore, mechanisms for fighting piracy and for distribution of royalties are 14 reinforced and functioning in the country. Additionally, policy-makers are provided with quality data on culture and development, and a coherent data collection system in selected sites with cultural indicators for development is at use.
- 72 Through training and institutional capacity-building, the Joint Programme will have strengthened the capacities of professionals and GoM officials, at central, provincial and district level in cultural tourism, and in managing and safeguarding cultural assets and profiles.
- 73 The productive capacities within the crafts sector are enhanced through training and quality control and design interventions. Associations and networking of producers, practitioners and providers in music and craft industries are facilitated in their establishment, functioning and partnerships supported at national, regional and international level. Business skills are strengthened and new market linkages and trade opportunities opened for the sector. Special attention will be provided to women in the provision of the different forms of support as means of contributing to their economic empowerment and hence reducing poverty.
- 74 At a macro level, the JP design was quite ambitious in terms of the number and diversity of targeted beneficiary groups, geographical coverage, and number of government agencies at national/sub-national levels involved in the implementation. On the other hand, at intervention levels, there are insufficient resources allocated (time, cost and Human resources) in order to achieve impact.
- 75 The JP has defined follow up indicators to track progress of activities. A matrix has been developed identifying a list of activities that need to be delivered by the end of each year of the JP. However, those indicators were not measured and corrective actions, in case of deviations, taken.
- 76 The MDG-F Secretariat recommended only minor changes to the JP document. No substantial changes were requested in the scope of the JP.

**Ownership in the design:**

*Effective exercise of leadership by the country's social agents in development interventions*

- 77 The JP document stated that the JP will contribute to the implementation of national policies and strategies. The JP document referred to National Strategy for Sustainable Development (NSDS), Action Plan for the Reduction of Absolute Poverty, 2006-2009 (PARPA II), Strategic Plan for Education and Culture, 2006-2011 (PEEC), National Multisectoral Strategic Plan to Combat HIV/AIDS, 2005-2009 (PEN II), and Strategic Plan for the Development of Tourism in Mozambique, 2004-2013 (SPDTM). However, there was no subsequent reference to national strategies in the JP progress or monitoring reports
- 78 Government focal points have been involved in the design phase of the JP. Two consultative workshops took place before the JP application was submitted to MDG-F secretariat for approval. Government focal points are members of the 4 PMCs at national and local levels. PMCs meet

regularly on quarterly basis to review progress in the preceding 3 months and plan activities to be implemented in the subsequent 3 months. However, the level of attendance and participation of government focal points has been fading out indicating a lack of involvement. One of the government focal points at national level indicated that he felt that the UN agencies are taking the lead in implementation of the JP and that the government role is “marginalized”.

## Process level

### *Efficiency:*

*Extent to which resources/inputs (funds, time, etc.) have been turned into results*

- 79 Significant progress has been achieved in the last quarter of 2009 and the first quarter of 2010 compared to the first four quarters. The utilization of resources during year 1 was below expectations. This will have significant impact on year 3 deliverables.
- 80 Given the geographic spread of the JP and considering that Component 1 relies more heavily on the “delivering as one” approach in order to maximize impact, the participating agencies (ITC, ILO and UNESCO) are co-planning activities and, when possible and appropriate, developing joint TORs or sharing relevant TORs as a sort of “peer review” before implementation.
- 81 For example, in order to avoid “over assessing” a certain community, in the case of the craft value chain analysis, policy related questions were included in the questionnaire that would assist in getting some initial key information at the ground level for the review of the legal structure for the creative industries.
- 82 Another example is cost sharing, for example in the case of UNESCO and UNHCR’s activities in Maratane Refugee Camp, UNESCO contracted the technical consultant for the cultural mapping due to its technical expertise in the activity, and UNHCR prepared to pay all logistical costs of the UNESCO Consultant and organized the logistics on the ground.<sup>10</sup>

### *Ownership in the process*

*Effective exercise of leadership by the country’s social agents in development interventions*

- 83 There is a high level of community participation and ownership of interventions in Mossuril and Zavala districts where beneficiary groups are starting to see results in activities like nurseries, tree plantation, supporting women groups in the production of Mussiro. Other beneficiary groups don’t feel impact because the activities involving them have not started yet
- 84 Modest resources were contributed by government agencies to the implementation of the JP like providing meeting rooms for PPMC meetings. On the other hand the government counterparts are expecting a higher level of support from the JP in capacity building, supply of equipment and compensation for efforts exerted beyond their routine duties.

## Results level

### *Effectiveness*

*Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance.*

---

<sup>10</sup> Annual Progress Report, 2009

- 85 It is evident from the annual progress reports that most of the deliverables were not achieved at the end of year 1.<sup>11</sup> The report recognized the delays in producing outputs and attributed them to the following reasons.
- Delays in recruiting PMT and appointing focal points
  - Varying administrative systems of participating UN agencies
  - Complexity of the design of Component one
  - Wide geographic coverage of Component one
  - Delivery as One with 3 UN agencies participating in Comp 1

- 86 Table 5 below summarizes progress on each of the 18 outputs of the JP until March 2010. A detailed results map until March 2010, is attached in Annex 5

Progress in implementation	Outputs	No. Of outputs	Rate of expenditure %*
<b>High (&gt;75%)</b>	-		
<b>Substantial (51-75%)</b>	2.1.1, 2.1.2	2	91%
<b>Modest (25-50%)</b>	1.1.1, 1.1.2, 1.1.4, 1.2.1, 1.2.2, 2.3.2	6	66%
<b>Negligible (&lt;25%)</b>	1.1.3, 1.2.3, 1.3.1, 1.3.2, 1.3.3, 2.2.1, 2.3.1, 2.3.3	8	16%
<b>N/A (Not funded in year 1)</b>	2.2.2., 2.2.3	2	0
<b>Sub-Total Comp 1, 2</b>		18	55%
<b>Comp 3</b>	3.1.1	1	94%
<b>Total JP</b>		<b>19</b>	<b>63%</b>

- Based on amounts expended until 31 March 2010 compared to Year 1 budget

Table 5: progress of implementation until 31 March, 2010<sup>12, 13</sup>

- 87 The level of progress in implementing activities carried out so far is not enough to achieve significant impact on the MDGs
- 88 There are significant challenges hampering the JP adherence to original schedule. The complex design, delay in recruiting project management team, inadequate staffing levels, and the non-existence of a Gantt chart exhibiting sequencing of activities have contributed to delays in starting activities in the first half of the JP.
- 89 The JP design is paying special attention to mainstream gender and youth, human rights, community involvement and environment into the outputs and activities set. The JP has been able to pay attention to the issues of gender (to a lesser degree globally) and community involvement in a more concrete way during 2009.

<sup>11</sup> The Annual Joint Program Progress Report, 30 March 2010

<sup>12</sup> Mini Monitoring Report though March, 2010, 20 May 2010

<sup>13</sup> JP financials through March 2010, 20 May 2010

- 90 A gender mainstreaming workshop was implemented in a joint action between ILO and ITC in relation to the craft VCA. The objective was to ensure that gender was mainstreamed in the methodology and tools to be used for the VCA in order to inform strategic action going forward.
- 91 UNHCR activities are carried out based on a participatory and gender- sensitive approach having as a high priority participation of women. There are at least three Cultural Groups composed only of Women and they actively participate in the various cultural exchange sessions. The women were also quite active in the intergenerational encounters.
- 92 FAO has begun to initiate a culture of caring and preservation in relation to the need for planting trees to protect the environment but also the cultural traditions associated with them. Although just a beginning, developments of nurseries and plantations of both exotic and indigenous (and indeed endangered) trees (most especially *mecrusse* and *mwenje* - two woods used for the traditional construction of homes in Ilha and Mossuril districts and the construction of the timbila instrument respectively) have begun to demonstrate the methods and the importance of replanting. Traditional knowledge in the management of forests and agricultural production is a key component of understanding practices used and how they can positively contribute to sustainable results.

### A success story

As shown in table 5, Substantial progress was achieved during 18 months of Output 2.1.1: *Contribution of traditional knowledge in agriculture and forestry recognized and promoted for the improvement of livelihood of selected communities*. This output is executed by FAO and UNESCO. The results achieved from this output are rated **high** using several indicators:

**Alignment with National Policies** is high. Implementation of this output followed President **Armando Emilio GUEBUZA** message “*One school, One Nursery – One Child, One Tree*”. Nurseries were located at 4 secondary schools and 10 primary schools in Mossuril. 3 forestry nurseries are established, one in Zavala and two in Mossuril

**Alignment with UNDAF** is high. Output 2.1.1 supports UNDAF outcomes 1 and 4 for Governance Economic Development

**Relevance** is high. Relevance is defined as “*The extent to how coherent the objectives of the development intervention are with regards to the beneficiaries’ problems*”. The needs of different beneficiary groups took into account lessons learnt from previous interventions, national priorities and community groups’ needs

**Efficiency** is high. Relevance is defined as “*Extent to which resources/inputs (funds, time, etc.) have been turned into results*”. Local materials, seeds, and labor utilization was maximized. Training was provided on sustainable forestry management in Zavala (30 community members) and Mossuril (16 community members)

**Effectiveness** is high. Effectiveness is defined as “*Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance*”. The delivery of outputs was fully achieved and substantial results have been demonstrated in terms of products like “Mussiro” and grown seedlings of different spices; Plantation of trees that could be used as construction

materials, fruits that add nutritional value to children and shade. Production of improved varieties of Cassava, applying indigenous knowledge that has high market value as a cash crop and has wide applications as a food

**Sustainability** is substantial. Sustainability is defined as “Probability of the benefits of the intervention continuing in the long term”. The community grows, processes and will generate income from the sales of “Mussiro”(used as a face mask) as well as tree seedlings. Part of this income will support community members and the rest will be invested in regeneration of nursery seedlings. However, the community still needs support to market their products to tourists and local markets.

**Ownership** is high. Agriculture departments in Zavala and Mossuril are working hand in hand with communities to realize success of the nurseries. Community members understand that those projects are theirs and that the role of government agencies is to provide technical support to them, FAO to provide training, equipment and funding and that the JP is funded by the Government of Spain. Communities are looking after the nurseries with support from the department of agriculture.

