



Evaluation of Niassa Food and Livelihood Security Programme in Mozambique

Final Report

Oxfam GB Programme Evaluation

March 2007

Commissioned by: Oxfam GB

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Executive summary

Oxfam Great Britain (OGB) contracted two Consultants (one international and one Mozambican) to conduct an independent Final Evaluation of the Niassa Food and Livelihood Security Program (NFLSP). The evaluation took place from February 23rd through March 24th, 2007. Both consultants have long-term experience in Mozambique promoting smallholder business associations, association governance, rural extension and business services delivery, micro-credit, agro-livestock production, and marketing, and gender. The consultants followed the Terms of Reference as required by OGB. (See Annex 1).

The methodology the Consultants used to carry out the NFLSP Final Evaluation included: 1) site visits to 29 associations; 2) a survey questionnaire implemented with 28 associations in five districts in which the Project operates (Cuamba, Mecanheles, Mandimba, Maúa, and Metarica); 3) accompanying statistical analysis of the survey data collected; 4) use of participatory action research in the association field visits; 5) visits to association members' fields and to seed multiplication sites; 6) structured and semi-structured interviews with key OGB personnel, UCASN leaders and operatives, and other key stakeholders / partners; and 7) a review of available Project and other related literature.

Despite shortcomings in project implementation, the stage is set for Southern Niassa smallholder associations to prosper as business entities. The Consultants foresee that the Southern Niassa smallholder association movement will improve sales and ensure long-term food security, assuming that professional business and marketing assistance is provided through support from other partners who are both knowledgeable and have a track record of successful implementation of transparent, business-based association management in Northern Mozambique.

The Consultants recommend that a Follow-On Phase be funded for the following reasons:

1. Southern Niassa lies within the Nacala Corridor, with excellent options for product transport via a revitalized, dependable railway system that is a linchpin for regional business expansion. Additionally, due to the relatively flat topography of Southern Niassa, road access for trucks is adequate enough to permit product transport to the multiple railway depots.
2. Southern Niassa has underutilized, fertile soils and abundant rainfall (annual precipitation ranges from 800mm to 1,400 mm). Rivers and streams can be utilized during dry periods to prolong the growing season.
3. There are ample opportunities for organized smallholder producers formed into serious, transparently-managed business associations to expand their sales volumes. However, intensified efforts in the Follow-On Phase will be required to build entrepreneurial, well-governed associations that are also positioned to distribute benefits and dividends equitably to their members.
4. Oxfam attempted to promote gender equity (both of its District Coordinators were female and they are both highly qualified and dedicated). These two women are the nucleus for Oxfam to implement a highly successful gender initiative in the future.
5. There are excellent opportunities to build synergies with competent partners who already operate in Southern Niassa, among them: IFAD, who manages the PAMA program, CLUSA, DDADR, Faculty of Agriculture - UCM. Other synergies for expansion into soybean production and marketing can be pursued with IITA
6. Continuing the Project would permit Oxfam to gain valuable institutional experience in procedures and "best practices" for transition from emergency activities to economic development activities.

7. There already exist excellent opportunities for smallholder associations to carry out regional exports (Malawi) and international exports (via the Port of Nacala).
8. Two private sector input suppliers are up and running and positioned to provide production inputs and technology. Access to inputs is facilitated by rail access to Nacala Port.
9. OGB supported initial efforts to provide micro-credit to the poor, and these experiences need to be consolidated and further built upon (GAPI, AMIREMO).
10. UCASN is a founding member of IKURU (a Producer-owned Trading Company). IKURU stands ready to offer opportunities for enhanced marketing (including Fair Trade premium prices paid and marketing finance).
11. Profitable, market-driven crops have been introduced (sesame, Nametil groundnuts, rice, soybeans, vegetables).
12. There is a need to continue with some food security interventions, focusing on:
 - Campaigns to introduce cassava varieties tolerant to mosaic streak virus
 - Control of the devastating *Striga* (witchweed) in maize fields
 - Campaigns to control rats
 - Possible introduction of grafted fruit trees (citrus, avocado, commercial mango varieties)
 - Crop rotation to control *Sclerotinia rolfsii* and other soil-borne diseases in leguminous crops
13. A new Mozambican law enormously facilitates legalization of smallholder associations at a fraction of the previous cost (200 Mts = 8 USD).

Notwithstanding, there are several caveats to achieving the aforementioned opportunities, and future Project interventions will require:

1. Harmonizing the presently frayed relationship between UCASN and Oxfam.
2. Formidable efforts to implement transparent management practices and good governance at the primary association level and within the unions.
3. Intensive work to strengthen business and marketing skills of the primary level associations and unions (something that did not occur during the present Project timeframe of 2004 - 2007).
4. Effective implementation of Project components in business association building, association governance, literacy, gender, and monitoring and evaluation (M&E) .
5. Introduction and inculcation at all levels of the association movement critical business analysis skills and an assertive business mentality (presently most existing associative institutions and members are disappointingly accustomed to assistance in the form of donations).

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List of Acronyms

ACDI/VOCA	Agricultural Cooperative Development International / Volunteers in Overseas Cooperative Assistance
AMIREMO	Mixed (Male and Female) Association for Religious and Moral Education
CLUSA	Cooperative League of the United States of America
GOM	Government of Mozambique
IITA	International Institute for Tropical Agriculture
IKURU	Producer Owned trading Company (based in Nampula and assisted by CLUSA)
HH	Household
MFI	Microfinance Institution
MINAG	Ministry of Agriculture
NFLSP	Niassa Food and Livelihoods Security Programme
OGB	Oxfam Great Britain
PAMA	Support Program for Agricultural Marketing (IFAD funding)
PM	Program Manager
SP	Strategic Plan
TA	Technical Assistance
UCASN	Union of Small Farmer's Associations of Southern Niassa
UCM	Catholic University of Mozambique (also referred to as the Faculty of Agriculture – Fac. Ag.)

Oxfam Niassa Final Evaluation Report

1. Association Survey Questionnaire - An Inquiry into the Specific Situation of Primary Level Associations - Niassa Province – Southern Zone

1.1 Assumptions

The Consultants based the work performed in the final evaluation on the following assumptions:

1. The success of the program could be evaluated by objectively studying the well-being of primary level association members.
2. A survey instrument carried out with participation of primary level association members is an appropriate means to measure the Project's intended outcomes.
3. The OGB Niassa Program and UCASN were promoting the well-being of the primary level associations.
4. Primary level association members' knowledge of basic principles of association operations (associativismo) is essential to ensuring good governance of said associations.
5. The Oxfam Niassa Project's emphasis on gender, literacy training, and support to vulnerable groups would produce evident results at the primary association level.
6. The primary level association members' access to agricultural inputs is accompanied by a strong component of technical assistance and follow-on.
7. Food security improvements can be measured by tracking the diversity of agro-livestock products produced and consumed by primary level association members.

1.2 Methodology

The most important investigative tool utilized was conduct of a final evaluation a survey questionnaire (see Annex 1). The Consultants concern was to achieve a representative, weighted sample of the associations receiving support from the OGB Project and UCASN. We endeavored to visit as many primary level associations in five districts as time permitted. We also visited farmers' fields and seed banks if they existed. We engaged in participatory action research to the extent time permitted (e.g. working with the group to do a vegetable nursery seed bed) to try to determine the technical level of many of the groups. We endeavored to scientifically attain a random sample.

Random sample selection of groups to be interviewed: Oxfam field staff supplied the consultants with lists (by district) of all the associations being assisted. Random numbers were used to obtain the random sample using RAND function in Excel. As an example, Cuamba has 70 Associations, thus the RAND function would be:

$$=RAND()*(70 - 1) + 1$$

Cuamba associations randomly selected using the RAND function were: (49) Murula, (62) Nicora, (64) Mukunua, (42) Mukapo, (16) Mepita, (66) Mepessene, (68) Murtuele

1.3 Participants:

Total Population - Members in associations assisted by OGB in Southern Niassa = 6,324 (Data from Oxfam Cuamba)

Sample: Male and female Members of associations in 5 Districts = 648 people

Sample Size = 10.25 %

Percent women participants = 400 = 62%

Percent men participants = 248 = 38%

Groups interviewed by district (Total Groups = 28): Cuamba = 7, Mecanhelas = 4, Metarica = 5, Maúa = 6, Mandimba = 6

2. Survey Results:

1. LAND TENURE AND LAND USE:

1.1. Explain how you go about planting and harvesting sesame [or another crop]. (**Note:** this is a Participatory Action Research question which is used to open up dialogue with the association members)

1.2 What is the total land area that belongs to the association?..... **In most cases the members did not know.**

1.2. Is the Association's land legalized? Yes..... No.....

Number Associations	Land legalized	Land not legalized
28	0	28
Percent	0%	100%

2. LEGALIZATION of the Associations

2.1. Is the Association legalized? Yes..... No.....

Number Associations	Association legally recognized	Association legally not recognized
28	1	27
Percent	3.5%	96.5%

Comment: Not being legalized impedes associations from entering into contracts and from applying to financial institutions to obtain credit. However, it was only in late 2006 that the new farmer's association legislation process was operationalized (the Mozambican Legislature passed the law December 23, 2005 and then there was a time interval for it to become official law after being published in the Government Official Bulletin. Prior to that, it was prohibitively expensive, the process was centralized through Maputo, and it was time consuming. Given these circumstances the Project opted to focus on legalizing unions and not associations

3. PRODUCTION AND PROCESSING:

3.1. What are the products that association members produce?

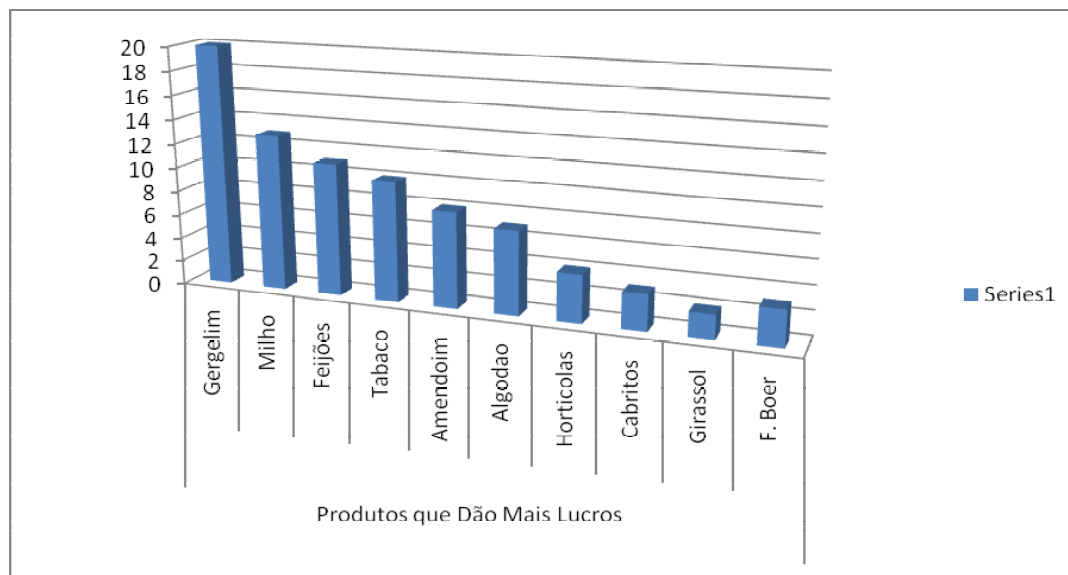
Food Security - Associations Southern Niassa General Aggregate response (28 groups interviewed)

