



JOINT PROGRAMME ON WOMEN'S EMPOWERMENT AND GENDER EQUALITY

FINAL PROGRAMME¹ NARRATIVE REPORT

<p>Programme Title & Project Number</p> <ul style="list-style-type: none"> • Programme Title: Joint Programme on Women's Empowerment and Gender Equality • Programme Number (if applicable): • MPTF Office Project Reference Number: 	<p>Country, Locality(s), Thematic Area(s)²</p> <p>Mozambique</p> <hr/> <p><i>Thematic/Priority Gender</i></p>
<p>Participating Organization(s)</p> <ul style="list-style-type: none"> • UNDP, UNFPA, UNIDO, ILO, FAO, UNIFEM (UNWOMEN), UNICEF, UNESCO, WHO 	<p>Implementing Partners</p> <p>Ministries of Women and Social Action, Justice, Labour, Agriculture, Industry and Commerce, Health (in conjunction with the Hospital Central de Maputo and the Faculty of Medicine), Interior, and Education; Judicial and Juridical Training Centre; National Council on Advancement of Women; Forum Mulher, Eduardo Mondlane University (Department of Sociology, the Faculty of Medicine, and CeCAGe); Mutauanha Adult Education Training Centre; National Institute for Adult Education; CEDARTE; TREINO MOZ; MULEIDE; Associação Moçambicana das Mulheres de Carreira Jurídica; Liga dos Direitos Humanos; Núcleo de Associações Femininas da Zambézia (NAFEZA); Confederação das Associações Económicas (CTA); Organização dos Trabalhadores de Moçambique (OTM.CS); Comité da Mulher Trabalhadora; Instituto para a Promoção de Pequenas e Médias Empresas (IPEME); Forum of Community Radios (FORCOM), community radios; ArtSocial, Communication and Social Marketing; Rede Homens pela Mudança (HOPEM); Nhamai</p>
<p>Programme/Project Cost (US\$)</p> <p>MPTF/JP Fund Contribution:</p> <ul style="list-style-type: none"> • <i>by Agency (if applicable)</i> <p>Agency Contribution</p> <ul style="list-style-type: none"> • <i>by Agency (if applicable)</i> <p>Government Contribution <i>(if applicable)</i></p> <p>Other Contributions (donors) <i>(if applicable)</i></p>	<p>Programme Duration (months)</p> <p>Overall Duration May 2007- December 2011</p> <p>Start Date³ <i>(dd.mm.yyyy)</i></p> <p>End Date (or Revised End Date)⁴</p> <p>Operational Closure Date⁵</p>

¹ The term "programme" is used for programmes, joint programmes and projects.

² Priority Area for the Peacebuilding Fund; Sector for the UNDG ITF.

³ The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#).

⁴ As per approval by the relevant decision-making body/Steering Committee.

TOTAL:

Expected Financial
Closure Date

Final Programme/ Project Evaluation
Evaluation Completed <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Date: _____
Evaluation Report - Attached <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

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⁵ All activities for which a Participating Organization is responsible under an approved MPTF programme have been completed. Agencies to advise the MPTF Office.

FINAL PROGRAMME REPORT

I. PURPOSE

The Joint Programme (JP) on Women's Empowerment and Gender Equality (2007-2011) aimed at maximizing UN's effectiveness and strengthening its support in the areas of gender-sensitive legislation, economic empowerment of women and prevention and combat of gender-based violence (GBV). The programme contributed towards building capacity of the government and partners from civil society (CSO) to advocate for gender-sensitive legislation and disseminate information on women's rights; support national efforts to fulfill commitments to gender equality and women's empowerment on the national agenda; enhance economic empowerment of women through income generation activities and access to credit; increase women and girl's access to basic education and contribute to the elimination of gender-based violence.