### JP Progress at Outcome/Output level until end March 2010

#### **OUTCOME 1.1: Legislative and regulatory frameworks, policies and strategies for the development of cultural and creative industries strengthened/enforced (40%)**

- 93 Progress achieved until end March 2010 is Modest. Amounts expensed until end March 2010 reached \$203,925 representing 56.7% of year 1 budget and 37% of total budget.
- 94 It is not likely that this outcome will be achieved by the end of the JP because of factors outside the control of the JP such as unknown time to draft and endorse legislations by the GoM, unknown time to procure and install equipment and software, and train staff to use the system, and populate the databases for use by decision makers.

#### **OUTPUT 1.1.1: Government supported in policies, strategies and legislation revision and elaboration for an enabling legal, fiscal and financial environment for the development of creative industries in line with the relevant International instruments (50%)**

- 95 INLD was contracted to provide quality control and implement components of the legal, fiscal and regulatory review for the craft and music industry and copyright regulation (earmarked for completion in June 2010). Assessment of the existing legal laws in relation to MSMEs (submitted to INLD as part of the legal, fiscal and regulatory review above). The evaluation of the impact assessment of the Employment and vocational training strategy in the crafts sector (submitted to INLD as part of the legal, fiscal and regulatory review above)

#### **OUTPUT 1.1.2: Increased access to information and awareness raised among policy makers, private sector, practitioners and public at large on the socioeconomic value and regulatory frameworks of cultural and creative industries (50%)**

- 96 The Value Chain Analysis of the Craft Sector study was completed by CEDARTE in October 2009 and revised in February 2010. The study identified opportunities and challenges in the value chains in Maputo, Inhambane and Nampula.

- 97 Technical assistance was secured for a 3-person student team to conduct a socio economic assessment in Zavala and Ilha de Mocambique in April 2010.

**OUTPUT 1.1.3: Mechanisms for enhancement of Copyright protection and royalties' collection in cultural and creative industries reinforced (10%)**

- 98 Support provided to SOMAS in order to conduct a general assembly needed to ensure that all social organs are in place prior to proceeding with the institutional capacity building support.

**OUTPUT 1.1.4: Culture Data Management System establishment and operationalization facilitated (40%)**

- 99 Planning session held to kick start the Cultural Management Information System (CMIS). Consultant identified and contracted to provide technical assistance to the government and civil society in the definition, design and piloting of the CMIS. Phase I (of three planned phases) completed

**OUTCOME 1.2: Cultural tourism promoted through improved management capacities of cultural assets (45%)**

- 100 Progress achieved until end March 2010 is Modest. Amounts expensed until end March 2010 reached \$205,011 representing 68.2% of year 1 budget and 21.6% of total budget.

- 101 It is not likely that this outcome will be achieved by the end of the JP. Progress made so far is limited. Significant level of effort is required to complete this outcome.

**OUTPUT 1.2.1: National and international partnerships mobilized for sustainable cultural tourism with a view to strengthening the supply chain (30%).**

- 102 Phase I and Phase II related to mapping of tourism itineraries in selected districts of three provinces finalized. A 5-day workshop on inventory and mapping of cultural assets along tourism itineraries was conducted with ten government officials from tourism and culture and students from the School of Tourism in Inhambane. Technical assistance secured for the inventory and mapping of cultural assets along tourism itineraries in Inhambane and Maputo City commenced in November 2009. The data collection phase at Nampula will take place in May and June of 2010. The JP provided the directorate of culture in each province with a computer and printer to enter the data.

- 103 However, the interviewed focal points indicated that equipment necessary to carry out the assignment such as cameras, GPS, and stationary were not provided. They also indicated that the time to complete the task was too short, the lists provided to UNESCO were incomplete and the description of assets is not reliable because of the lack of adequate equipment. The focal points were not aware of the steps following the handover of the data to UNESCO.

- 104 A gender mainstreaming training for the consultants who undertook the value chain analysis was held by the ILO to ensure that gender aspects would be captured in the value chain report. Adaptation and translation of the ILO "Improve your exhibition skills" training material completed.

**OUTPUT 1.2.2: Cultural assets preservation and management enhanced in the targeted districts (25%)**

- 105 Technical assistance secured for ARPAC to complete the inventory of Intangible Culture Heritage (ICH) on Ilha de Mocambique in April 2010.

**OUTPUT 1.2.3: Communities in selected districts mobilized and empowered for sustainable cultural tourism (dependent on activities supporting key results from output 1.2.1 and 1.2.2) (15%)**

106 Planning initiated to fast track this output by outsourcing to a 3 person consultant team. Joint Terms of Reference is being drafted.

**OUTCOME 1.3: Scale and quality of cultural goods and services boosted, leading to income generation and decent employment in the selected domains of creative industries (15%)**

107 Progress achieved until end March 2010 is Negligible. Amounts expensed until end March 2010 reached \$27,400 representing 26.1% of year 1 budget and 2.9% of total budget.

108 It is not likely that this outcome will be achieved by the end of the JP. Progress made so far is limited. Significant level of effort is required to complete this outcome.

**OUTPUT 1.3.1: Vocational and entrepreneurial skill developed of practitioners strengthened including delivery capacity of skills training for cultural and creative industries (20%)**

109 Adaptation and translation of the ILO “Start your Cultural business (SYCB)” manual completed. Piloting of the ILO SYCB manuals held through the training of the people in the creative industries sectors (artisans, musicians and actors). 60 people were trained in Maputo, Inhambane and Nampula. Assessment of initial mapping of the formal vocational training materials was completed. Assessment of the formal and non formal training centres was initiated in the selected sites.

110 The JP document indicated that the producing entities will have a better access to relevant technology and tools and that financial support, such as micro-finance schemes will be sought to provide capital for start-up activities.<sup>14</sup> Nevertheless, interviewed artisans indicated that they were not satisfied with the level of support they received from the JP because the artisans were expecting to be provided with a toolkit, a loan or a grant to start a project or support to produce and market their products. The training activities were not sufficient to lead to a significant impact on generating employment. (Especially when the trained artisans compared the services they obtained from the JP in respect to the interventions carried out under other programs in which they either participated themselves or heard about from their colleagues). As shown below the activities under outputs 1.3.2 and 1.3.3 were not started.

**OUTPUT 1.3.2: Quality and Productive capacities up-scaled and access to relevant technology enhanced (5%)**

111 Association package developed and updated for the legalization process.

**OUTPUT 1.3.3: Market linkages and trade opportunities fostered (dependent on Output 1.3.2)**

**OUTCOME 2.1: Improved acknowledgement and use of traditional knowledge systems in local development (60%)**

112 Progress achieved until end March 2010 is substantial. Amounts expensed until end March 2010 reached \$263,856 representing 90.9% of year 1 budget and 41.7% of total budget.

---

<sup>14</sup> JP document. P. 14

- 113 It is likely that this outcome will be achieved by the end of the JP. Significant progress has been achieved during year 1 due to jumpstarting implementation using lessons learnt from previous interventions.

**OUTPUT 2.1.1: Contribution of traditional knowledge in agriculture and forestry recognized and promoted for the improvement of livelihood of selected communities (50%)**

- 114 **In Zavala and Mossuril**, the registry of 5 CBOs was initiated. Training was provided on sustainable forestry management to 30 community members in Zavala and 16 members in Mossuril in the following areas: Interpretation and statutes divulgation for CBO's constitution; Forestry and Wildlife laws; Sustainable exploitation of natural resources and. Planning and forestry plantations was carried out with community participation. Participative forestry inventory results divulged in the Project areas.
- 115 **In Zavala**, 4 Kg Mwenge seeds were bought from a timbila community member and initiated Mwenge production in Maculuva, Nhamassuae and Tofo to compare the nursery development. Assessment on beekeeping, forestry exploitation and capacity building needs for the community. Initiated the process of licensing for firewood. Facilitated the transmission of traditional knowledge assessment in agriculture. Procurement Initiated to acquire beekeeping equipment.
- 116 **In Mossuril**, 6 Law enforcement guards from the Matibane Forestry Reserve participated in law enforcement activities and no infractions were detected. Establishment of community and school forest plantations for firewood, poles, windbreaks production and awareness campaigns were facilitated. 2 Kg Mecrusse and Eucalyptus seeds collected by community members in Crusse village in Mossuril. Initiated the experiment of production of around 200 grams of Mecrusse. 300 Mecrusse seedlings removed from Matibane Forestry Reserve to community nursery in Crusse Village in Mossuril. Supported the establishment of one more mussiro group in Crusse and 2 in Migigival in Mossuril as a sustainable economic activity in order to alleviate pressure on the forestry resources.
- 117 The seedlings in the established community tree nurseries were maintained and a new seedling production was initiated with native, exotic and fruit trees. Identified areas that grow Mwenge in Massinga and Vilanculos for conservation purpose. Involved one Timbila community member in seedlings production in Maculuva nursery.
- 118 100 boxes of mussiro were sold generating about \$100 of revenue for the group. 2000 new boxes for mussiro were supplied to community members in Crusse village in Mossuril. mussiro leaflet for publicity and marketing were produced
- 119 2 pilot areas for cassava in Naguema and in Crusse were established.

**OUTPUT 2.1.2: Intercultural dialogue between refugees and host community promoted and refugees' knowledge to the culture of their origin enhanced (65%)**

- 120 Training on cultural mapping and cultural mapping of refugee community and host community completed. Cultural exchange between refugee communities living in the camp and artists coming from abroad. I.e. exchange with clowns and musicians from Europe and Mozambique. Cultural week, including music and dance shows in the camp and first public screening in Nampula Museum of a film on HIV/AIDS problematic, designed and filmed in the camp

**OUTCOME 2.2: Socio-cultural elements included in development planning processes (25%)**

- 121 Progress achieved until end March 2010 is negligible. Amounts expensed until end March 2010 reached \$624 representing 1.5% of year 1 budget and 0.4% of total budget.

122 It is not likely that this outcome will be achieved by the end of the JP. Progress made so far is negligible. Significant level of effort is required to complete this outcome.

**OUTPUT 2.2.1: Model for historic and socio-cultural profiles developed and piloted in selected districts to make plans better adapted to the local context (5%)**

**OUTPUT 2.2.2: Socio-cultural profile data integrated into planning and review process of selected districts (not budgeted for Year 1)**

**OUTPUT 2.2.3: Based on selected district pilots, socio-cultural data mainstreamed in targeted sectorial policy and development plans (Health, Agriculture, Education) (dependent on outputs 2.2.1 and 2.2.2, in Year 3 budget)**

**OUTCOME 2.3: Socio-cultural elements mainstreamed in education and health policies, plans and strategies (25%)**

123 Progress achieved until end March 2010 is negligible. Amounts expensed until end March 2010 reached \$62,562 representing 23.0% of year 1 budget and 9.2% of total budget.