Vegetable Crops	Food Security / Cash crops	Fruit	Livestock
Tomato.....C/S	Maize.....C/S	Litchi.....No	Cows.....No
Green Pepper....No	Sorghum.....Some C	Orange.....No	Oxen.....No
Cucumber.....C/S	Paprika.....No	Tangerine....No	Goats.....C/S
Sweet Potato.. C/S	Soybeans....Few S	Lemon.....No	Swine.....No
Cabbage.....C/S	Sesame.....C/S	Mango.....C/S	Chickens.....C/S
Collards.....C/S	Sunflower....Few.. S	Avocado.... No	TurkeyNo
Onions..... C/S	Tobacco.....S	Pineapple.....No	Rabbits.....No
Garlic.....Some C/S	Cotton..... S	Papaya.....C/S	Guinea Pigs No
Okra (gumbo)..C/S	BeansC/S	Banana.....C/S	Ducks.....No
Lettuce.....C/S	Pigeon Pea.....C/S	Guava..Few..C/S	Pigeons.....No
Carrots....Few..C/S	Cassava.....C/S	Other No.	
	Groundnuts ...C/S		
	Rice.....Some...C/S		

Table Codes: C = consumption

S = Sales

3.2. What are the products the association members produce that are the most profitable?



3.3 Does the association have any other Businesses? Yes No.....

Number Associations	Association has other businesses	No other businesses
28	1	27
Percent	3.5%	96.5%

Specify these other businesses: *fishing, making baskets and winnowing trays*

3.4 Does the association have a written annual Production Plan? Yes..... No.....

Number Associations	Written Production Plan	No Written Production Plan
28	0	28
Percent	0%	100%

3.5 Does the association carry out any processing activities? Yes No....

Number Associations	Processing activities	No Processing activities
28	1	27
Percent	3.5%	96.5%

What are the processing activities? *Making traditional alcoholic drinks*

4. MARKETING:

4.1. What is the situation of access roads to the Association (access and quality)?¹ **Note: Consultants evaluated this item based on visual observations.**

Number Associations	Excellent	Reasonable	Poor
28	2	23	3
Percent	7%	82%	11%

¹ Consultants used the following criteria to evaluate rural road access and quality: flat or hilly topography; possible problems of precipitation running onto road; numbers of low spots where water could accumulate; problems of excessive numbers of deep potholes. Since the topography of Southern Niassa is relatively flat, the majority of roads are accessible to truck transport.

4.3. Does the association carry out any group sales? Yes No....

Number Associations	Group Sales	No Group Sales
28	15	13
Percent	54%%	46%

4.5. Has the association ever had a contract to produce for a buyer? Yes No....

Number Associations	Production Contract with buyer	No Contract with buyer
28	11	17
Percent	39%	61%

4.6. The contract was with whom and to produce what?

Buyer	Product	No. Associations
IKURO	Soybeans	2
J.F.S	Tobacco	2
M.L.T	Tobacco	3
Devolt	Sunflower	1
UCASN	Sesame	1
World Relief	Paprika	1
World Relief	Sesame	1

4.8. Does the association have a written Marketing Plan? Yes No....

Number Associations	Written Marketing Plan	No Marketing Plan
28	3	25
Percent	11 %	89 %

4.9. Does the association have a Collection Point?..... Or a warehouse?..... Yes No....

Number Associations	Collection Point	Warehouse	Neither
28	6	6	16
Percent	21.4%	21.4%	57.2%

4.10 Does the association keep written records of its members' sales ? Yes No....

Number Associations	Written records of members' sales	No written records
28	6	22
Percent	21.4%	78.6%

4.11 What was the total amount of association sales in 2006? Only 2 groups know (7%)

4.12 What was the total amount of association sales in 2005? None of the groups knows (0%)

4.13 The volumes of the association's sales, are they increasing or are they declining?Why?

Number Associations	Increasing	Declining	Don't Know
28	1	11	16
Percent	3.5%	39%	57%

Comment: 96% of the groups surveyed said that either they didn't know or that the volumes of their sales were declining (27 de 28 groups)

Increasing: 1 group –Why ? 1) Oxfam comes and provides us seeds.

Declining: 12 Groups - Why ?

- 1) Lack of markets (2)
- 2) Low prices paid (2)
- 3) Low yields (3)
- 4) Crop damage caused by rats (4)
- 5) Insect and disease attacks
- 6) Attacks of leaf beetles in sesame
- 7) Lack of buyers
- 8) Group accumulated debt last year and this year has to repay it.
- 9) Lack of having a written marketing plan
- 10) Lack of fertilizer
- 11) High cost of transport
- 12) Oxfam delivers seeds too late

5. Support from the Oxfam Project

5.2 What are the benefits and support that Oxfam brings to your group?

5.2.1 Agricultural inputs in general

5.2.2 Seeds for dry land farming, vegetable seed, goats, fertilizers, pesticides, bicycles for Association animators, tools such as hoes, cutlasses, sickle, etc.)

5.2.3 Training & Technical Assistance (AT)

5.2.4 Tally of association statements of services they received from Oxfam.

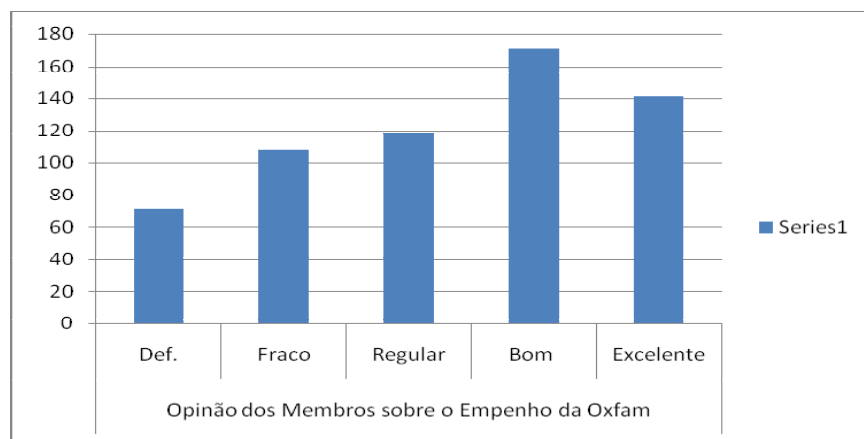
Number Associations	Seed and Other Inputs	Training & Technical Assistance
28	28	12
Percent	100%	43%

Comment: Only 43% of the Groups interviewed stated that Oxfam Technicians provide Training & Technical Assistance.

5.3 How would you rate the Oxfam Technician’s performance ? (Individual and secret vote)

1. Deficient	2. Weak	3. Regular	4. Good	5. Excellent
Total = 71	Total = 108	Total = 118	Total = 171	Total = 141

Result – Oxfam Performance



Comment: Consultants ask to what extent the favorable image of Oxfam Technicians was due their direct involvement in distribution of seed, tools, fertilizers, goats, pumps etc. to members?

5.6 What are the benefits and support that UCASN brings to your group?

- 5.6.1 Access to credit through UCASN or via GAPI (2)
- 5.6.2 Seed distribution (2)
- 5.6.3 Literacy training
- 5.6.4 Teaching to plant in rows and to use better plant spacings
- 5.6.5 Training for Association leaders
- 5.6.6 Membership card
- 5.6.7 Training in marketing
- 5.6.8 Identification of buyers

5.8 From the concrete support provided either by Oxfam or UCASN, what do you now know that you didn't know two to three years ago?

- 5.8.1 Plant in rows and to use better plant spacings (8)
- 5.8.2 Use of improved seed varieties (3)
- 5.8.3 Controlling pests and diseases (4)
- 5.8.4 How to measure areas planted
- 5.8.5 Thinning of sesame plants
- 5.8.6 How to spray crops
- 5.8.7 How to make vegetable seed beds (2)
- 5.8.8 How to transplant vegetables
- 5.8.9 How to plant new crops (vegetables, Nametil groundnut)
- 5.8.10 Quantity of seed to plan per unit area
- 5.8.11 how to market crops
- 5.8.12 How to make elevated corrals for goats
- 5.8.13 Advantages of having an association
- 5.8.14 What is an association
- 5.8.15 Business plan (2)
- 5.8.16 Where to go to ask for marketing credit
- 5.8.17 Make promises and deliver on nothing
- 5.8.18 Nothing (3)

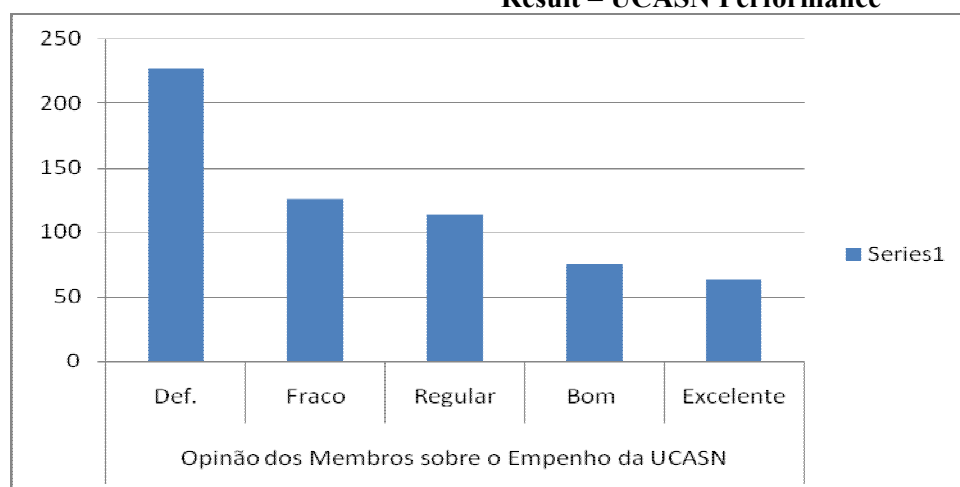
5.10 Does the association have a seed bank? Yes No....