The programmatic document outlined 3 outcomes:

- 1) Democratic governance and legislative reforms strengthened to enhance human rights based approaches at all levels;
- 2) Institutions responsible for the promotion of pro-poor and sustainable development strengthened and made aware of gender issues and economic development;
- 3) Rule of Law, access to justice and penal reforms improved within the domain of violence against women, with emphasis on public and human security.

and related outputs:

- 1.1 National capacity to formulate, advocate and implement gender-sensitive legislation, including the participation of civil society, enhanced;
- 2.1 Community access to business and financial services, disaggregated by district, area and beneficiaries, in particular women and other marginalized groups, increased;
- 3.1 Capacity of national and local authorities and civil society organizations to effectively address the issue of public security, including gender-based violence, strengthened.

These outcomes are aligned with the United Nations Development Assistance Framework (UNDAF) 2007-2009 and its extension 2010-2011, and contribute to the following UNDAF outcome:

UNDAF Outcome 1 (Governance): By 2009, Government and CSO capacity at national, provincial and local level, strengthened to plan, implement and monitor socio-economic development in a transparent, accountable, equitable and participatory way in order to achieve MDGs.

The Joint Programme was implemented in partnership between UN agencies and government institutions, namely the Ministry of Women and Social Action, the National Council for the Advancement of Women, the Ministries of Labor, Health, Agriculture, Education, Justice, Planning and Development, Home Affairs, the National Institute for Adult Education, and the provincial and district delegations that fall within the scope of the present JP. It also worked in partnership with the academia (University of Eduardo Mondlane) and several non-government organizations (NGOs) and community-based organizations (CBOs).

Besides being implementing partners of the project, all above-mentioned institutions and civil society organizations were beneficiaries of the programme.

II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

Promotion of gender equality and women's empowerment are considered key cross-cutting issue and priority areas of intervention in the Government Five-Year Plan, Economic and Social Plan (PES), Plan for Poverty Reduction (PARP), Plan for Absolute Poverty Reduction (PARPA II).

The United Nations Development Assistance Framework 2007-2009 and its extension 2010-2011 consisted of three pillars (Governance, Human Capital, HIV and AIDS), that were based on the national priorities outlined in the PARPA II. The UNDAF provided a framework within which the UN in Mozambique will support the Government of Mozambique in achieving the national objectives as identified in PARPA II. Gender is a priority cross-cutting issue within the Governance pillar.

Taking into consideration the national gender priorities and the UNDAF (2007-2009), the joint programme on women's empowerment and gender equality outlined 3 outputs.

1. National capacity to formulate, advocate and implement gender-sensitive legislation, including the participation of civil society, enhanced

In order to measure the performance of this Programme output, the following indicators were set:

- Legislation on GBV elaborated and approved;
- National Plan for the Advancement of Women (PNAM) produced and published;
- Number of gender audits realized in at least 2 sectors;
- Trainings on gender issues provided by formal training institutions and university;
- Communication material on natural resource management, land rights and women's rights prepared and disseminated through community radios in local languages;
- Research and analysis on human rights and traditional norms and practices within communities realized;
- Communication material elaborated and trade unions trained on defense of women workers' rights;
- CEDAW periodic reports produced and submitted.

On the basis of the identified indicators, the output was achieved.

The elaboration and approval of legislation on GBV took place in a wider context of formulation and strengthening of the existing legislative framework on gender equality.

Within this context, the Law on Domestic Violence against Women (Law 29/2009) and the Law for the prevention of and combat against trafficking in persons, particularly women and children (Law 6/2008) were formulated and approved. In addition to these important legal instruments, the National Plan for the Prevention and Combating of Violence against Women, the Guidelines for Assistance to Victims of violence in the Health Units and the Regulations of Assistance Centres to Victims, was produced and the process for the elaboration of the Integrated Approach for Response to VAWG initiated. Other relevant guiding documents for gender equality were produced:

- National Action Plan for Advancement of Women 2010-2014 (PNAM)
- Training and communication material on legislation protecting women worker's rights, in particular ILO Convention No. 100 on equal remuneration, No. 111 against discrimination in employment and No. 183 on maternity protection
- Law on Defending Human Rights and the Fight against the Stigmatisation and Discrimination of People living with HIV and AIDS
- Gender Policy and its Implementation Strategy (PGE)
- Gender Strategy in the Health Sector
- Gender Strategy in the Interior Sector