124 It is not likely that this outcome will be achieved by the end of the JP. Progress made so far is negligible. Significant level of effort is required to complete this outcome.

**OUTPUT 2.3.1: Socio-cultural practices, norms and beliefs of the different target groups taken into account in health programmes of selected pilot districts (20%)**

125 Study on the socio-cultural aspects in SRH in communities (MDG-F) and schools (UBW) conducted and completed by the local NGO, KULA, in March 2010

**OUTPUT 2.3.2: Elaboration of national language policy, including strengthening of multilingualism in the education system (35%)**

**OUTPUT 2.3.3: Improved quality and relevance of education by mainstreaming multilingualism and cultural contents into the formal education system (15%)**

### **OUTCOME: 3.1**

126 Progress achieved until end March 2010 is high. Amounts expensed until end March 2010 reached \$320,871 representing 94.0% of year 1 budget and 39.5% of total budget. The rate of expenditure of the Program Management component compared to the rate of expenditure of Components 1 and 2 shows significant unbalance caused by underestimating the level of effort required to implement activities under each of the outcomes/outputs.

127 The Monitoring and evaluation framework was revised. It will need to be streamlined with the re-scoping of the JP.

#### ***Sustainability:***

*Probability of the benefits of the intervention continuing in the long term.*

128 Overall progress has been delayed on most of the outputs/outcomes. However there are a few success stories in terms of community ownership of projects with support from government departments and willingness to continue support after the JP conclusion. It is unlikely that 5 out of the 6 outcomes foreseen in the JP design will be realized by the end of the JP, if the JP continued

under the current conditions. Only one outcome (2.1) has the potential to be completed by the end of the JP and the potential to be sustainable.

## Conclusions and Recommendations

### JP Design

#### Conclusions

- 129 Based on analysis of the JP progress to-date including Scope, Time, Cost and level of effort it was found out that the JP succeeded in delivering the equivalent of 8 deliverables in the first year of operation and remains to be delivered 80 deliverables over approx. 12 months (July 2010 – June 2011) to the end of the JP in August 2011. (Taking into consideration several months for closing phase).
- 130 After consultations with RC, UN agencies senior management committee and a focus group consisting of interagency committee members, it was concluded that it is unlikely that the JP, as designed, could be completed within the remaining time, until August 2011.
- 131 Further analysis indicated that significant additional resources will be required to complete the JP as per original design. The time required to complete JP activities was estimated by 4 years. Additional funds required to complete the JP were estimated between \$6.8M and \$9.5 M not including budget for project management and coordination. Staffing levels would have to be increased significantly. (See Annex 4 for detailed analysis).
- 132 The UN agencies senior management committee in Mozambique in consultation with the UN RC concluded that it is not feasible to continue implementation of the JP as designed and recommended that a second scenario of re- scoping of the JP is adopted. MDG-F secretariat concurred with the conclusion of the senior management committee and requested that the second scenario is developed to a proposal that should be reviewed and approved by the MDG-F National Steering Committee (NSC) in Mozambique. The second scenario includes scaling down scope to manageable limits, focusing on producing tangible outputs and outcomes within reasonable budget and time frames. (Annex 4 present analysis of the two scenarios).

#### Recommendations

- 133 Based on the analysis of the JP progress so far, as demonstrated above, and discussions with interagency committee members, the following recommendations are developed to minimize or eliminate some of the design flaws identified and to estimate adequate resources to complete the JP. The recommendation includes four parts: Scope, Time, Cost and Human Resources.
- 134 A detailed proposal to re-scope the JP is under preparation by joint teams from UN agencies and government focal points involved in implementation of the JP.

#### Scope

- 135 The proposed scope will attempt to streamline outcomes/outputs/activities to maximize delivering results to beneficiary groups as follows:
- Activities performed under Component 1 will be grouped under two outcomes (Outcome 1.1 and Outcome 1.2) instead of 3 outcomes under current structure.
  - Activities performed under Component 2 will be grouped under 1 outcome (Outcome 2.1) instead of 3 outcomes under current structure.
  - Each of the 3 proposed outcomes will be divided into a max of 4 outputs (Max total = 12 outputs) instead of 18 outputs under current structure.

- Each of the 12 outputs will be divided into a max of 4 activities (Max total = 48 activities).

136 At activity level, each activity may be managed by only one UN agency. At output level, each Output may include a max of two UN agencies. (Planning, implementation and coordination of activities involving 3 UN agencies proved to be complex and ineffective under Comp 1 of current structure. On the other hand, the pace of implementation was substantially higher when there were only one or two UN agencies participating at output level under Comp 2).

### Time

137 Estimated duration to carry out the scope outlined above is 24 months (July 2010 –July 2012). Taking into consideration about 3 months to mobilize additional staff and prepare a Project Management Plan and 3 months for closing, then the time remaining for implementation is effectively 18 months. (This duration will be adjusted to follow the country UNDAF cycle).

### Cost

138 The estimated total budget remaining until the end of the JP is \$3.2 M distributed over 3 components (\$1400 K Comp 1, \$800 K Comp 2 and \$1000 K for Comp 3) as shown in table 6 below.

	(1,000\$)
<b>Disbursements until Dec 2010 (Actual)</b>	1,000
<b>Jan - June, 2010 Disbursements (est.)</b>	800
<b>Comp. 3 (est.)</b>	1,000
<b>Comp. 2 (est.)</b>	800
<b>Comp. 1 (est.)</b>	1,400
<b>Total Budget</b>	<b>5,000</b>

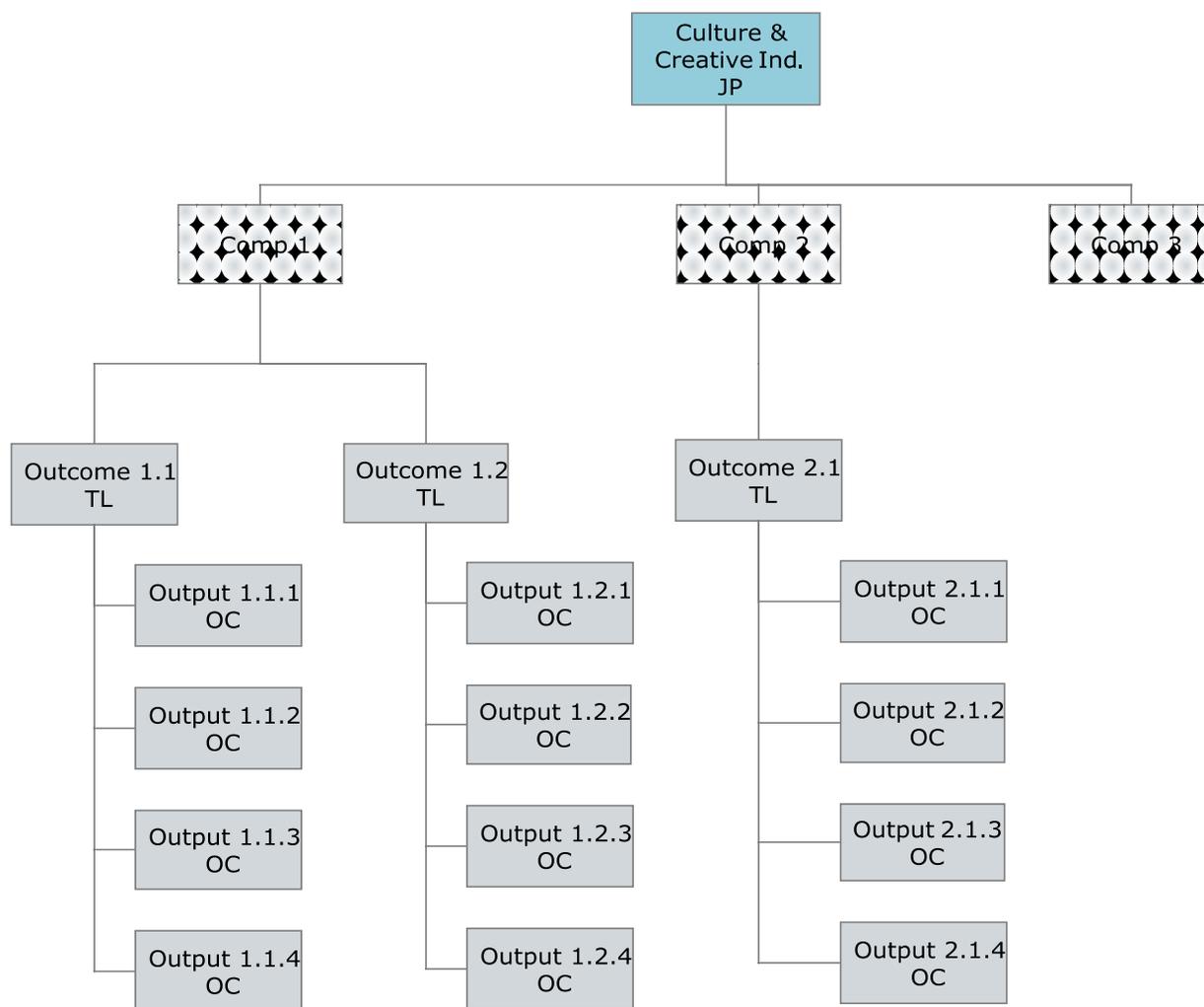
Table 6: Reallocation of JP budget

- 139 The proposed cost structure will attempt to balance budgets at all levels, to avoid disproportions in implementation paces, as follows:
- Each of the 3 outcome budgets will range from \$700 K to \$800 K (instead of a range from \$158 K to \$ 950 K under current design).
  - Each of the output budgets will range from \$175 K to \$200 K (instead of a range of \$30 K to \$575 K (output 1.2.1) under current design).
  - Each of the 12 outputs will be divided into a max of 4 activities (Max total = 48 activities).
  - The budget for each activity will range from approx \$43 K under Comp 1 to \$50 K under Comp 2.

### Human Resources

140 The current organization chart is characterized by inadequate level of staffing to carry out program management, implementation of activities, coordination, as well as lack of participation and involvement of government counterparts, and complicated communications. The proposed organization chart and staffing levels attempt to deal with those issues.