Number Associations	Seed bank	No Seed bank
28	5	23
Percent	18 %	82 %

5.12 In your opinion, how would you rate the UCASN Technician's performance? (Individual and secret vote)

1. Deficient	2. Weak	3. Regular	4. Good	5. Excellent
Total = 227	Total = 126	Total = 113	Total = 75	Total = 64

Result – UCASN Performance



5.13 Do you consider that you are better off as members of your association this year (2007) compared with the last two years?

Number Associations	Yes	No	Don't Know
28	16	10	2
Percent	57%	36%	7%

Why are you better off?

- 5.13.1.1 Received seed and other inputs (13)
- 5.13.1.2 Received goats (6)
- 5.13.1.3 Received fertilizer
- 5.13.1.4 Received motorized irrigation pump
- 5.13.1.5 Literacy school provided by CLUSA
- 5.13.1.6 New techniques taught by CLUSA Technicians
- 5.13.1.7 Association is in the process of being legalized
- 5.13.1.8 Group Sales (2)
- 5.13.1.9 Learned new technologies (2)
- 5.13.1.10 Created our own association fund
- 5.13.1.11 Access to credit
- 5.13.1.12 Good product sales (2)
- 5.13.1.13 Received Technical Assistance (2)

Why are you worse off?

- 5.13.2.1 No sales yet this year
- 5.13.2.2 Production losses due to excessive rains
- 5.13.2.3 Technicians do not provide follow-on technical assistance (4)
- 5.13.2.4 Serious attacks of insects (3)
- 5.13.2.5 Our production is declining (3)
- 5.13.2.6 Lack of markets/ buyers (6)
- 5.13.2.7 Low prices of products sold (2)
- 5.13.2.8 Lack of fertilizer
- 5.13.2.9 No access to credit (2)
- 5.13.2.10 Rat damage to crops (2)
- 5.13.2.11 Quantities of seed distributed are too small
- 5.13.2.12 Seed is distributed too late (2)

5.14 Did UCASN or the Oxfam Project come here to this association to carry out training in...

Number Associations	Type of training	Yes	Percent
28	Business plan / business development	5	18%
	Marketing	7	25%
	Literacy	9	32%
	HIV/SIDA	13	46%

5.15 With UCASN or the Oxfam Project over the last three years (2004, 2005, 2006) have you learned to grow any new crops that are potentially profitable?

No. Assns.	Maize Matuba	Groundnuts Nametil	Soybeans	Sesame
28	14	13	7	6
Percent	50%	46%	25%	21%

No. Assns.	Cowpea IT 18	Vegetables	Rice	Sunflower	Butter Beans	Nothing
28	5	4	3	3	1	4
Percent	18%	14%	11%	11%	3.5%	14%

6. KNOWLEDGE OF ASSOCIATION BUILDING / GOVERNANCE:

6.1. How often do the members of this association hold General Assembly meetings?)

Mean = 192 days

Standard Deviation= 165 days

Comment # 1: The high standard deviation reflects a wide variation in the frequency of General Assembly meetings. Some groups (12) met as often as every 15 – 30 days and others (13) met only once a year. The other three groups met quarterly or semi-annually. Correlation tests were run for the twelve groups that met frequently (every 15 to 30 days) to see if meeting often had a positive impact on association performance or knowledge of association principles. Comparison between frequency of meetings and knowing that the General Assembly has maximum decision making power produced a correlation of -0.36. Comparison between frequency of meetings and members' ability to state more advantages of having an association produced a correlation of -0.12. Comparison between frequency of meetings and associations engaging in group sales produced a correlation of +0.09. Statistically, it was impossible to show that members' meeting more frequently provided intrinsic advantages to the group.

6.2 Who is in charge of or holds on to the Minutes (written record) for General Assembly meetings held?

Number Associations	Keep Minutes of G.A. Meetings	No Minutes kept
28	6	22
Percent	21%	79%

6.3. What are the tasks or functions of the following elected bodies of your association? Members must explain!

Number Associations	Name of the elected body	Correct response	Percent
28	Directive council	7	25%
	General Assembly Council	6	21%
	Audit Council	3	11%

6.4. & 6.5 Does the association have an internal bylaws? Yes.... No.....

Number Associations	Has internal bylaws	Able to explain what bylaws are
28	4	4
Percent	14%	14%

6.6. & 6.7 Does the association have women as elected leaders? Yes.... No

Number Associations	Women elected as leaders	No women elected as leaders
28	19	9
Percent	68%	32%

Note 1: The average number of elected women leaders per association was 1.3.

Note 2: The Consultants observed that in mixed gender groups, females held leadership positions only in the women's sub-group.

6.7 Who in the association holds the power for making important decisions?

Number Associations	Name of the Entity or person	Votes	Percent
28	1. General Assembly	8	29%
	2. President	12	43%
	3. Association Advisor	1	4%
	4. Directive Council	2	7%
	5. Technician	3	11%
	6. Don't Know	1	4%
	7. Union	1	4%

Comment #1: Only 29 % of the groups surveyed were able to state that the members in General Assembly have maximum authority to make important decisions (8 of 28 groups surveyed).

Comment # 2: These survey findings (see above) indicated that in general the primary level associations had a weak understanding of association principles and governance issues. The Consultants concluded that association principles and governance were not stressed in the TA provided. It is also understood that association building and governance was a responsibility of the UCASN field extensionists since there was an agreed upon division of tasks between OGB Niassa and UCASN. Also, UCASN received funds from OGB to implement the association building and governance components. However, OGB had overall responsibility as recipients of donor money to ensure that their partner, UCASN, delivered on this aspect. In summary, UCASN failed to deliver on this vital part of the Project activities, and OGB oversight was weak.

7. LITERACY, GENDER AND YOUTH PARTICIPATION:

7.1 Level of literacy of female association members:

Number of Women Members Surveyed	N ^o . of Illiterates	N ^o . of Women Able to Write Their Names
400	332	68
Percent	83%	17%

7.3. Does the association have any program that benefits youth?

Number Associations	Youth Program	No Youth Program
28	1	27
Percent	3.5%	96.5%

7.4. If the answer is Yes, give details of the program(s) Answer: One group said that six youth were involved in sharing the planting of a field of sesame (0.6 ha).

7.5. What support does the association provide to its female members?

Number Associations	Women support program	No women support program
28	6	22
Percent	21%	79%

Comment: Some women benefited from the goats distribution program and related technical training in goats management. Other women received additional quantities of seed of field crops (groundnuts or sesame).

7.6 What are the benefits or advantages of having an association?

No.	Description of Benefit or Advantage	No. of votes from the 28 associations surveyed	Percent
1	<i>Come together to resolve a problem or a constraint. (Example: Group Sales)</i>	20	71%
2	<i>Group mobilization to organize group purchase and/or transport of inputs, thus reducing costs .</i>	6	21%
3	<i>Access to credit by being an association member</i>	17	61%
4	<i>Being a member makes it easier to receive support and Technical Assistance</i>	16	57%
5	<i>Training and education for the members (The association is like a school).</i>	12	43%
6	<i>After group sales or another business opportunity, the Association can pay dividends to its members.</i>	6	21%
7	<i>The association / union defends the interests of the members..</i>	1	3.5%
8	<i>The association / union teaches an entrepreneurial mentality (business planning and/or marketing planning)</i>	4	14%
9	<i>The association union buys its members production.</i>	0	0%
10	<i>The association / union provides market price information.</i>	2	7%
11	<i>The association or union helps out with literacy classes</i>	5	18%
12	<i>There is strength in unity.</i>	9	32%
13	<i>Members receive seeds and inputs</i>	28	100%

8. ASSOCIATION FINANCES AND MANAGEMENT

8.1. Does the association have an operations fund? Yes..... No....

Number Associations	Association has fund	No fund
28	7	21
Percent	25%	75%

8.4 Do the association members pay a membership fee and monthly dues? Yes..... No....

Number Associations	Members pay membership fee	Members pay monthly dues
28	4	5
Percent	14%	18%

8.4 Does the association have a bank account? Yes..... No.....

Number Associations	Association has bank account	No bank account
28	0	28
Percent	0%	100%

Comment: The fact that none of the associations surveyed has a bank account is not surprising since no banks are to be found in the five districts outside of Cuamba city.

9. ACCOUNTING

9.1. Does the association carry out accounting activities to control money flowing into and out from its operations fund? Yes..... No.....

Number Associations	Associations with Accounting	No Accounting
28	0	28
Percent	0%	100%

10. CREDIT and SAVINGS:

10.1. Has the association or its members ever had a formal bank loan? Yes..... No.....

Number Associations	Association got Credit	No Credit Experience
28	12	16
Percent	43%	57%

10.2. If yes, with what Lending Institution?

GAPI.....9
 UCASN.....2
 AMIREMO.....1
 AMODER.....1

10.5 Does the association carry out internal savings and lending activities for its members? Yes..... No.....

Number Associations	Assn. conducts internal savings and lending	No internal savings and lending
28	3	25
Percent	11%	89%

Comment:

- 1) Mirreia II (Metarica) carries out Xitique (mutual trust lending), having three groups of five women. Each woman contributes 10 Metecais per month to a common pool that is awarded on a rotating basis to each member.
- 2) Two Groups that have their own association fund make micro loans to members.
- 3) None of the above activities are project supported, but rather are based on initiatives of the members themselves.

11. Material possessions belonging to the primary level associations

11.1 Does the association own any material possessions? Yes.... No....

Number Associations	Association has material possessions	No possessions
28	8*	20
Percent	29%	71%

*Comment: All the material possessions of the associations interviewed were donations. This fact underscored association dependency and weak ability as business entities to fund /purchase capital assets.

~ End of Survey Questionnaire Results ~

3. Specific Objectives of the Evaluation

3.1. Programme Set-up

- Assess the effectiveness and appropriateness of the planning process in providing a framework for programme development.

Findings: Upon investigating the Project logical framework (developed August 2004), the evaluators found that the program planning process was too dispersed and too ambitious. The Logical Framework calls for addressing food security issues; promotion of marketing activities; market information collection and dissemination; capacity building of UCASN; UCASN strategic planning process; enhancement of UCASN advocacy and lobbying capacity; UCASN improved accounting systems; promotion of livelihoods; improved credit services (UCASN and AMIREMO); union legalization; association member training in marketing and business development; functional literacy training, production diversification; diversified menus of technologies for smallholder producers; linkages among associations, unions, and research institutions; support to vulnerable households (HHs); identification and production of high value crops; collaboration with Faculty of Agriculture (UCM) to develop appropriate technologies and practices; set up and management of seed banks; investigation of appropriate systems of savings at the HH level; radio program broadcasts; implementation of a baseline study; among others. The evaluators concern was that too many activities diluted efforts and led to underachievement of results. Additionally, for reasons unknown, the OGB Niassa Project did not conduct a mid-term evaluation. A mid-point reflection could have re-oriented and refocused program direction.