- 141 Currently the JP is led by a JP coordinator. The position, responsibilities as well as authorities of the JP leader need to be elevated to a Program Manager level in order for the incumbent to be effectively able to deliver results.
- 142 The JP will need to be led by a Program Manager (PM) assisted by a Program Management Team (PMT) of 2-3 members. The PM will have project management skills, knowledge of the culture and creative industries, coordination and communication skills. (See Graph 1 for proposed org chart). The PM will liaise with participating UN agencies and government counterparts at national level.
- 143 Currently, there is no one responsible for planning, implementing and coordinating at outcome level. Each of the 3 proposed outcomes will be managed by a Team Leader (TL). The TL will have project management, coordination and communication skills. At least one of the TLs will be from a government ministry. Each of the TLs will be also responsible for coordinating implementation of activities at a provincial level. The 3 TLs will report to the PM. Each of the 3 team leaders will have several roles and responsibilities at process level as well as at people level to ensure delivery of desired outcomes.
- 144 At Process level, responsibilities will include: managing the overall schedule of each outcome to ensure work is assigned and completed on time and within budget; proactively disseminating project information to all stakeholders; Identifying, managing and mitigating project risk; Identifying, tracking managing and resolving project issues; ensuring that the solution is of acceptable quality; proactively managing scope; and defining and collecting metrics to give a sense for how the project is progressing and whether the deliverables produced are acceptable.
- 145 To manage the project management processes, a team leader should be well organized, have great follow-up skills, be process oriented, be able to multi-task, have a logical thought process, be able to determine root causes, have good analytical ability, be a good estimator and budget manager, and have good self-discipline.
- 146 At people level, responsibilities will include: having the discipline and general management skills to make sure that people follow the standard processes and procedures; establishing leadership skills to get the team to willingly follow direction; setting reasonable, challenging and clear expectations for people, and holding them accountable for meeting the expectations. This includes providing good performance feedback to team members; team building skills so that the people work together well, and feel motivated to work hard for the sake of the project and their other team members; and proactive verbal and written communicator skills, including good, active listening skills.
- 147 Each of the 12 outputs will be coordinated by an Output Coordinator (OC) (name could be changed later to express a function like culture, tourism, training, etc..). The OC will have coordination and communication skills and competence in the subject area of the output. Each 4 OCs will report to one TL. At least half of the OCs will be from government ministries to ensure government involvement in implementation and sustainability.



Graph 1: Proposed organization structure

## JP Implementation strategy

### Conclusions

- 148 The roles and responsibilities for the **Initiation** (Inception) phase of the JP were not well defined. This led to delay in starting the JP of over 6 months until the JP coordinator and the UN agencies focal points came onboard.
- 149 The time required to complete planning phase was not taken into consideration in the JP implementation time. The roles and responsibilities for the Planning phase of the JP were not well defined in the JP document.
- 150 Performing activities to develop a Project Management Plan was not factored in while preparing the JP document. Not completing a Project Management Plan had led to underestimating the level of effort required to complete the scope, the time and the resources required to effectively manage the completion of the JP deliverables.

- 151 The plan to carry out closing activities, to define roles and responsibilities, and to estimate time and cost required was not considered in the JP document.

## Recommendations

- 152 The activities of the initiation phase including procedures and timelines for hiring Project Management Team (PMT), setting up project office (s), acquiring office equipment, and arranging communication and transportation should be clearly defined in the JP document.
- 153 The planning phase is the most critical phase in the life cycle of a project. The planning phase explores all aspects of **scope, time, cost, communication, procurement and risk**. The output from the planning phase is the Project Management Plan (PMP). The Project Management Team (PMT) should encourage participation from all stakeholders during the planning phase. A key component of the PMP is the creation of the Work Breakdown Structure (WBS). The creation of the WBS is the process of subdividing the project **Scope** into deliverables, small enough to be managed as work packages. The deliverables (work packages) are then divided into activities. Relationships between activities (dependencies) should clearly be defined using expert judgment and input from different stakeholders. Estimating activity resources pertains to the type, quantities of people, material, equipment, or supplies required to completing the activity. It is essential to accurately estimate time, cost and resources required to complete the planning phase in the JP document.
- 154 A Gantt chart is an essential component of the PMP for **Time** management that shows a list of deliverables (milestones), activities, dependencies, resources required, start, finish, and duration of activities. A Gantt chart is an indispensable tool for tracking progress and for completing activities on time.
- 155 Procedures for closing the JP, time required and roles and responsibilities should be taken into consideration when designing a Joint Program.

## JP Results

### Conclusions

- 156 Overall progress on delivering outputs was delayed from the onset of the joint program due to the late start in getting agency personnel, provincial level government focal points and the program management committee structures in place, yet the speed of implementation advanced significantly thereafter especially in jumpstarting the necessary studies that are informing the program's activities.
- 157 The results of year 1 are 49% rate of delivery on expenditure, increased to 74% of year1 budget after 18 months of the start of the JP. The rate of progress on achieving the 17 deliverables expected in year 1 was modest.
- 158 Delivering as one tends to be more complex under Component 1 of the program due to the nature of the activities and the number of agencies involved. Although every effort is being made to plan and implement together in order to leverage funding and reach a higher quality of success, it is unlikely that any of the 3 outcomes under component 1 will be completed as per original design as shown in details under section "JP progress" above.
- 159 Component 2's activities are more concrete with some activities only having one agency involved, and it also has a limited geographic reach (only being implemented in two districts) when compared to Component 1 (being implemented in six locations), thereby enabling a faster implementation

rate.<sup>15</sup> Nevertheless, it is likely that only one outcome (2.1) out of the 3 outcomes under component 2 will be completed as per original design as shown in details under section “JP progress” above.

## Recommendations

- 160 The “Delivering as One” mechanism needs to be reassessed. The drawbacks of the DaO initiative demonstrated under this Joint Program outweighed the expected benefits.

## Program Management

### Conclusions

- 161 Three core management processes contributed to delays in achieving progress. Those are recruitment, procurement and fund transfer processes. Recruitment of JP coordinator and agency focal points needed over 6 months. The procurement of products and services takes extended periods of time. The fund transfer from agency HQs to country offices, interagency from agencies to suppliers and from agencies to government counterparts has been described as complicated and lengthy.
- 162 The understaffing of the JP seriously had a negative impact on the progress of implementation.

### Recommendations

- 163 UN agencies, involved in the JP implementation, need to critically review their recruitment, procurement and financial processes.
- 164 The JP document should clearly define roles and responsibilities, timeline and costs of the inception (mobilization) phase of the JP.
- 165 Organization chart including staff requirements, key positions to manage the JP, and timeline to mobilize resources should be identified during the inception phase of the JP.
- 166 An alternative mechanism to implementation of JPs is required in the short to medium term. Bilateral funding agencies such as USAID, EU and other agencies have been applying successfully the **Program Management Office** (PMO) model in implementing development programs. A good PMO will base project management principles on accepted, industry standard methodologies such as PMBOK or PRINCE2. The PMO provides a one stop shop for government agencies to deal with in implementing projects and provide program management support to individual projects. The PMO could be applied at country level or to a group of countries depending on the number of projects being implemented and the total budget of those projects. The PMO approach to program implementation needs a closer look from the MDG-F secretariat.

## Midterm Evaluation Outcome

- 167 Based on the MTE preliminary conclusions and recommendations, a revised Results Framework (RFW) was presented to the MDG-F secretariat for approval on 14 June 2010.
- 168 It is strongly recommended that the JP obtain technical assistance in preparing a Project Management Plan (PMP) for the remaining period of the JP.

---

<sup>15</sup> Mozambique – Culture 2009 2<sup>nd</sup> semester monitoring Report,

## Lessons learned

### Joint Programs level

- 169 During the design phase of a Joint Program, the 5 phases of Project Life Cycle should be taken into consideration. The 5 phases of the project life cycle are: initiation, planning, implementation, monitoring and closing; The JP design did not take into consideration time for initiation, planning, monitoring and closing. The estimated time for implementation of the JP was too short for the scope outlined.
- 170 During the planning phase of the JP, a Project Management Plan (PMP) is required that includes detailed description of scope, timeline for implementation, cost estimates, staffing, communication, procurement, and risk management. Not completing a Project Management Plan at an early stage of this JP, had led to underestimating the level of effort and the time required to complete JP activities. It also exposed the JP to risks that was not mitigated such as frequent changes in government focal points after each election.
- 171 During execution phase of the JP it is important to identify key stakeholders, their expectations, importance and level of influence on the JP progress. It is important to consider national priorities, involve government counterparts and civil society organizations. It is important to start with low hanging fruits (easier outputs) to build trust and confidence of different stakeholders. Since the PMT was under pressure to show results because of the late start, stakeholder analysis was not carried out, the planning phase was not properly completed, and some isolated activities were started under each of the 6 outcomes that did not result in substantial progress at output or outcome levels.
- 172 Monitoring reports should highlight limitations, gaps, inefficiencies and recommend corrective actions. Monitoring reports produced by the JP highlighted progress of activities and reiterated the causes of delay in progress. However, it did not identify gaps or recommended alternative courses of action to bring the JP back on track. The monitoring reports did not recommend any adjustments or modifications to the JP scope, time or budget during the first 18 months of operation.
- 173 90% of projects do not meet time/cost/quality targets [Standish Group Chaos Report, 1995]. Joint programs by definition are complex mechanisms to implement projects where multiple UN agencies work jointly with government counterparts to deliver results. A sophisticated project management mechanism is required to handle the complexity of Joint Programs. Over time, UN agencies have developed unique management, operating and information systems that are not necessarily compatible. Although attempts have been ongoing to narrow the gaps between those systems, significant challenges still remain to be tackled. The **Delivering as One** framework was established, in 2006, to explore how the United Nations system could work more coherently and effectively across the world in the areas of development, humanitarian assistance and the environment. The DoA framework application in this JP has proved to be quite complex to implement.

## Annexes

Annex	Page
Annex 1: Terms of Reference (ToR) – As approved by the JP Reference Group	2
Annex 2 : List of individuals or groups interviewed or consulted and site visits	15
Annex 3: List of supporting documents reviewed	22
Annex 4: Options for the future	24
Annex 5: program results map as of 31 March 2010 (at output level)	29

## Annex 1: Terms of Reference (ToR) – As approved by the JP Reference Group<sup>16</sup>

### TERMS OF REFERENCE FOR THE MID-TERM EVALUATION OF JOINT PROGRAMMES ON CULTURE AND DEVELOPMENT

#### **General Context: The MDGF Culture and Development Window**

In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million with the aim of contributing to progress on the MDGs and other development goals through the United Nations System. In addition, on 24 September 2008 Spain pledged €90 million towards the launch of a thematic window on Childhood and Nutrition. The MDGF supports countries in their progress towards the Millennium Development Goals and other development goals by funding innovative programmes that have an impact on the population and potential for duplication.