- Analyse what level of ownership and understanding of the strategic and program plan is held by the relevant staff of the participating Oxfams.

Findings: As an institution, Oxfam in this Project showed it was better geared to handling “emergency” activities - the intent of previous OGB projects. There was an apparent commingling of emergency activities with economic development activities. Staff had an excellent understanding and capacity to deal with complex logistics that permit input distribution to beneficiaries, but they were not adequately prepared to handle the local institution capacity building, business, and marketing requirements called for in the Project logical framework. Current field staff (especially Senior Managers – Program Manager [PM] and the two District Coordinators) demonstrated an adequate understanding of how the program needed to move forward. However, this was not always true. The Program Manager position changed hands four (4) times during project implementation. In the process of changing the key leadership personnel, it is normal for each new manager to have a different style, different talents, and a desire to leave her/his own personal imprint and/or emphasis on project priorities and activity implementation. For obvious reasons, field staff had significant difficulty conforming to the constant changes of senior leadership. The evaluators also found that constant changes at the Program Manager level caused field staff performance to wane. Understandably, it was difficult for subordinates to perform when there were either temporal absences in the key leadership position and/or constant changes in the management style and focus of the Program Manager. Turnover of field extensionist staff during the Project implementation period was not significant.

3.2 Programme Activities

- Review the content of programme activities and outputs to give a broad overview of programme impact to date using existing plans and ways of working and specifically address the question: Does our program model and structure contribute to achieving the outputs and impact we are aiming for?

Findings: The answer to this question was generally no. Notwithstanding, several positive accomplishments were noteworthy. The project did promote key cash crops (sesame, soybeans [in 2004], and Nametil Groundnut). Consequently, farmers are now better prepared and keen to produce for the market. Distribution of vegetable seeds and accompanying training encouraged improved food security, enhanced HH nutrition,² provided opportunities to sell excess production, and prolonged the marketing period. The goat component promoted farm diversification, “on-the-hoof savings”, income generation, access to manure, and dietary diversity/ increased dietary protein through improved access to meat products.

² Many vegetables are readily transformed into sauces (“caril”) that accompany the dietary staple - boiled /whipped maize meal, known locally as “Chima”.

The survey questionnaire and its subsequent statistical analysis indicated that association member beneficiaries viewed OGB Niassa Extensionists' performance as positive. However, the Consultants opinion is that the positive level of client approval emanates from the continual process of Oxfam subsidies and direct distribution of production inputs (seeds, agricultural implements, fertilizers, pesticides, motorized water pumps, hand tools, etc.) All 28 associations interviewed indicated that the key benefit of having an association was the opportunity to receive seeds, goats, and other inputs from OGB.

The outcome of this process has been to create a client base dependent on donor support for material subsidies, and promotion of a staff attitude (field extensionists) that their primary role in association development is timely delivery of adequate quantities of production inputs to beneficiaries. The consultants concluded that this phase of the program continued in an emergency mode (input and tool distribution) at a time when there were opportunities to make more serious attempts to encourage and experiment with associations as business and marketing entities. Notwithstanding, the introduction of vegetables and other cash crops did set the stage for Southern Niassa associations to conduct business and relevant marketing activities in a future phase

- **Analysis of the above disaggregated by sex.**

Findings: The dynamic of male-female power relations was disadvantageous to women. Eleven of twelve OGB Extensionists were males. The 28 field visits to associations in five districts revealed that even in groups in which a majority of members were women, men dominated the leadership. The Consultants underscore that in our experience (Cape Verde, Cameroon, Angola, and Mozambique) male extensionists working with women is tantamount to mixing oil with water. When males deal with women, especially educated males dealing with illiterate women, the former have little inclination to promote dialogue and to build the latter's self-esteem. The relationships male technicians develop with rural women are "top-down" and may, at times, be opportunistic. With males in leadership positions, distribution of benefits was not always equitable. A case in point noted in the participatory action research conducted at the primary association level was that male members had greater access to seeds and training in vegetables production when compared to their female counterparts.

- **Assess and make judgement on the level of efficiency and form a view in general terms on whether the level of input justifies the level of output.** Specifically assess increased income and have farmers (men and women) gained more influence on the way they produce agricultural products?

Findings: The survey questionnaire implemented with 28 associations indicated that the level of input did not justify the level of outputs. OGB supported UCASN to provide literacy training, and yet only two of 28 groups said they had received literacy help from this agency. OGB extensionists focused on input distribution and neglected the rudiments of association building and governance. Essentially, as demonstrated by the survey results, associations were formed as a convenience for input distribution. Admittedly, having an association does facilitate members' access to production technical assistance (TA) as well as opportunities to diversify production (through OGB efforts to introduce vegetables and important cash crops). Through formal and informal interviews conducted at the primary association level, the Consultants discovered that OGB Field Extensionists delegated too much responsibility to the association Animators (Animadores). With the exception of 1 de Maio Association (Lissiete) and Muhova Kunhomale association (Maúa town), the Consultants saw little evidence in the visits to the associations' production fields that a dynamic extension process had evolved. Consequently, the Consultants gave several extensionists low grades in their day-to-day contact with clients and with follow-up TA activities.

The Consultants found evidence that a more field-oriented gender component could have achieved greater impact. In the NFLSP, the Gender Specialist was a centralized position. The Consultants' experience is that if the Gender Specialist is field-based, she can be more effective to build women's awareness of their rights, to train them in choices / options to understand and manage HIV / AIDS and to avoid teenage pregnancy, to ensure access to functional business literacy training (FBLT), to help them create their own business opportunities, to channel relevant production and marketing TA, and most importantly, to build their self-esteem and self-worth. Additionally, a Cuamba-based Gender Specialist would have had time in the field to sensitize male Field Extensionists and male association leaders / members about their sometimes denigrating attitudes and behaviours towards women.

There was an HIV/ AIDS and Gender Officer in Cuamba since 2003. He was based in Cuamba and was a member of the Cuamba team. His name was Francisco Machope. After he left in August 2006, the Gurue HIV / Gender Officer was seconded to Niassa for 3 months. His name is Carlos Sulemane. This reflects efforts by OGB country programme managers to proactively try to adapt staffing decisions to on-the-ground realities and needs.

Understaffing key leadership / management positions in the field led to stop-gap management practices, unnecessarily overburdening the few people involved as Senior Field Management Personnel (namely Jowett Ndoro, Angela Vicente, and Josefa Jaime). Understaffing also led to lapses in following the Project's log frame, and insufficient time availability to supervise the Field Extensionists' work. Additionally, the program had no Training Coordinator. Here again a shorthanded Senior Management Team was burdened with developing written training materials. Though these materials were adequate, they targeted Field Extensionists needs only. The Consultants found no simple didactic materials or brochures geared to the learning needs of association leaders or members. There was also an assumption that getting written technical materials to OGB Field Extensionists and UCASN field staff would guarantee that they, in turn, would pass technical information to the primary level association members. The consultants found, however, that in some cases field staff was only implementing input distribution activities.³

The M&E Coordinator Position had temporal disruptions as well. The present M&E Coordinator (hired as a Maputo-based position in October 2006) indicated that she received no M&E system and no M&E reports from her predecessor (Mr. Jacinto Iqueio). The Consultants did receive detailed work plans from the two District Coordinators - OGB Niassa. None of the Project staff was able to show Project M&E reports. However, OGB did develop Annual Reports that indicated annual achievements against annual plans and objectives, and these were used as a tool for reporting progress to the donor. As such, these were used by both the donor and OGB to monitor progress.

The Consultants received lists for seed distribution and crop production estimates based on quantities distributed and number of families involved. The M&E documents that existed were annual and quarterly work plans and Extensionists' Consolidated Quarterly Reports. Having no consistent M&E system in place since project inception made it difficult to track progress in production and marketing activities over time at the primary association and union levels. Given the lack of a consistent M&E system and weak in-the-field verification processes, OGB had difficulty in tracking: 1) association / union progress as business and marketing entities, 2) purported support to vulnerable groups, and 3) UCASN and the Field Extensionists' in-the-field implementation and performance.

Monetary and transport resources were spent on seed purchases and direct distribution to the associations. Establishment of seed banks was encouraged, but survey data showed that only 18% percent of associations (5 of 28 groups) developed internal capacity to multiply their own seed.

- Extent to which programme goals are met. (see also the Indicators Section pages 21 - 24)

Findings: Several of the NFSLP goals were not achieved due to an unfortunate string of distractions that occurred. Early on in NFSLP implementation, Oxfam encouraged UCASN to hire a professional manager (Coordinator) whose experience (lawyer) was not attuned to a business association approach. This Coordinator also acted without attaining proper authorization from the UCASN Board of Directors to raise UCASN employees salaries on average by 55%, including a 50% raise for himself. The fiat to increase UCASN staff salaries eventually lead to a suspension of UCASN funding. Over the same period, Oxfam itself was unable to maintain consistent leadership in the Project Manager position (from 2004 onwards to late 2005 the PM position changed hands five times). Complicating matters even more was the departure of the Field Operations Manager (Oficial de Programas) in 2004. Despite efforts to fill the position, the vacancy remains open to this day (now coming to three years without having a Field Operations Manager). The Consultants note that from late 2004 UCASN lost its business focus (incompetent and inappropriate management) while at the same time the OGB Niassa field team was operating with only limited supervision due to NFSLP having its own Senior Management void. A semblance of return to normalcy in UCASN occurred when Jowett Ndoro (an Agronomist) took charge as Oxfam PM (late 2005) and

³ Interviews (28) at the primary association level and the survey instrument revealed members expressing in some cases that UCASN and OGB field staff were not providing needed training, follow-on, and technical assistance.

when PAMA-CLUSA posted Mr. Maunze as the UCASN Marketing Advisor (late 2006). However, UCASN still operates without a Coordinator. Also there was and still is tension between UCASN and Oxfam as to the best profile of the candidate who would be UCASN's day-to-day Coordinator. UCASN wanted a Coordinator recruited from its ranks, while Oxfam wanted to hire a professional Coordinator.

- Assess the effectiveness of ways of working with partners, beneficiaries and other stakeholders in the programme. Assess in particular the appropriateness and effectiveness for addressing issues of partner capacity and commitment.

Findings: UCASN was involved in a strategic planning process that resulted in two plans being developed. The first one was developed in 2005 and then later abandoned. In late 2006, when the second plan was developed and approved, it is possible to see a somewhat clearer direction in UCASN's institutional development. The evaluators concluded that the UCASN strategic plan was formalized too late in the Project's implementation timeline to have an impact that helps the intended 6,300 member beneficiaries. Additionally, the SP approved in 2006 is only partially relevant and useful for future UCASN and association strengthening. Given UCASN's past struggles to comply with OGB accounting and accountability procedures, the proposed budget was unrealistic. It is a wish list of infrastructure and other sophisticated equipment that require competent management to turn profits. Such institutional management capacity does not presently exist at UCASN.

While there is a need for UCASN to expand business and marketing activities, the focus of UCASN's SP (purchase of tractors and trucks) raised the question of its past history of demonstrating weak management /administrative capability. Furthermore, such equipment purchases (especially tractors) would push UCASN into a direct role as a producer, something that would be a total shift from its previously understood functions. The approved Strategic Plan is devoid of clear direction and activities that will strengthen the grassroots associations' overall production capacity, guide their management and governance systems, and improve their business and marketing acumen. Ways of working with other partners are examined in section 3.3 (Coordination with Other Stakeholders). In general terms, relations with other partners were somewhat effective, and there is now an adequate base for continued collaboration and synergies.

- Assess how effectively the Oxfam GB gender policy and gender issues more generally have been incorporated into the programme, practically and strategically. Specifically the project's contribution to women's empowerment and furthering gender equality.

Findings: There was an evident attempt at gender promotion (OGB had a Gender Specialist, and the two District Coordinators were female). Notwithstanding, the GENDER Specialist is presently based in Maputo. The two female District Coordinators were so overburdened with other administrative and programmatic issues that they were hard pressed to dedicate time to gender. The Consultants also noted in the association interviews that even where women were a majority of members in the primary level association, the de facto leaders were men. Women association members interviewed appeared to have low levels of self-esteem and limited ability of self-expression.

The consultants found that associations had been sensitized to encourage women to assume some leadership positions (68% of associations surveyed reported that they had women leaders). However, it was evident from the survey interviews that the women leaders received little or no training to be able to implement the roles that they were designated to fulfil. In extreme instances, elected women secretaries or treasurers were illiterate.

The Oxfam Field Extensionists job descriptions did not require them to engage in concrete association building and governance activities. Hence, the Consultants concluded that gender promotion did not achieve anticipated results since there was little follow-on to develop and legitimize women's literacy and potential leadership roles at the primary association level. Oxfam Field Extensionists job descriptions **do require them** to engage in concrete gender promotion activities, but the field staff gender imbalance (only one of twelve OGB Field Extensionists was female) did not comply with the fundamental gender precept that women extensionists work with women clients. (see Recommendations Section). It is to be noted that there was an HIV&AIDS officer in the team.

- Assess in overview terms the quality of programme management systems covering all stages of programme cycle including planning, monitoring and evaluation tools and practices.

Findings: The quality of programme management systems was fragile due to constant changes in PM position, with stability being achieved to some extent when Jowett Nodoro took over as PM. The UCASN SP was developed

too late to have significant impact. The relevancy of the SP was also called into question. The SP budget was unrealistic, and UCASAN was unable to demonstrate a track record that would justify its competency to manage tractors and trucks. Monitoring and evaluation systems, as part of the programme cycle, were not adequately addressed, and actual M&E systems were beginning to be put in place only after Ms. Deizi Santos was hired in October 2006.

- Number of women benefiting and how this has contributed to their participation in decision-making positions and access to and control over resources.

Findings: Discussed in the sections on Efficiency of Inputs/ Outputs and the Gender Section.

- How women's participation in leadership influences power relations at household level.

Findings: Little or no impact achieved. Consultants found women's participation in leadership to be symbolic. Given the limited education opportunities for women and their low levels of education, they needed training to implement leadership roles. We found no evidence that leadership training was provided to women elected. Informal observations during the field visits to the primary level associations indicated a high incidence of teenage mothers, further suggesting the subservient role of women to men and women's lack of choice.

- Specifically review the quality of **indicators** used in the different programme areas and make recommendations in terms of these.

Findings: General: With regard to the quality of indicators, there were too many. Some were not measured (marketing, sales). Others (livelihoods) were difficult to measure. See **Annex 11** for a complete review of indicators used and the degree of completion as per the Consultants findings.

3.3 Completion of Project Indicators as per the Project Logical Framework

Findings: Findings on completion of Indicators are presented as Annex 11. They are presented in the Logical Framework Matrix. The Consultants added an extra column indicating the Means of Verification (MOVs) that were provided either by OGB Maputo, OGB Cuamba, UCASN, other sources, or developed from the Final Evaluation Primary Level Association Survey Results.

- Assess how effectively the programme has integrated HIV/AIDS in its programmes and internal policy and the adequacy of the approach.

Findings: Survey questionnaire indicated that 46% of associations had received some form of training /education in HIV/AIDS. We found no evidence of local availability of condoms at the village level so that women had a choice.

Assess the cost-effectiveness and cost-efficiency of the programme as a whole.

Findings: If the well-being of the primary level association members is the true measure of cost effectiveness, then the project was minimally successful. Project beneficiaries received agro-livestock input support which undoubtedly helped them achieve farm diversification and enhanced food security. However, the final evaluation found that local institutions are weak (UCASN, zonal and district Unions, associations) and not focused on business and marketing opportunities. It was also not cost-effective to pay members and leaders per diems, since this is not an expense that local institutions realistically can sustain. Paying per diems typically encourages participation by opportunists (people who abandon their commitment to the institution and the at-large community when perks are curtailed or eliminated completely).

- Assess the contribution of programme outcomes to policy and practice changes.

Findings: See Indicators Section – Annex 11

3.4 Lessons Learned on the effectiveness of the intervention strategies applied.

1. **Commingling of Development Strategies was detrimental.** There were inconsistencies in trying to work in a food security mode and also trying to develop a business association mode at the same time. The former took precedence over the latter. Consequently, opportunities were missed to develop a stronger business and marketing approach (particularly in the weakened relationship between UCASN and IKURU after the 2004-2005 planting campaign). IKURU made significant strides forward, and UCASN stagnated.

2. **A bottom-up association development approach would have been preferable to the top-down approach that was employed.** A well-intentioned Oxfam wanted to quickly jump start the association building process by creating UCASN as the engine to drive grassroots association development. Notwithstanding, the association survey instrument results (random sample of 28 associations) indicated that primary level association development did not move forward as expected. The survey also demonstrated that the primary level groups had a poor grasp of association governance issues. Successful 2nd tier association development elsewhere (OASIS in Cape Verde, NASFAM in Malawi, Fora and IKURU in Nampula, and SIWAMA in Manica) has shown that representative, overarching structures can only be developed by building up from a solid base of competent and well managed primary level associations. Niassa OGB now faces the dilemma of a weak UCASN and a weak supporting cast of district/ zonal unions and primary level associations. Building a vibrant rural economy driven by smallholder business associations requires refocusing project efforts at the foundation – the primary level associations.
3. **Well meaning donor exuberance can lead to creation of non-sustainable local institutions.** A thorough literature review and staff comments indicated that UCASN over time became dependent on OGB Niassa for its survival. One report indicated that UCASN had at one point in time 40 employees, all paid for by the OGB Niassa Project. This evaluation demonstrated inherent weaknesses in UCASN’s efforts (or lack thereof) to develop independent, business based, and adequately governed associations. Interviews with key stakeholders also indicated a recent lack of transparency in UCASN’s commercial operations and accumulation of 500,000 Mts (~\$20,000) debt with GAPI in 2006.

Being dependent on OGB, UCASN also became embittered, claiming that OGB was always imposing its will and authority on it, as well as constraining its financial aspirations and operations. The fact that towards the end of the Project UCASN was faced with financial constraints and forced to downsize its staff was, in the long-term, more amenable to it becoming a sustainable entity. If UCASN expected to have continued donor support, it needed to learn to live within its means (a pre-established budget), be accountable for its spending (keep accurate accounting records), and provide accurate reports of its activities - tasks for which it has demonstrated little competency. On the OGB side, it needed to learn to hold UCASN accountable and live by the rule: “Today we (OGB) are paying for this. At some point in time will UCASN be able to generate its own resources to sustain this?” If the answer is no, then there are strong arguments for not financing the activity. In the final analysis, UCASN will be a more effective institution with a reduced staff and a business focus (now in place with the help of the PAMA CLUSA Marketing Advisor). OGB needs to be more persistent in measuring UCASN’s performance. In the recommendations section the Consultants stress UCASN funding being contingent on performance-based contracts. Field Staff and a Niassa-based M&E Officer will need to work very hard to hold UCASN accountable and to verify contract fulfillment.

4. **Paternalism leads to an unending stream of demands that overburdens staff.** The consultants read or heard anecdotes such as “Five workers at the Cuamba seed multiplication site need to get paid.”..... “OGB promised to pay AMIREMO security guards, and now after six months the bill is up to \$3,600”..... “The Goat program beneficiaries can’t afford to buy veterinary medicines” “Association X in District Y has to borrow another group’s motorized pump (20 km away), and OGB needs to solve the problem.” In fact, beneficiaries are constantly bombarding the donor to solve their problems. The more problems the donor solves, the more requests beneficiaries present. This becomes a vicious cycle that puts significant extra burden on staff time. Instead of solving the endless string of problems, OGB needs to negotiate with and teach people to acquire analytical and self-reliance skills to learn to solve their own problems. Two examples illustrate this issue. Survey data indicated that 25% (only 7 of 28 Associations) had created their own internal operations fund. If Oxfam were to require each association to have an operations fund as a prerequisite for receiving assistance from the Project, then groups would at least attempt to have minimal resources available to solve their own problems. Secondly, OGB should require (via a simple signed contract) groups receiving seed and other inputs to double their production areas of that crop the following year (see Recommendations Section).
5. **A simplistic view of technical assistance led to weak primary level associations that were also incapable of demonstrating good governance.** There was an implicit agreement that OGB would cover production extension and food security and that UCASN would fulfill other important Project activities (e.g. literacy,

association governance, business and marketing activities). The association survey results demonstrated that this division of labor was not very successful. Possibly Oxfam felt comfortable in its role due to past historical precedents in emergency relief efforts. UCASN demonstrated it was not fully competent to carry out the tasks assigned to it (the history of weak UCASN management and their poor record of accountability was documented by the many consultants who preceded the final evaluation team, and does not require further mention here). **In reality, Southern Niassa has moved beyond major food security emergency circumstances.** As business and marketing potential evolved (e.g. UCASN being a founding member of IKURU, a revitalized railway authority, export and Fair Trade opportunities opening up, successful, and competent partners [CLUSA, PAMA. UCM] operating in the region), the Project also needed to evolve its thinking and actions as to how best to exploit the aforementioned opportunities for the associations and their members.