The MDGF operates through the UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a joint programme mode of intervention and has currently approved 128 joint programmes in 50 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs.

The Culture and Development Window comprises 18 joint programmes that promote culture as a vehicle for social and economic development. The main interventions focus on supporting the development of public policies that promote social and cultural inclusion; and seeking to stimulate the creation of creative industries to expand people's opportunities.

The beneficiaries of the Joint Programs in the Culture and Development Window are diverse, ranging from national governments to local population. Virtually all joint programs involve supporting the government, at the national and/or local levels, civil society organizations, professional associations, communities, and individuals.

#### **The following points should be provided by the joint programme team**

- Describe the joint programme, programme name and goals; include when it started, what outputs and outcomes are sought, its contribution to the MDGs at the local and national levels, its duration and current stage of implementation.
- Summarize the joint programme's scale of complexity, including its components, targeted participants (direct and indirect), geographical scope (regions) and the socio-economic context in which it operates.
- It is also useful to describe the human and financial resources that the joint programme has at its disposal, the number of programme implementation partners (UN, national and local governments and other stakeholders in programme implementation).

---

<sup>16</sup> Evaluation Reference Group Meeting Notes 8 April 2010, MDG-F Culture & Dev, Mozambique

- Changes noted in the programme since implementation began, and how the programme fits in with the priorities of the UNDAF and the National Development Strategies.

## 2. OVERALL GOAL OF THE EVALUATION

One of the roles of the Secretariat is to monitor and evaluate the MDGF. This role is fulfilled in line with the instructions contained in the Monitoring and Evaluation Strategy and the Implementation Guide for Joint Programmes under the Millennium Development Goals Achievement Fund. These documents stipulate that all joint programmes lasting longer than two years will be subject to an mid-term evaluation.

Mid-term evaluations are highly formative in nature and seek **improved implementation of the programmes during their second phase of implementation. They also seek and generate knowledge, identifying best practices and lessons learned** that could be transferred to other programmes. As a result, the conclusions and recommendations generated by this evaluation will be addressed to its main users: the Programme Management Committee, the National Steering Committee and the Secretariat of the Fund.

## 3. SCOPE OF THE EVALUATION AND SPECIFIC GOALS

The mid-term evaluation will use an expedited process to carry out a systematic, fast-paced analysis of the design, process and results or results trends of the **joint programme**, based on the scope and criteria included in these terms of reference. This will enable conclusions and recommendations for the joint programme to be formed within a period of approximately three months.

**The unit of analysis or object of study for this interim evaluation is the joint programme**, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation.

This mid-term evaluation has the following **specific objectives**:

1. To discover the programme's **design quality and internal coherence** (needs and problems it seeks to solve) and its external coherence with the UNDAF, the National Development Policies and Strategies (PRSP, National Health, Education, and Gender Policies, PEN III, Strategy for Employment and Vocational Training) and the **Millennium Development Goals**, and find out the degree of national ownership as defined by the Paris Declaration and the Accra Agenda for Action.
2. To understand how the joint programme **operates** and assess the **efficiency of its management model** in planning, coordinating, managing and executing resources allocated for its implementation, through an analysis of its procedures and institutional mechanisms. This analysis will seek to uncover the factors for success and limitations in inter-agency tasks within the **One UN** framework.
3. To identify the programme's **degree of effectiveness** among its participants, its contribution to the objectives of the **Culture and Development window**, and the Millennium Development Goals at the local and/or country level.

#### 4. EVALUATION QUESTIONS, LEVELS AND CRITERIA

The main users of the evaluation represented in the evaluation reference group (Section 8 of the TOR), and specifically the coordination and implementation unit of the joint programme, are responsible for contributing to this section. Evaluation questions and criteria may be added or modified up to a reasonable limit, bearing in mind the viability and the limitations (resources, time, etc.) of a quick interim evaluation exercise.

The evaluation questions define the information that must be generated as a result of the evaluation process. The questions are grouped according to the criteria to be used in assessing and answering them. These criteria are, in turn, grouped according to the three levels of the programme.

##### Design level:

- **Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country, the Millennium Development Goals and the policies of associates and donors.**
  - a) Is the identification of the problems, inequalities and gaps, with their respective causes, clear in the joint programme?
  - b) Does the Joint Programme take into account the particularities and specific interests of women, children, youth, minorities and ethnic groups in the areas of intervention?
  - c) To what extent has the intervention strategy been adapted to the areas of intervention in which it is being implemented? What actions does the programme envisage, to respond to obstacles that may arise from the political and socio-cultural background?
  - d) Are the follow-up indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the joint programme?
  - e) To what extent has the MDG-F Secretariat contributed to raising the quality of the design of the joint programmes?
- **Ownership in the design: Effective exercise of leadership by the country's social agents in development interventions**
  - a) To what extent do the intervention objectives and strategies of the Joint Programme respond to national and regional plans?
  - b) To what extent have the country's national and local authorities and social stakeholders been taken into consideration, participated, or have become involved, at the design stage of the development intervention?

**Process level****- Efficiency: Extent to which resources/inputs (funds, time, etc.) have been turned into results**

- a) To what extent does the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) contribute to obtaining the predicted products and results?
- b) To what extent are the participating agencies coordinating with each other, with the government and with civil society? Is there a methodology underpinning the work and internal communications that contributes to the joint implementation?
- c) Are there efficient coordination mechanisms to avoid overloading the counterparts, participating population/actors?
- d) Is the pace of implementing the products of the programme ensuring the completeness of the results of the joint programme? How do the different components of the joint programme interrelate?
- e) Did the programme design/ implementation strategy adequately address the planning stage necessary to set up structures, hire staff etc.?
- f) Are work methodologies, financial instruments, etc. shared among agencies, institutions and Joint Programmes?
- g) Have more efficient (sensitive) and appropriate measures been adopted to respond to the political and socio-cultural problems identified?

**- Ownership in the process: Effective exercise of leadership by the country's social agents in development interventions**

- h) To what extent have the target population and participants made the activities their own, taking an active role in it? What modes of participation have taken place?
- i) To what extent have public/private national resources and/or counterparts been mobilized to contribute to the programme's objective and produce results and impacts?

**Results level****- Effectiveness: Extent to which the objectives of the development intervention have been achieved or are expected to be achieved, bearing in mind their relative importance.**

- a) Is the programme making progress in helping to achieve the set results?
  - a. To what extent and in what ways is the joint programme contributing to the Millennium Development Goals on a local level and in the country?
  - b. To what extent and in what ways is the joint programme contributing to the objectives set by the thematic window on Culture and Development?
- b) Is the schedule for the set products being met? What factors are contributing to progress or delay in the achievement of the products and results?
- c) Do the products created live up to the necessary quality?
- d) Does the programme have follow-up mechanisms (to verify the quality of the products, punctuality of delivery, etc.) to measure progress in the achievement of the envisaged results?
- e) Is the programme providing coverage?? of the participating population as planned in the joint programme document?
- f) What factors are contributing to progress or delay in the achievement of products and results?
- g) In what way has the programme come up with innovative measures for problem-solving?

- h) What good practices or successful experiences or transferable examples have been identified?
- i) In what way has the joint programme contributed towards the issue culture and development included on the public agenda? To what extent has it helped to build up and/or bolster communication and cooperation among, civil society organizations and decision-makers?
- j) What types of differentiated effects are resulting from the joint programme in accordance with the gender, rural or urban setting of the beneficiary population, and to what extent?

**Sustainability: Probability of the benefits of the intervention continuing in the long term.**

- a) Are the necessary foundations in place to ensure the sustainability of the results of the joint programme?

At local and national level:

- i. Is the programme supported by national and/or local institutions?
  - ii. Are these institutions showing technical capacity and leadership commitment to keep working with the programme and to repeat it?
  - iii. Have operating capacities been created and/or reinforced in national partners?
  - iv. Do the partners have sufficient financial capacity to keep up the benefits produced by the programme?
  - v. Is the duration of the programme sufficient to ensure a cycle that will project the sustainability of the interventions?
- b) To what extent are the visions and actions of the partners consistent or divergent with regard to the joint programme?
- c) In what ways can the governance of the joint programme be improved so that it has greater likelihood of achieving future sustainability?

**Country level**

- d) What lessons learned or good transferable practices to other programmes or countries have been observed during the evaluation analysis?
- e) To what extent and in what way is the joint programme contributing to progress towards achieving the Millennium Development Goals in the country?
- f) To what extent and in what ways are the joint programmes contributing to progress towards United Nations reform? One UN
- g) How are the principles of aid effectiveness (ownership, alignment, management for development results and mutual responsibility) being applied in the joint programmes?
- h) To what extent is the joint programme helping to influence the country's public policy framework?

**5. METHODOLOGICAL APPROACH**

The mid-term evaluations will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR, the availability of resources and the priorities of stakeholders. In all cases, consultants are expected to analyse all relevant information sources, such as annual reports, programme documents, internal review reports, programme files, strategic country development documents and any other documents that may provide evidence on which to form opinions. Consultants are also expected to use interviews as a means to collect relevant data for the evaluation.

The methodology and techniques to be used in the evaluation should be described in detail in the desk study report and the final evaluation report, and should contain, at a minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

## 6. EVALUATION DELIVERABLES

The consultant is responsible for submitting the following deliverables to the Secretariat of the MDGF:

∞ **Inception Report** (to be submitted within seven days of the submission of all programme documentation to the consultant)

This report will be 5 to 10 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The desk study report will propose an initial theory of change to the joint programme that will be used for comparative purposes during the evaluation and will serve as an initial point of agreement and understanding between the consultant and the evaluation managers.

∞ **Draft Final Report** (to be submitted within 10 days of completion of the field visit)

The draft final report will contain the same sections as the final report (described in the next paragraph) and will be 20 to 30 pages in length. This report will be shared among the evaluation reference group. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and recommendations. The final report will be shared with evaluation reference group to seek their comments and suggestions.

∞ **Final Evaluation Report** (to be submitted within seven days of receipt of the draft final report with comments)

The final report will be 20 to 30 pages in length. It will also contain an executive report of no more than 5 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The final report will be sent to the evaluation reference group. This report will contain the following sections at a minimum:

1. Cover Page
2. Introduction
  - Background, goal and methodological approach
  - Purpose of the evaluation
  - Methodology used in the evaluation
  - Constraints and limitations on the study conducted

3. Description of interventions carried out
  - - Initial concept
  - - Detailed description of its development: description of the hypothesis of change in the programme.
4. Levels of Analysis: Evaluation criteria and questions
5. Conclusions and lessons learned (prioritized, structured and clear)
6. Recommendations
7. Annexes

## 7. ETHICAL PRINCIPLES AND PREMISES OF THE EVALUATION

The mid-term evaluation of the joint programme is to be carried out according to ethical principles and standards established by the United Nations Evaluation Group (UNEG).

- **Anonymity and confidentiality.** The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.
- **Responsibility.** The report must mention any dispute or difference of opinion that may have arisen among the consultants or between the consultant and the heads of the Joint Programme in connection with the findings and/or recommendations. The team must corroborate all assertions, or disagreement with them noted.
- **Integrity.** The evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.
- **Independence.** The consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.
- **Incidents.** If problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the Secretariat of the MDGF. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated by the Secretariat of the MDGF in these terms of reference.
- **Validation of information.** The consultant will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.
- **Intellectual property.** In handling information sources, the consultant shall respect the intellectual property rights of the institutions and communities that are under review.

• **Delivery of reports.** If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

## 8. ROLES OF ACTORS IN THE EVALUATION

The main actors in the interim evaluation process are the Secretariat of the MDGF, the management team of the joint programme and the Programme Management Committee that could be expanded to accommodate additional relevant stakeholders. This group of institutions and individuals will serve as the evaluation reference group. The role of the evaluation reference group will extend to all phases of the evaluation, including:

- Facilitating the participation of those involved in the evaluation design.
- Identifying information needs, defining objectives and delimiting the scope of the evaluation.
- Providing input on the evaluation planning documents,( Work Plan and Communication, Dissemination and Improvement Plan).
- Providing input and participating in the drafting of the Terms of Reference.
- Facilitating the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors and informants who should participate in interviews, focus groups or other information-gathering methods.
- Monitoring the quality of the process and the documents and reports that are generated, so as to enrich these with their input and ensure that they address their interests and needs for information about the intervention.
- Disseminating the results of the evaluation, especially among the organizations and entities within their interest group.

The Secretariat of the MDGF shall promote and manage Joint Programme mid-term evaluation in its role as proponent of the evaluation, fulfilling the mandate to conduct and finance the joint programme evaluation. As manager of the evaluation, the Secretariat will be responsible for ensuring that the evaluation process is conducted as stipulated, promoting and leading the evaluation design; coordinating and monitoring progress and development in the evaluation study and the quality of the process. It shall also support the country in the main task of disseminating evaluation findings and recommendations.

## 9. TIMELINE FOR THE EVALUATION PROCESS

### A. Design phase (15 days total)

1. Each of the Secretariat's portfolios managers shall send the generic TOR for the window in question to the specific country where the evaluation takes place. These are then to be adapted to the concrete situation of the joint programme in that country, using the lowest common denominator that is shared by all, for purposes of data aggregation and the provision of evidence for the rest of the MDGF levels of analysis (country, thematic window and MDGF).

This activity requires a dialogue between the Secretariat and the reference group of the evaluation (the body that comments on and reviews but does not interfere with the independent evaluation process). This dialogue should be aimed at rounding out and modifying some of the questions and dimensions of the study that the generic TOR do not cover, or which are inadequate or irrelevant to the joint programme.

2. The TOR will be sent to the MDG-F Secretariat consultant.
3. From this point on, each programme officer is responsible for managing the execution of the evaluation, with three main functions: to facilitate the work of the consultant, to serve as interlocutor between the parties (consultant, joint programme team in the country, etc.), and to review the deliverables that are produced.

#### **B. Execution phase of the evaluation study (55-58 days total)**

##### **Desk study (15 days total)**

1. Briefing with the consultant (**1 day**). A checklist of activities and documents to review will be submitted, and the evaluation process will be explained. Discussion will take place over what the evaluation should entail.
2. Review of documents according to the standard list (see TOR annexes; programme document, financial, monitoring reports etc.).
3. Submission of the inception report including the findings from the document review specifying how the evaluation will be conducted. The inception report is sent and shared with the evaluation reference group for comments and suggestions (within **seven days of delivery of all programme documentation to the consultant**).
4. The focal person for the evaluation (joint programme coordinator, resident coordinator office, etc) and the consultant prepare and agenda to conduct the field visit of the evaluation. (Interview with programme participants, stakeholders, focus groups, etc) (Within **seven days of delivery of the desk study report**).

##### **Field visit (9-12 days)**

1. The consultant will travel to the country to observe and contrast the preliminary conclusions reached through the study of the document revision. The planned agenda will be carried out. To accomplish this, the Secretariat's programme officer may need to facilitate the consultant's visit by means of phone calls and emails, making sure there is a focal person in the country who is his/her natural interlocutor by default.

2. The consultant will be responsible for conducting a debriefing with the key actors he or she has interacted with.

### **Final Report (31 days total)**

1. The consultant will deliver a draft final report, which the Secretariat's programme officer shall be responsible for sharing with the evaluation reference group **(within 10 days of the completion of the field visit)**.
2. The evaluation reference group may ask that data or facts that it believes are incorrect be changed, as long as it provides data or evidence that supports its request. The evaluator will have the final say over whether to accept or reject such changes. For the sake of evaluation quality, the Secretariat's programme officer can and should intervene so that erroneous data, and opinions based on erroneous data or not based on evidence, are changed **(within seven days of delivery of the draft final report)**.

The evaluation reference group may also comment on the value judgements contained in the evaluation, but these may not affect the evaluator's freedom to express the conclusions and recommendations he or she deems appropriate, based on the evidence and criteria established.

3. The Secretariat's programme officer shall assess the quality of the evaluation reports presented using the criteria stipulated in the annex to this evaluation strategy **(within seven days of delivery of the draft final report)**.
  4. On the completion of input from the reference group, the evaluator shall decide which input to incorporate and which to omit. The Secretariat's programme officer shall review the final copy of the report, and this phase will conclude with the delivery of this report to the evaluation reference group in the country **(within seven days of delivery of the draft final report with comments)**.
- C. Phase of incorporating recommendations and improvement plan (within seven days of delivery of the final report):**
1. The Secretariat's programme officer, as representative of the Secretariat, shall engage in a dialogue with the joint programme managers to establish an improvement plan that includes recommendations from the evaluation.

2. The Secretariat's programme officer will hold a dialogue with the point person for the evaluation to develop a simple plan to disseminate and report the results to the various interested parties.

## 10. ANNEXES

### a) Document Review

**This section must be completed and specified by the other users of the evaluation but mainly by the management team of the joint programme and by the Programme Management Committee. A minimum of documents that must be reviewed before the field trip shall be established; in general terms the Secretariat estimates that these shall include, as a minimum:**

#### MDG-F Context

- MDGF Framework Document
- Summary of the M&E frameworks and common indicators
- General thematic indicators
- M&E strategy
- Communication and Advocacy Strategy
- MDG-F Joint Implementation Guidelines

#### Specific Joint Programme Documents

- Joint Programme Document: results framework and monitoring and evaluation framework
- Mission reports from the Secretariat
- Quarterly reports
- Mini-monitoring reports
- Biannual monitoring reports
- Annual reports
- Annual work plan
- Financial information (MDTF)

#### Other in-country documents or information

- Evaluations, assessments or internal reports conducted by the joint programme
- Relevant documents or reports on the Millennium Development Goals at the local and national levels
- Relevant documents or reports on the implementation of the Paris Declaration and the Accra Agenda for Action in the country
- Relevant documents or reports on One UN, Delivering as One

### c) File for the Joint Programme Improvement Plan

After the interim evaluation is complete, the phase of incorporating its recommendations shall begin. This file is to be used as the basis for establishing an improvement plan for the joint programme, which will bring together all the recommendations, actions to be carried out by programme management.

<b>Evaluation Recommendation No. 1</b>				
<b>Response from the Joint Programme Management</b>				
<b>Key actions</b>	<b>Time frame</b>	<b>Person responsible</b>	<b>Follow-up</b>	
1.1			<b>Comments</b>	<b>Status</b>
1.2				
1.3				
<b>Evaluation Recommendation No. 2</b>				
<b>Response from the Joint Programme Management</b>				
<b>Key actions</b>	<b>Time frame</b>	<b>Person responsible</b>	<b>Follow-up</b>	
2.1			<b>Comments</b>	<b>Status</b>
2.2				
2.3				
<b>Evaluation Recommendation No. 3</b>				
<b>Response from the Joint Programme Management</b>				
<b>Key actions</b>	<b>Time frame</b>	<b>Person responsible</b>	<b>Follow-up</b>	
3.1			<b>Comments</b>	<b>Status</b>
3.2				
3.3				

## b) Evaluation timeline

**Annex 2: List of individuals or groups interviewed or consulted and site visits****Wednesday 5 May, 2010**

8h30

Ainhoa Jaureguibeitia UN Resident Coordinator Office, Coordination Specialist

9h45

Claudia Harvey UNESCO Representative

Lorraine Johnson JP Coordinator

Carla Machavane Sr. Assistant

14h00

Felisberto Ferrão Ministry of Industry and Trade, Govt Focal Point at Central Level

15h15

Eoin Sinnott Aquila Consultoria, Owner and Director, Maputo

**Thursday 6 May, 2010**

8:15

José Gravata Ministry of Tourism, 2nd Govt. Focal Point at Central Level

9h45

Alfredo Chissano SOMAS, Executive Director, Maputo

10h30

Abel Dabula CEDARTE Director of Training and Networking, Maputo

11h45

Adolfo Muholove Office of Consultancy and Advice to Small Industries (Gabinete de Consultoria e Apoio a Pequena Industria) GAPI, Maputo

14h00

Edite Cumbe Kula Consultancy Company, Maputo

Friday 7 May, 2010

8h30

Emidio Mavila Ministry of Labor (INEFP), Govt Focal Point, at central level

10h00

Carlos Mondlane ANARTE (National Artisan Association), Director, Maputo

Zua Alfiado Mahangu ANARTE, Artisan

Barmuji Azi Nhalengu ANARTE, Artisan

Eusebio Auguio Mpelo ANARTE, Artisan

Sergio Wache ANARTE, Artisan

Dinis Elias ANARTE, Artisan

Filimone Mucavele ANARTE, Artisan

14h00

Programme Management  
Committee (PMC), Maputo

Roy Tembe Dir. of Culture, Deputy Director, govt. focal point on the JP for the Maputo

Luis Naene Head of Department

Remigio Magumbe Technician Tourism City Directorate

15h30

José Calimo Provincial Directorate of Education and Culture (DPEC), City of Maputo.