- What have been the experiences of vulnerable households in relation to programme activities and particularly the way in which they benefit or not from the goods and services provided by UCASN? Address the issue of vulnerable households and livelihoods improvement in terms of what this means for the programme in the coming years?

Findings: Vulnerable households benefited from project activities by receiving key inputs (seeds, other inputs, goats). Since neither comprehensive records of individual members' sales nor records of associations' collective sales were kept, it is impossible to judge whether their livelihoods have improved. See also the findings of the Association Survey Questionnaire (beginning section of this report). The survey finding that 83% of female association members were still illiterate indicated that the vulnerable did not benefit from literacy interventions.

3.5. Coordination with Other Stakeholders

- Engagement with partner UCASN and other stakeholders supporting UCASN.

Findings: The relationship between OGB and UCASN deteriorated over time and became tense and conflictive. OGB provided on average \$200,000 per year to UCASN, and allowed UCASN to become a bloated local NGO, prone to some of the institutional frailties that sociologist Max Weber has noted⁴. The Cardoso / Maibaze Auditing Consultancy and Hellen Wanyika's Consultancy (16th August 2006) indicated many of the strains in the relationship. Suffice to add that reporting and accountability procedures are spelled out in written partner agreements between OGB and UCASN. For UCASN to claim that it was not aware of the requirements to submit financial and progress reports⁵ to OGB Niassa reaches the extreme of being ludicrous and irresponsible. OGB's inability to maintain and /or fill key Senior Management positions only complicated matters. Having strong presence of the OGB Field Management Team would have curbed some of the excesses that surfaced at UCASN. Consequently, the lack of positive partner engagement was a shared responsibility.

- The nature and quality of relationships between:
- UCASN and AMIREMO

Findings: There is distance between the two entities for several reasons. UCASN is a large institution, while AMIREMO is comparatively small (total of 33 members, half of whom are women). AMIREMO is business focused even though it has received considerable outside support (including \$73,000 from Oxfam according to its own records). AMIREMO's members are more business people – being mostly petty traders or service purveyors (used clothing, small shops, petrol sales, meals service at local market). AMIREMO's members differ from the typical primary level association in that they carry out farming (mainly maize, rice and vegetables) as a

⁴ Some of the faults Weber cites that could be applicable to UCASN include: 1) Vertical hierarchy of authority becomes chaotic and some offices or lines of authority are omitted in decision making process; 2) Nepotism, cronyism, political infighting, and other degenerations can counter positive initiatives and create a recruitment and promotion system not based on merit; 3) Officials can try to avoid responsibility and seek anonymity by avoiding documentation of their procedures, 4) A phenomenon of group thinking - zealotry, loyalty and lack of critical thinking regarding the organisation which is perfect and always correct by definition, making the organisation unable to change and realise its own mistakes and limitations.

⁵ As reported in Hellen Wanyika consultancy report August 16th, 2006.

complementary income generating activity. AMIREMO's Manager is bright and a willing learner (he wanted to learn from the Evaluation Team how to make AMIREMO's MFI sustainable). UCASN's nervousness about losing OGB funding, coupled with the lack of not having a Coordinator since April of 2006, did not bode well for it to play a role as advisor to AMIREMO. It should also be noted that when another European Project's external support for staff salaries to AMIREMO ended, the people involved (members) continued to work on a volunteer basis. OGB generosity to UCASN (without insisting on accountability) for the most part stifled any spirit of volunteerism in that institution.

- UCASN and its member Unions and Associations

Findings: UCASN, fearing loss of financial support from OGB, entered into certain behaviours that were not conducive to collaborative relationships with Unions and primary level associations. These behaviours included: 1) marketing activities in which profits were not returned to participating associations⁶, and 2) requiring primary level association members to pay an annual fee (70 Mts), using false promises to entice payment⁷

- UCASN and government service providers.

Findings: Relationship between UCASN and Government. Service providers were cordial and collaborative.

- Support to UCASN in terms of the effectiveness and efficiency of:

- Its marketing sector (SIC)

Findings: The association questionnaire indicated that associations did not receive marketing information. The UCASN marketing sector was weakened after the departure of the CLUSA Technical Advisor circa 2004. The UCASN marketing sector is now being strengthened again by the presence of the PAMA-CLUSA Marketing Advisor. This was a positive step forward and necessary for UCASN to regain focus as a marketing entity.

- To advocate and lobby –

Findings: Discussed in the Project Indicators Section.

- Institutional and financial sustainability –

Findings: Presently UCASN is not institutionally sustainable. It acquired many bad habits in its efforts to operate as a local NGO attempting to implement service provision to unions and primary level associations. Its lack of field presence in literacy training and poor governance training noted at the primary level associations are indicative of its weak ability to perform as an effective service provider.

UCASN is not financially sustainable at present. The number of employees that UCASN can pay should be a function of its ability to generate resources independently of donors. Oxfam was at fault for allowing UCASN to grow its personnel having 31 local employees (now reduced to 20 as of March 2007). A healthy step forward would be a further reduction to ten or less personnel, all of whom need to have detailed job descriptions and be held accountable for performance.

- Development of UCASN workplace policy on HIV and AIDS

Findings: Discussion with UCASN staff indicated that a modest staff training in HIV/AIDS was carried out. We saw no evidence of an HIV/AIDS information / dissemination “corner” at the UCASN office.

- Assess the degree to which support to UCASN is coordinated with other support that UCASN receives, especially in relation to support from CLUSA through their financing from PAMA programme.

Findings: PAMA provides some \$20,000 for CLUSA to provide institutional strengthening to UCASN. In its dealings with UCASN, CLUSA felt its creation was carried out in a top-down manner, and that as a result personnel at UCASN do not have an adequate understanding of what the primary level associations are or a vision as to what they could become. CLUSA stated that UCASN actually functioned better in the past. As for the relationship CLUSA-OGB, CLUSA felt their was good understanding, communication, and mutual respect with Senior Managers and Field Extensionists, but when issues passed from planning / communication to

⁶ The consultants heard several complaints of alleged UCASN marketing fraud during the association field visits.

⁷ Consultants documented that UCASN told at least two groups in Cuamba that payment of dues would entitle them to receive access to marketing credit, as much as 15,000 Mts.

implementation, there were at times breakdowns in helping the associations to move forward. CLUSA felt that part of the problem was due to the fact that **the two institutions have a different vision of rural development**, with OGB focussed on food security and input distribution and CLUSA having a vision of limiting subsidies and emphasizing TA to develop producer-managed business entities. CLUSA's position on direct distribution is: "Not everything that is free is necessarily good".⁸ CLUSA also noted the constant changes in the PM position during the 2004 – 2007 implementation phase resulted in constant changes in the OGB approach, and that OGB itself did not have a clearly defined institutional vision. CLUSA also expressed concern that too many layers of institutions (the possibility of UCASN, District unions, Zonal unions all acting as market intermediaries) could be disruptive to an achieving an efficient marketing process.

- Assess the extent to which the programme has supported UCASN in its relationship with IKURU.

Findings: There have been both positive and negative aspects of this relationship, but it deteriorated over time. Fortunately, the working relationship can be strengthened in the future since stronger business ties benefits both partners.

The 2004 soybean initiative is noteworthy as being positive. UCASN affiliates produced a crop. UCASN itself successfully handled marketing and credit activities and delivered 30+ tons for export via rail through the Nacala Port. Another successful initiative was with sesame. IKURU provided improved seed to Oxfam for the 2004 - 2005 planting season. The partners multiplied seed and distributed it to producers in the 2005 - 2006 season. Recent UCASN exchange visits to see first hand IKURU and CLUSA production and marketing activities infused a more positive attitude in UCASN and other union leaders to see potential expanded business opportunities.

What happened to cause the decline in IKURU – UCASN working relationship? First, both partners concluded that soybean production was too complex and unprofitable for smallholder farmers to grow until more research to identify adaptable, higher yielding varieties could take place.⁹

UCASN was a founding member when IKURU was created in 2003. Requirements to join IKURU were rigorous and included: 1) Experience using GAPI funds; 2) Must be a legal entity; 3) At least three years experience with marketing activities; 4) No blemish on the institution's record in dealing with GAPI. Ironically, in 2004, UCASN was fulfilling these requirements.¹⁰ Thereafter, however and according to IKURU records, it bought nothing from UCASN in 2005 and 2006. Negotiations for UCASN to produce sesame seed for IKURU for the 2006-207 planting season also failed¹¹. Understaffing senior management positions of the NFLSP, unqualified managers at UCASN led to consequent distractions of the two partners not being able to focus on business opportunities. This resulted in a further cooling of the relationship with IKURU.

Through all this, IKURU still maintains an enthusiastic interest in wanting to do business with UCASN. Notwithstanding, the IKURU Manager stressed that a future working relationship with UCASN will require that field technicians (be they Oxfam employees, UCASN personnel, or workers seconded from a third party NGO) deliver serious association building and governance components. There are two reasons for IKURU's insistence on a strong primary level association governance component:

- 1) IKURU's ability to pay Fair Trade premium prices (sesame and groundnuts) depends on it retaining its Fair Trade certification status. Fair Trade Evaluators / Monitors in late 2006 found IKURU not in compliance with the required governance demands of primary level associations (member lists, legal status, bylaws, minutes of meetings, minimal accounting procedures in place, etc). Weak, sloppily managed primary level associations are a serious threat to IKURU losing its certification and the farmers losing the Fair Trade premium price.
- 2) IKURU provides marketing advances to its partners based on group solidarity lending procedures. Unlike a bank, IKURU does not require collateral to make a loan. IKURU's Manager stated categorically that "Wise use

⁸ The direct quote from the CLUSA source was "Nem tudo que vem de borla é bom."

⁹ CLUSA technicians have estimated that the minimum soybean yield for reasonable profitability to smallholder farmers is a threshold of 1.000 kg per hectare.

¹⁰ Personal communication, Mr. Moises Raposo, IKURU Manager, March 10th, 2007.

¹¹ IKURU wanted UCASN to reproduce **white sesame seed** since Southern Niassa did not have a lot of plantings of traditional sesame varieties which potentially would cross pollinate with the white variety, resulting in considerable deterioration of the desired and required seed purity.

of the marketing fund depends on good governance principles being correctly applied at the primary level associations.”

IKURU has stated that it stands ready to reactivate a line of credit to UCASN. The challenge remains for UCASN to transparently manage such funds and oblige its affiliates to comply as well. Concomitantly, Oxfam will need to ensure that serious and relevant training in governance and transparent management practices reaches the primary level associations and unions.

- Assess the degree of coordination and planning with DDADR and other government actors and degree of coordination and complementarities with funding from MINAG.

Findings: DDADR spoke positively of its relationship with OGB Niassa, noting good reporting from OGB regarding outsourced funding provided by MINAG as well as efforts at joint planning of activities. The only complaint voiced by DDADR was that OGB (and other local NGO partners) does not participate in DDADR sponsored monthly activity debriefing meetings.

- Level of engagement with senior management structures in terms of programme planning, monitoring and evaluation.

Findings: Discussed in Indicators Section and in Recommendations Section

- Assess the costs and benefits of working outside partnership with CLUSA in delivering support to UCASN.

Findings: Discussed in support from CLUSA through their financing from PAMA programme.

- Comment on the appropriateness of Oxfam GB principle of working with others to overcome poverty and suffering.

Findings: OGB’s efforts to develop associations were conducted in a top-down manner, with much support provided to financing UCASN activities. Based on the association questionnaire results, the Consultants concluded that UCASN did not fulfil its mandate to build the primary level associations. If OGB assumed that UCASN was working to strengthen the primary level associations, it did not prudently track UCASN efforts or conduct its own evaluations of association progress and performance. The survey results indicated that association performance is lacklustre, at best, and oftentimes deficient. UCASN itself became too top-heavy with too many employees funded through Oxfam without procedures in place to assess the value-added by UCASN personnel.

- Assess the effectiveness of the funding arrangements that have been utilised in support of UCASN

Findings: The Consultants did not attempt to conduct an in depth analysis of UCASN accounts. This work was carried out by Cardoso and Maibaze – Auditing Consultants, who found various irregularities in UCASN management of funds. However, the Consultants along with the auditors (Cardoso and Maibaze) also found problems with Oxfam Niassa sometimes not providing a timely response to UCASN accounting submissions. It should be noted that UCASN specifically stated that its accounting submissions to Oxfam were lost or not reviewed expeditiously.

UCASN had difficulty implementing Oxfam’s financial reporting requirements. The Primavera accounting system has yet to be implemented at UCASN. Lack of implementation of disciplined accounting system at UCASN only leads to further difficulty for Oxfam to track its partner’s capacity to act transparently.

- Assess the effectiveness of the funding arrangements that have pertained under the programme, planning, and reporting requirements.

Findings: Cardoso and Maibaze Consultants, as well as Hellen Wanyika, found irregularities in the financial management processes. UCASN did not comply with the Oxfam reporting requirements, mainly due to the low levels of staff capacity to organize and write reports. The consultants found no evidence of UCASN having submitted activity progress reports.

- Review appropriateness of management structures in place.

Findings: Management structures in place were weak primarily due to voids in senior leadership at UCASN (Coordinator Position vacant) and the history of inconsistent leadership at OGB (multiple changes in PM position

and no Oficial de Programas for most of the three year life of project). UCASN also complained that OGB at the end of the Project was no longer participating in the agreed upon monthly planning and coordination meetings

- Review role of OGB in provision of institutional support to UCASN.

Findings: Discussed in the Indicators Section

- Assess the value of learning activities promoted to improve managerial capacity of UCASN leadership (Board of Directors, Fiscal Board, and the General Assembly).

Findings – OGB promoted learning activities, but there were too many distractions (including payment of per diem). An unstable UCASN, not sure of funding, lost employees and consequently continuity. The result is that a reduced UCASN staff still needs further training. On a positive note, a new BOD was elected at the last General Assembly meeting, and it is more representative of the five districts (hence UCASN is no longer dominated by Cuamba District). Thus the new BOD needs to be trained to follow sound governance practices, business and marketing principles, and transparent management procedures.

BOD members and union leaders spent too much time in meetings due to incentives related to Oxfam paying per diems. Per diems were viewed as an entitlement, leading the Consultants to question the justifiability of the number of meetings being held.

4. General Recommendations – Next Phase

4.1 Strengthen the primary level associations. The best advice the Consultants can provide is for the OGB Niassa Project to return to strengthening the primary level associations in business and marketing, governance, transparent management, fulfilling requirements to achieve status as Fair Trade Producers, strengthened association ties to IKURU, among others.

4.2 Rebuilding the primary level associations will require out-sourcing to a competent provider of business association development services. Strengthening the primary level associations requires considerable effort being expended to train association Animators. Gender balance will also be an issue since 50% of the Animators should be female. It will be helpful to adopt the CLUSA model of Production and Marketing Assistants – APCs.¹² The CLUSA system of community-based technical assistance is relevant to revitalizing the primary level associations, especially in production and marketing techniques and in association governance. UCASN’s track record does not position it to implement such training, although they can play a role in accompanying the process and in learning from others.¹³ The solution is to out-source these training services using a competent, experienced service provider in association development and requiring it to implement performance-based contracts. CLUSA is the most appropriate institution to implement this task.

4.3 Judicious use of subsidies to business associations and their members. Farmers across the globe receive subsidies, and over time they have acquired significant know-how to advocate and lobby for their interests. Niassa farmers act no differently than their counterparts elsewhere. Therefore, it would be somewhat contradictory to deny subsidies to them. Oxfam has held forth a generous hand in providing subsidized inputs to beneficiaries in the NFLSP. This policy has had both benefits and drawbacks. The benefits were diversification of the crops grown, thus enhancing food security. The negative side to this effort was that association farmers now expect Oxfam or UCASN (funded through Oxfam) to distribute seed and other inputs to them every year. Another problem the Consultants observed was the inordinate amount of OGB Niassa staff time and effort dedicated to tracking seed distribution and payback. It is time to seek a middle course – continue to provide judicious amounts of targeted subsidies but with conditionality that leads to shared responsibility and accountability from the associations and unions. We endorse the idea of one of the OGB Niassa-based Senior Managers that subsidies could be applied periodically and conditionally. For example, seed of a highly marketable cash crop (i.e. sesame) could be distributed in year one to the primary level associations on condition that the group must double the area under production in year two (and also show that members are equitably sharing in the benefits of doubling production). Year two would also be used as the time frame to evaluate what subsidy package, if any, would be provided in year three, or whether a different subsidy would be more appropriate. Subsidies should focus on **inputs for cash crop production** (particularly seed and crop protection technologies) since cash crops have a guaranteed market – buyers like IKURU, Export Marketing, Mpunha, Sunsmile (for sesame), and Qualita Seed Company, among others.

4.4 Consolidate or reduce the number of groups being assisted. Oxfam currently assists 6,324 primary level association members. There is no shame associated with reducing the number of clients assisted, and there are historical precedents to do so. After ten years of effort, CLUSA reduced its client load from approximately 19,000 farmers to ~12,000 in 2005. ACDI/VOCA, working on a smaller scale in Central Mozambique, reduced its clients from approximately 2,900 assisted to 2,000. ACDI/VOCA also has a policy of constant culling of the weakest business associations it assists. At present in Southern Niassa, too many groups exist simply as convenient conduits for seed and other input distribution. Associations need to be held accountable for maintaining their own seed banks and for doubling areas under production when cash crop seed and other inputs are provided as incentives. Under a new Project Phase, all primary level associations and unions should be evaluated (see Annex 3 for an illustrative evaluation form), and the nonperforming ones should be dropped from the program accordingly. Consultants recommend that the District DDADR office should confirm and authorize any group proposed to be eliminated by the Project. Separation from OGB should be provided in writing, with a list of conditions for the association’s re-instatement back into the program attached to the letter of reprimand.

¹² APC – Assistentes em Produção e Comercialização

¹³ UCASN should focus on marketing and building a stronger business relationship with IKURU.

4.5 The Literacy Program May Need a New Direction. In the 28 field visits to primary level associations we found significant numbers of illiterate females over age 25 who didn't fit into the present program (in our opinion even the most basic level was too difficult for them), but who could benefit from simplified functional business literacy training (FBLT). The objective with older, adult learners should not be to achieve literacy but to inculcate minimal numeracy and simple written record keeping skills that will allow them to become more entrepreneurial (e.g. acquire capacity to sell more and engage in simple money management). Annex 4 presents an illustrative list of possible FBLT topics for a revised literacy curriculum. The intent in this recommendation is to encourage stakeholder debate on the effectiveness of the literacy program itself and to reflect on whether some of the materials need to be adjusted to the particular needs of a large core group of potential users – illiterate women association members who never got the opportunity to attend the formal system.

4.6 Associations Need to Achieve Expanded Production Areas - Smallholder business associations need to expand their areas of cash crops produced in order to augment their individual and collective income streams. For the short- to mid-term, UCASN has advocated purchase of tractors – an expensive and technologically complex option. Suffice to say that introduction of tractors to smallholders has failed in Africa. The Consultants suggest that introduction of animal traction is less costly and a more adaptable technology. We do not advocate placing teams of oxen and ancillary implements into the associations, as the natural tendency and historical precedent of such action in Manica Province was that elected association leaders usurped the benefits. Oxen should be introduced as a private business opportunity, with courses offered to those interested, and the most competent learners given the opportunity to purchase the animals and other accoutrements on long-term credit (say four to five years payback). Short term consultants (local hire) will be required to train paravets in bovine livestock care. Farmers using oxen in other areas of Mozambique can be contracted short-term to teach oxen use and to evaluate / screen the potential candidates who want to start oxen ploughing / oxen transport businesses.

4.7 Make Use of Local Hire Mozambican Consultants. Fifteen years have passed since the end of the Mozambican Civil War. Lots of experiments have been taken place to build business-based smallholder associations. Qualified Mozambicans have been involved in this process. Reasonably priced (\$80 to \$105 per day) local hire consultants (See Annex 5) can be used to buttress the use of competent NGOs and other partners that are successfully promoting rural economic development. Mozambican Consultants with long experience in transparent business association development, association governance issues, and marketing are required. Clear and concise Terms of Reference are needed to ensure that the consultants perform to a high standard.

1. Specific Recommendations for Improvements - Next Phase

Principle # 1	Suggestions / Recommendations for the Future Phase
Oveall Project Focus	<ul style="list-style-type: none"> - Recruit an Advisor to: support UCASN management and institutional training capability, to build a serious human resource base (Manager, functioning Board of Directors, competent Accountant and Training Officer), to have the Primavera accounting system operational, to support timely submission of progress and financial reports, to help UCASN develop business and marketing plans, to advise UCASN to pursue specific business and marketing alliances, to help UCASN review and re-work its SP, to ensure UCASN is implementing governance and transparent management practices at the primary association level, etc. - Focus less on food security, more on business and marketing skills - Emphasize improving primary level association members' household income through business and marketing activities of cash crops - Have fewer objectives and indicators.