### **Saturday 8 May, 2010**

9h00

Inter-agency committee meeting

Lorraine Johnson UNESCO

Pavio Man ITC

Rotafina Donco ILO

Emilio Sebashao UNFPA

Silvia Cuambe                      FAO  
 Carla Machavane                 UNESCO

**Sunday 9 May 2010**

14h00

Mario Intetepe                    DPEC, Gov Focal Point, Chair of the PMC in Nampula

**Monday 10 May 2010**

8h30

PMC, Nampula

Mario Intetepe                    Dir. Culture, DPEC  
 Nunes Armando José             Labour Focal Point  
 Assina Baboo                     Health Focal Point  
 Gervácio Da Silva Jorge         Youth Sports, Prov. Dir.  
 Helio Critiano Celestino         Tourism Prov. Dir.

10h00

Municipal Council, City of Nampula

Maria Zutina Armando            Department of Education & Culture, Nampula  
 Maltilde Emilio Jorge             Dir., of Economic Promotion (Trade, Ind., & Tourism), Nampula

11h00

Eduardo Patricio Namembe        Nairucu Arts Assoc., President, Nampula  
 José Antonio Jochicalá            Nairucu Arts Assoc., Vice President, Nampula

12h00

Manuel Mautneasse                Empressa Milinia Arts Assoc, Nampula

15h00

Refugee Camp, Maratane

Alberto Cassimo                    Assistant administrator

---

Kabura Nzisabira Nickson	Head of Refugees Representation
Layuma Rehan Ninja	Culture and Sports Coordinator
Rosario Amade	School Dir. and Culture rep.
Byaombe Donga Poby	Matokero Newspaper

**Tuesday 11 May, 2010**

9h00

Tree Plantation, Naguma

10h30

Eusebio Victor Cohelia      Head of Department of General Education, Crusse

11h00

Abel Simao Joao Morereila      Head of early warning, District Economic Activity, Crusse

12h00

Tree Plantation, Crusse

Pilale Mpaio      Community Fiscal (Supervisor) of forestry reserve

Vasco Anselmo Unla      Agricultural Representative Matibane Administrative Post

14h00

Mussiro Women's Group

**Wednesday 12 May 2010**

8h00

Beatrix Oetting      JP National Programme Officer, Mozambique Island

9h00

Josephina Salência,      Government Focal Point, Mozambique Island

10h00

Manuel Lunege Municipality, Economic activities, Mozambique Island

Manuel Paulo Social Affairs, Mozambique Island

11:00

**Trainees**

Faiza Momade Trainee

Franklin Fernando Trainee

Ali Bocar Trainee

12h00

Artisans

Abdul Habe Chehuna Gold Smith

Cheninve Ussene Pais Dress Maker

Muze Braimo Ussene Gold Smith

Gelito Mahando Tailor

Abul Rahman Momade Gold Smith

Esmael Momade Gold Smith

14h00

Students

Celeste Banze Economics

Rosa Cristina José Luis Anthropologist

Diogo Mesquita Economics

15h00

Celestino Girmula Gacim, Director, Mozambique Island

**Thursday 13 May 2010**

12h00

Edna Omwega UNHCR, Community Service Officer. Nampula

Rute Monjane UNHCR Field Assistant

### Friday 14 May 2010

9h00

PMC meeting chaired by Claudia Harvey, RCO office, Maputo

Claudia Harvey	UNESCO Representative
Boaventura Alfonso	MEC
Ainhoa Jaureguibeitia	RCO
Emidio Vicente Mavila	INEFP
Felisberto Ferrão,	MIC
Ana Scattone Ferreira	UNHCR
Rotafina Donco	ILO
Paulo Mondlane,	ITC
Emidio Sebastião	UNFPA
Carla Machavane	UNESCO
Lorraine Johnson	UNESCO

13h00

Boaventura Afonso Ministry of Education and Culture, Primary Focal Point of JP at Central Level and Director of the Institute of Books and Record (INLD),

15h00

RC debriefing meeting chaired by Claudia Harvey, UNESCO Office, Maputo

Ndolamb Ngokwey (by telephone)	Resident Coordinator
Claudia Harvey	UNESCO Representative
Patricia Guzman	UNFPA Representative
Ainhoa Jaureguibeitia	RCO
Ana Scattone Ferreira	UNHCR
Lorraine Johnson	UNESCO



### Annex 3: List of documents reviewed

A Guide to the Project Management Body of Knowledge (PMBOK® Guide) - Fourth Edition. PMI, 2008.

Development Assistance Committee. Glossary of Key Terms in Evaluation and Results Based Management. OECD/DAC, 2002.

Evaluation Reference Group. "Meeting Notes." 8 April 2010.

FAO. "Boosting participatory opportunities to promote business based on sustainable use of forest resources." July 2009.

FAO, Provincial Directorate of Agriculture Nampula, The Provincial Forestry and. "Community Self-diagnosis in the villages of Inagi, and Namalaza Crusse, since Administrative Matibane, District of Mossuril." n.d.

ILO. "Nexus labour laws on SMEs." October 2008.

ITC. "Craft Value Chain Analysis ." 2009.

Joint Program. "2nd Semester - Monitoring Report." 2009.

—. "Annual Progress Report." 2009.

—. "Annual Progress Report." 2008.

—. "Mini monitoring report." 30 Sept 2009.

—. "Mini Monitoring Report thru March 2010." 20 May 2010.

—. "Mozambique WORPLAN YEAR 1 Monitoring, Q2, July - Sept 2009." 2009.

—. "Programme Quarterly Progress Update,." 20 October 2008.

—. "Results Framework with financial information thru Dec 2009,." 9 May 2010.

MDG-F. "Joint Implementation Guidelines FINAL." June 2009.

—. "MDG-F Framework document." n.d.

PMC. "Minutes of Meeting." 1 April 2010.

—. "Minutes of Meeting." 8 October 2009.

—. "Minutes of Meeting." 26 Jan 2010.

—. "Minutes of Meeting in Five districts." 29 June 2009.

—. "Minutes of the Meeting ." 16 July 2009.

RCO. "Transmittal Memo." 18 February 2008.

Standards for Evaluation in the UN System. UNEG, April 2005.

UNDP New York, Asst. Administrator and Director, Partnership Bureau. "Transmittal Memo." 8 May 2008.

UNESCO, Kula. "ETHNOGRAPHIC RESEARCH." March 2010.

## Annex 4: Options for the Future - Scenarios

### Scenario 1: Continue JP as per designed scope

#### Component 1

##### Assumptions

##### Time

- The Time To Completion (TTC) of each activity was estimated in intervals of 3 months (3, 6, 9, ... months)
- The total estimated duration of remaining activities is approx. **4 years (1 year to the end of the JP plus 3 additional years)**. Taking into consideration approx 3 month for planning and 3 months for closing.

##### Scope

- The pace of implementation of activities in Year 1 was approximately 4 activities per year including multiple sub-activities. It is estimated that the project would be able to accelerate the pace of completion by a factor of 3 to 12 activities per year.

##### Budget

- The amounts disbursed and committed are the accumulated amounts from the beginning of the JP (August 2008) till end December 2009.
- Amounts remaining for each activity include the total planned for 3 years minus amounts committed and disbursed until the end of December 2009. See attached spreadsheet for activity estimates
- The remaining amount in the budget of component I equal the budget for 3 years (approx. \$2.4 M) minus amount disbursed and committed until end Dec. 2009 (approx. \$0.4M) or about **\$2 M**.
- Assuming that the pace of implementation will increase by a factor of 3, as mentioned above, the amount required per year will increase by a factor of between 4 to 5 times or \$1.6M - \$2M/year (\$0.4M x 4 – 5 yrs). (assuming a non-linear relationship between time and cost for the same level of activities) The total budget required in 4 years will be between \$ \$6.4 M and \$8M (4 yrs x \$1.6M - \$2M) i.e. in addition to the \$2M remaining in the budget for Comp I, an **additional \$4.2 to \$6M** will be required over the 3 additional years.

##### Human Resources

- Additional staff and/or consultants will be needed to manage the implementation of activities at outcome level and at output level. Each of the 3 outcomes under component one should have a Team Leaders (Project Management skills) to manage between 2 and 4 outputs to deliver them on time. Each Output Coordinator (Technical Skills) will manage between 2 and 4 activities and between 6 and 12 sub-activities (deliverables). The 3 outcome Team Leaders could be UN agency staff, consultants or government agencies representatives.

- Additional staff will be required to provide Program Management functions over the estimated duration of 4 years to deliver 3 outcomes and about 60 sub-activities (deliverables) it is estimated that a team of 2-3 persons will be required to plan, coordinate, monitor, communicate, and report on activities.

## Component 2

### Assumptions

#### Time

- The Time To Completion (TTC) of each activity was estimated in intervals of 3 months (3, 6, 9, ... months)
- The total estimated duration of remaining activities is approx. **3 years (1 year to the end of the JP plus 2 additional years)**. Taking into consideration approx 3 month for planning and 3 months for closing.

#### Scope

- The pace of implementation of activities in Year 1 was approximately 4 activities per year including multiple sub-activities. It is estimated that the project would be able to accelerate the pace of completion by a factor of 2 to 8 activities per year.

#### Budget

- The amounts disbursed and committed are the accumulated amounts from the beginning of the JP (August 2008) till end December 2009.
- Amounts remaining for each activity include the total planned for 3 years minus amounts committed and disbursed until the end of December 2009. See attached spreadsheet for activity estimates
- The remaining amount in the budget of component I equal the budget for 3 years (approx. \$1.4 M) minus amount disbursed and committed until end Dec. 2009 (approx. \$0.4M) or about **\$1 M**.
- Assuming that the pace of implementation will increase by a factor of 2, as mentioned above, the amount required per year will increase by between 3 to 4 times or \$1.2M - \$1.5M/year (\$0.4M x 3 – 4 yrs). (assuming a non-linear relationship between time and cost for the same level of activities) The total budget required in 3 years will be between \$3.6 M and \$4.5M (3 yrs x \$1.2M - \$1.5M) i.e. in addition to the \$1M remaining in the budget for Comp 2, an **additional \$2.6 to \$3.5M** will be required over the 2 additional years.