Principle # 2	Suggestions / Recommendations for the Future Phase
Project Focus on Business Activities	<ul style="list-style-type: none"> - It behooves OGB to try to utilize the services of a serious business / marketing, grassroots association building institution that works in the geographic vicinity. - Train Project staff, UCASN key staff, Union, and association leaders in analytical capacity to pursue business and marketing activities, (financial analysis including projected income statement, profitability analysis, break-even point, benefit / cost analysis), simple value chain analysis, and basic concepts of marketing transaction costs and marketing margins. - Train UCASN, unions, Animators, association members in Functional Business Literacy Training and in Farming as a Business (“A machamba como Negócio”) - UCASN should pursue a strong, mutually beneficial business relationship with IKURU.

Principle # 3	Suggestions / Recommendations for the Future Phase
Management Systems in Place (UCASN & Project)	<ul style="list-style-type: none"> - Review and re-work UCASN’s present SP. The SP is an unrealistic wish list of “gifts” (tractors, trucks, etc.) from donors, and it does not reflect a clear strategy of business planning for growth and UCASN’s institutional financial sustainability. - Develop short and mid-term operational plans, complemented by realistic budgets that are functional but not paternalistic. This implies the downsizing of UCASN (also recommended by the Auditors Cardoso and Maibaze in early 2006, as per their report - Relatório da Viagem dos Auditores à UCASN, November 15, 2005 p. 5.) - UCASN / Project staff should be required to develop & complete quarterly performance targets.

Principle # 4	Suggestions / Recommendations for the Future Phase
Support Yes, Paternalism No	<ul style="list-style-type: none"> - Within UCASN, create UCOMEX –the Unit for Marketing and Exports (“Unidade de Comercialização e Exportações”) – an independent business and marketing entity whose function is to generate profits and eventually pay dividends to its stockholders (similar business set up as IKURU). - Separately, UCASN creates and manages UFAS – the Training and Social Support Unit (“Unidade de Formação e Apoio Social”). UFAS activities will be financed through a competitive bid process (with UCASN given preferential treatment as a service provider) and completion of performance-based contracts. UCASN needs to know that OGB expects serious and responsible completion of social service contracts. - The system of paying per diems to UCASN leaders, Union leaders and Training Event participants will end (this is a practice that is totally unsustainable if UCASN has to finance it from its own generated funds).

Principle # 5	Suggestions / Recommendations for the Future Phase
Transparent Management	<ul style="list-style-type: none"> - Contract a full-time Accounting Specialist (Project employee) to provide follow-up to UCASN accounting systems, Union accounting systems and the accounts of advanced primary level associations. In principle, all associations should be keeping accurate financial accounts, and this requires a person to train them and to inspect their accounting procedures. - Implement rigorous internal, semi-annual audits and an external annual audit of UCASN. - Help UCASN put in place a Coordinator and require management and financial accountability. The best option for recruiting the Coordinator is to create a selection committee consisting of DDADR, PAMA, CLUSA, Oxfam, and UCASN. - Help UCASN create a business and marketing system based on member payments for services provided by UCASN, instead of asking primary association level members to pay an annual fee. - Require each union and association to put up a public bulletin board where the Directive Council will be required to periodically (bi-monthly or quarterly) post its sales, progress reports (including results of marketing activities), and financial balances for scrutiny by the General Assembly Leaders, the Audit Council, and members. - Train members and leaders to acquire basic capacity to be able to interpret financial balances.

Principle #6	Suggestions / Recommendations for the Future Phase
Gender	<ul style="list-style-type: none"> - A Gender Specialist should be based full-time in Niassa, and SHE should have a strong working relationship with the two women District Coordinators (A. Vicente and J. Jaime), women Extensionists, and male and female Association Animators. - A permanent women’s Commission should be created. Its purpose will be to promote: greater voice for women in economic and social development processes, increased women’s involvement in Project activities, lobbying and advocating for rural women’s interests, training in business, and access to credit for rural women association members. - Establish gender balance in the ranks of Project Field Extensionists (have 6 men and 6 women). - Be pro-active in recruiting women Field Extensionists. This implies that the District Coordinators will travel to agricultural secondary schools – the Agricultural Institute of Chimoio - IAC, and the Agricultural School at Ribawe (Nampula) in order to contact, interview, and recruit qualified women extension agents. - Create a special program to train women as Field Extensionists and as Association animators, with focus on mathematics, business and marketing, basic principles of association management and governance, WID – women in development. - Ensure that at least 50% of the Animators and/or APCs at the primary association level are women. - In collaboration with CLUSA, conduct a thorough review of current Literacy Materials being used by UCASN and Oxfam, modifying them as necessary to provide more focus on literacy as a means to improved livelihoods, basic skills in record keeping, marketing savvy, and association governance. For example core themes in literacy program could include: <ul style="list-style-type: none"> 1. Agricultural related math skills (using a hand calculator, using different types of scales, measuring land areas) 2. Simple business planning / record keeping, 3. Agro-livestock production, 4. Simple math skills for determining margins for on- and off-farm sales, 5. Association building, association governance, and transparent association operation, 6. Cross cutting themes (HIV/SIDA, gender, others as deemed necessary)

Principle # 7	Suggestions / Recommendations for the Future Phase
Access to Markets	<ul style="list-style-type: none"> - Since PAMA will be ending, provide cost sharing to pay the salary of the Marketing Advisor (Assessor de Comercialização e Negócios) located at UCASN. - Train staff, Unions, UCASN e associations in marketing and development of marketing plans. - Devolve local road maintenance to the local community (association) level, thus stimulating collective sales and truck access to remote warehouses and product collection points. Train members and leaders in tertiary road maintenance (hands-on skills – see Annex 10). - Invest Project funds in purchase of at least one set of significant numbers of hand tools for each of the five Districts (including wheelbarrows, shovels, pick axes, hand-held compactors). Smallholders cannot be expected to repair road using only the simple tools they possess – hoes and cutlasses. Using a signed contract process, hand tools will be loaned to associations and other members of the community to implement tertiary road maintenance.

Principle # 8	Suggestions / Recommendations for the Future Phase
Sustainable Micro-finance and Credit Programming	<ul style="list-style-type: none"> - Seek a partnership with a professional bank or MFI so as to move towards sustainable rural finance programs. Possibilities include Novo Banco, Banco Oportunidade, others, (contacted through ADI/VOCA – Chimoio –Mr. Amadeu Silva cell – 82 38 10 842). - As per the Final Evaluation report Annex 2, try to implement “Best Practices” for existing credit programs managed by AMIREMO.

Principle # 9	Suggestions / Recommendations for the Future Phase
Engaging Rural Youth (teenage boys and girls)	<ul style="list-style-type: none"> - In accordance with the new Mozambican law of Association legalization, youth ages 15 and older are eligible to be association members. Build awareness and provide incentives to the primary level associations to recruit youth members from both sexes. - Motivate primary level associations to develop youth support programs (training in “ABC” and “ A Machamba com Negócio”, basic production and marketing skills, access to seeds and other inputs, access to credit in Solidarity Groups, access to sports equipment soccer balls, etc.) - Create youth associations with a business and marketing focus.

Principle # 10	Suggestions / Recommendations for the Future Phase
Strengthening Technical Assistance and Follow-on with Primary Level Associations	<ul style="list-style-type: none"> - Make use of talented Mozambican consultants (found at CLUSA, ACDI/VOCA and possibly PAMA). See Annex 5 for a list of persons and areas of specialization. - Project should develop and sign written Technical Assistance agreements with Unions and primary level Associations. See Annex 6 for an illustrative TA agreement - Work to legalize as many primary level associations as possible. - Create primary level and union performance evaluation sheets. See Annex 3. - Instead of blanket distribution of inputs to all associations, create a system of rewards and incentives to associations demonstrating competent and lucrative business management and on-time loan repayment. - Through the proposed system of periodic association performance evaluation (one to two times per year), eliminate or put on probation non-performing associations. - Develop Field Extensionists Performance Evaluation sheets (UCASN and Project staff). Field Staff should be evaluated by Superiors as well as by their association clients who will evaluate the Extensionists level of effort in General Assembly meeting format. See Annex 7. - Provide special attention and limited material support to vulnerable groups (families affected with HIV/AIDS, the elderly, widows, and illiterate women)

Principle # 11	Suggestions / Recommendations for the Future Phase
Monitoring and Evaluation	<ul style="list-style-type: none"> -Project M&E Specialist should be based in Niassa. There will be a stringent need to track associations' and unions' business and marketing activities, as well as their governance practices. CLUSA experience and systems are relevant and could be applied to UCASN. - Review, participate in the approval process, and monitor performance-based contracts completed by UCASN and /or other social service providers. - Track individual member and association sales. Sales measurements are the simplest means to tracking association and union business growth over time. This will require training Field staff as well as the Association Animators and/or the CLUSA type APCs. - Track monetary values of formal loans made to associations (and members) as well as buyers' marketing advances made to associations and unions. - Implement the association performance evaluation sheet (presented in Portuguese as Annex 3) - Track association governance practices to ensure that democratic institutions are built and that Fair-trade certification requirements are being followed, including: <ol style="list-style-type: none"> 1. Number of primary level associations legalized. 2. Frequency of primary level associations General Assembly meetings 3. Written minutes of meetings kept. 4. Records of leaders training and frequency of rotation of leaders 5. Records of Active Members (disaggregated by sex and adult / youth categories).¹⁴ 6. Payment of membership fee and monthly dues to the association fund 7. Accounting systems to track association fund management and association business/marketing activities.

Principle # 12	Suggestions / Recommendations for the Future Phase
Livestock Component	<ul style="list-style-type: none"> - Introduce oxen (on credit) for Animal traction for ploughing and for ox cart transport. - Provide further training in goat (small ruminant) component. - Experiment w/ poultry production in collaboration with UCM Cuamba (they have a serious interest in poultry production in southern Niassa, and they are already investing their own funds in broilers production, feed ration formulation, and in soybean variety trials) - Contract with a local Mozambican consultant to strengthen livestock component (goats, bovine livestock, and training of ParaVets).

Principle # 13	Suggestions / Recommendations for the Future
Food Security Component	<ul style="list-style-type: none"> - Implement actions to introduce cassava varieties tolerant / resistant to mosaic streak virus. - Develop a campaign to train farmers to identify and control <i>Striga</i> (witch weed) in maize. - Train farmers in crop rotation to help control <i>Sclerotinia rolfsii</i> in groundnuts and other legumes. - Train farmers and conduct rat (rodent) control campaigns

¹⁴ Youth can be defined as any association member over age 15 and less than 24. Disaggregate youth by gender, as well.

Annexes

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First published online by Oxfam GB in 2010.

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