#### Human Resources

- Additional staff and/or consultants will be needed to manage the implementation of activities at outcome level and at output level. Each of the 3 outcomes will require a Team Leader to manage between 2 and 4 outputs to deliver them on time. Each Output Coordinator will manage between 2 and 4 activities and between 4 and 8 sub-activities (deliverables). The 3 outcome Team Leaders could be UN agency staff, consultants or government agencies representatives.

- Additional staff will be required to provide Program Management functions over the estimated duration of 3 years to deliver 3 outcomes and about 25 sub-activities (deliverables) it is estimated that a team of 2-3 persons will be required to plan, coordinate, monitor, communicate, and report on activities.

**Component 3 was not estimated at this stage**

## **Scenario 2: Scale down scope**

### **Component 1**

#### **Assumptions**

##### **Time**

- The Time To Completion (TTC) of each activity was estimated in intervals of 3 months (3, 6, 9, ... months)
- The total estimated duration for remaining activities is approx. **1 year to the end of the JP (Jul, 10 – June, 11)** taking into consideration approx 3 months for closing.
- It is estimated that a revised plan could be submitted before the end of June, 2010

##### **Scope**

- The pace of implementation of activities in Year 1 was approximately 4 activities per year including multiple sub-activities. It is estimated that the project would be able to accelerate the pace of completion by a factor of 3 to 12 activities per year.
- There are 17 activities remaining under the scope of Comp 1. This means that 5 activities and their sub-activities will need to be cancelled
- The remaining activities, to be implemented, will focus on delivering measurable **Outputs**

##### **Budget**

- The amounts disbursed and committed are the accumulated amounts from the beginning of the JP (August 2008) till end December 2009.
- Amounts remaining for each activity include the total planned for 3 years minus amounts committed and disbursed until the end of December 2009. See attached spreadsheet for activity estimates
- The remaining amount in the budget of component I equal the budget for 3 years (approx. \$2.4 M) minus amount disbursed and committed until end Dec. 2009 (approx. \$0.4M) or about **\$2 M**.
- Assuming that the pace of implementation will increase by a factor of 3, as mentioned above, the amount required per year will increase by between 4 to 5 times or \$1.6M - \$2M/year (\$0.4M x 4 – 5 yrs). (assuming a non-linear relationship between time and cost for the same level of activities) The total budget required in 1 years will be between \$ \$1.6 M and \$2M i.e., **No additional funds will be required to complete Comp1**

##### **Human Resources**

- Additional staff and/or consultants will be needed to manage the implementation of activities at outcome level and at output level. There will be only **one** outcome Team Leaders will be required to manage between 2 and 4 outputs to deliver them on time. Each Output Coordinator will manage between 2 and 4 activities and between 3 and 4 sub-activities (deliverables). The outcome Team Leaders could be UN agency staff, consultants or government agencies representatives.
- Additional staff will be required to provide Program Management functions over the estimated duration of 1 years to deliver 1-2 outcome (out of 3) and about 20 -30 sub-activities (deliverables) it is estimated that a team of 1-2 persons will be required to plan, coordinate, monitor, communicate, and report on activities.

## Component 2

### Assumptions

#### Time

- The Time To Completion (TTC) of each activity was estimated in intervals of 3 months (3, 6, 9, ... months)
- The total estimated duration for remaining activities is approx. **1 year to the end of the JP** taking into consideration approx 3 months for closing.
- It is estimated that a revised plan could be submitted before the end of June, 2010

#### Scope

- The pace of implementation of activities in Year 1 was approximately 4 activities per year including multiple sub-activities. It is estimated that the project would be able to accelerate the pace of completion by a factor of 2 to 8 activities per year.
- There are 10 activities remaining under the scope of Comp 2. This means that 2 activities and their sub-activities will need to be cancelled
- The remaining activities, to be implemented, will focus on delivering measurable **Outputs**

#### Budget

- The amounts disbursed and committed are the accumulated amounts from the beginning of the JP (August 2008) till end December 2009.
- Amounts remaining for each activity include the total planned for 3 years minus amounts committed and disbursed until the end of December 2009. See attached spreadsheet for activity estimates
- The remaining amount in the budget of component I equal the budget for 3 years (approx. \$1.4 M) minus amount disbursed and committed until end Dec. 2009 (approx. \$0.4M) or about **\$1 M**.
- Assuming that the pace of implementation will increase by a factor of 2, as mentioned above, the amount required per year will increase by between 3 to 4 times or \$1.2M - \$1.5M/year (assuming a non-linear relationship between time and cost for the same level of activities) The total budget

required in 1 years will be between \$ \$1.2 M and \$1.5M i.e. in addition to the \$1M remaining in the budget for Comp 2, an **additional \$0.2 to \$0.5M** will be required.

### **Human Resources**

- Additional staff and/or consultants will be needed to manage the implementation of activities at outcome level and at output level. The outcome Team Leader will be required to manage between 2 and 4 outputs to deliver them on time. Each Output Coordinator will manage between 2 and 4 activities and between 4 and 8 sub-activities (deliverables). The outcome Team Leaders could be UN agency staff, consultants or government agencies representatives.
- Additional staff will be required to provide Program Management functions over the estimated duration of 1 year to deliver 1-2 outcomes and about 20 sub-activities (deliverables) it is estimated that a team of 1-2 additional persons will be required to plan, coordinate, monitor, communicate, and report on activities.

**(The RC and agency representatives recommend an extension of up to one year to complete activities under scenario 2 to accommodate any unforeseen delays)**

**Component 3 was not estimated at this stage**

As of Saturday, May 15, 2010

**Annex 5: JP Progress as of 31 March 2010 (at output level)**

WBS ID	Level	Description	Achievements	Comments (explain results)	UN Agency	Implementing Partner	Budget Y1	Actual disbursed 18 Months	% delivered
1.1.1.	3	Government supported in policies, strategies and legislation revision and elaboration for an enabling legal, fiscal and financial environment for the development of creative industries in line with the relevant International instruments	2 - Modest	INLD has been contracted to ensure an integrated approach to the overall review of the legal framework	UNESCO	MEC	141,790	92,221	65.0%
1.1.2.	3	Increased access to information and awareness raised among policy makers, private sector, practitioners and public at large on the socioeconomic value and regulatory frameworks of cultural and creative industries	2 - Modest	Value chain analysis study complete. Socio-culture study complete. Awareness activities delayed	ITC, UNESCO	MEC	140,198	97,103	69.3%
1.1.3.	3	Mechanisms for enhancement of Copyright protection and royalties collection in cultural and creative industries reinforced	1 - Negligible	Delayed. Waiting for results of 1.1.1	UNESCO	SOMAS, MEC	13,437	94	0.7%
1.1.4.	3	Data Management System establishment and operationalization facilitated	2 - Modest	Consultant identified and contracted	UNESCO	MEC	64,498	14,507	22.5%
1.2.1.	3	National and international partnerships mobilized for sustainable cultural tourism with a view to strengthening the supply	2 - Modest	Mapping tourism itinerates started	ITC, UNESCO	MITUR	241,561	192,170	79.6%

chain									
1.2.2.	3	Cultural assets preservation and management enhanced in the targeted districts	2 - Modest	20 officials trained in inventory of culture heritage. Inventory started	UNESCO O	MEC	21,499	11,591	53.9%
1.2.3.	3	Communities in selected districts mobilized and empowered for sustainable cultural tourism	1 - Negligible	Not started	UNESCO O	MEC, MITUR	37,624	1,250	3.3%
1.3.1.	3	Vocational and entrepreneurial skill developed of practitioners strengthened including delivery capacity of skills training for cultural and creative industries	1 - Negligible	Training Mat. Adapted. Evaluation of voc. Training started.	UNESCO O, ILO	MEC, MITRAB	57,961	300	0.5%
1.3.2.	3	Quality and Productive capacities up-scaled and access to relevant technology enhanced	1 - Negligible	Eval. Of legislation process of Moz. Biz. Started	UNESCO O, ILO	MEC	21,499	1,499	7.0%
1.3.3.	3	Market linkages and trade opportunities fostered	1 - Negligible	Not started ??	ITC	MIC	25,712	25,601	99.6%
2.1.1.	3	Contribution of traditional knowledge in agriculture and forestry recognized and promoted for the improvement of livelihood of selected communities	3 - Substantial	Ongoing activities	FAO	MINAG	172,050	171,715	99.8%
2.1.2.	3	Intercultural dialogue between refugees and host community promoted and refugees knowledge to the culture of their origin	3 - Substantial	Ongoing activities	UNHCR	MEC	88,500	65,141	73.6%

enhanced									
2.2.1.	3	Model for historic and socio-cultural profiles developed and piloted in selected districts to make plans better adapted to the local context	1 - Negligible	ToR prepared to select a consultant in 2010	UNESCO O	MEC	42,624	624	1.5%
2.2.2.	3	Socio-cultural profile data integrated into planning and review process of selected districts	N/A	Depends on output from 2.2.1. No Deliverable in Y1	UNESCO O	MEC	-	-	
2.2.3.	3	Based on selected district pilots, socio-cultural data mainstreamed in targeted sectorial policy and development plans (Health, Agriculture, Education)	N/A	not started. No deliverable in Y1, 2	UNESCO O	MEC	-	-	
2.3.1.	3	Socio-cultural practices, norms and beliefs of the different target groups taken into account in health programmes of selected pilot districts	1 - Negligible	Study on the socio-cultural aspects in SRH in communities completed	UNFPA	MISAU	169,972	30,809	18.1%
2.3.2.	3	Elaboration of national language policy, including strengthening of multilingualism in the education system	2 - Modest	Ongoing activities to develop language policy	UNESCO O	MEC	42,999	25,299	58.8%
2.3.3.	3	Improved quality and relevance of education by mainstreaming multilingualism and cultural contents into the formal education	1 - Negligible	Not started	UNESCO O	MEC	59,123	6,454	10.9%

---

system

3.1.1.	3	Management, Coordination, Monitoring and Evaluation	N/A	UNESCO O	MEC	341,333	320,871	94.0%
--------	---	--	-----	-------------	-----	---------	---------	-------