- Domestic Labor Regulations
- Integration of gender into Plan for Poverty Reduction (PARP) and Plan for Absolute Poverty Reduction (PARPA)
- Integration of gender into HIV prevention programmes sponsored by the Ministry of Health

Since these documents are considered as guiding and in line with the JP outputs and indicators, they have been disseminated with the double purpose of being used in the planning process of different institutions/organizations (public, international, non-governmental and community based ones), and increasing public awareness on and advocacy for the respect of human rights - particularly among women. The analysis carried out to produce and publish the National Action Plan for Advancement of Women (PNAM)- a tool for officials of government institutions responsible for integrating gender into the planning process- demonstrated that the extent to which gender was integrated into the planning processes was assessed in all public sectors and four sectors underwent gender audit as well. Even if more detailed information will be available in the upcoming months, it is already possible to conclude that a significant progress occurred in the inclusion of gender dimension in the planning process by sectors.

Within the activities of dissemination of the above-mentioned legislation, two were the major challenges encountered: primary, the setting up a joint dissemination mechanism, especially regarding the Law on Domestic Violence against Women, and secondly the necessity of guaranteeing wide coverage in a diversified manner. In this sense, facilitators were trained on the most relevant legislation, policies and guiding documents, and media were used to disseminate the content and provisions of the law not only in an easily understandable language, but also in local dialects. More than 24.500 individuals have been trained or directly sensitized to GBV and gender issues, with a particular focus on Law on Domestic Violence against Women, Family Law and gender-sensitive planning and budgeting. At the same time, the two reports prepared to inform on the legislative, judicial, administrative or other measures adopted to give effect to the provisions of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and on the progresses made in this respect, were circulated among members of the Government, of the National Council for the Advancement of Women and of the Gender Coordination Group (GCG).

Trainings and communication material on legislation protecting women worker's rights, in particular ILO Convention No. 100 on equal remuneration, No. 111 against discrimination in employment and No. 183 on maternity protection were organized and produced.

Synergies with academic institutions (formal training institutions) were created and strengthened. In particular, training modules on gender-sensitive budgeting were introduced in all delegations of the Eduardo Mondlane University. Some training sessions was organized in partnership with the Latin American Faculty of Social Sciences (FLACSO Argentina) and addressed to the Community of Portuguese Language Speaking Countries (CPLP). At the Institute for Public Administration (ISAP) the same training course was led by officials responsible for planning at central, province, district level and permanent secretaries. It is expected that these modules will be further developed into an independent discipline. The Eduardo Mondlane University led a course on the impact of gender-based violence as an independent subject, as well as a course on integrating culture, gender and human rights in the curriculum of the Faculty of Law. These short courses will be soon available to non-academic institutions as well. Life skills training were offered in order to address the daily difficulties of students, such as sexual and reproductive rights, sexual and emotional relationships, drug, etc.

Research was conducted to analyze the following areas:

- Socio-economic costs of violence
- Women participation in consultative councils
- Mapping of violence

- Survey on training needs of women with economic activities
- Compilation of existing resources on gender issues
- Progress report on implementation of gender priorities in PQG and PARPA II
- Gender and human rights
- Impact of violence in Mozambique and Brazil
- Women and poverty
- HIV and sex workers.

In the several community-based activities, a socio-cultural approach on gender-based conflicts was integrated.

1. Community access to business and financial services, disaggregated by district, area and beneficiaries, in particular women and other marginalized groups, increased;

In order to measure the performance of this Programme output, the following indicators were set:

- Number of successful income generating programmes created in the communities
- Proportion of loans or other financial services in favor of women
- Number of new companies established
- Proportion of new business initiated and operational after 12 months of implementation
- Number of women with access to land and natural resources
- Number of women who completed the 1st literacy cycle

Numerous were the challenges encountered in the attempt of achieving the planned results. In particular, almost all indicators were revised and reformulated, as UN agencies were not in the position of having direct control over the indicators defined. Only one of the previous defined indicators - number of women who complete the 1st cycle of the literacy programme- was in fact under direct control of the agencies, as they were directly involved in training activities, but there was no guarantee that these training activities would have led to the creation of new income generating activities, new businesses and increased access to credit and land.

The new indicators identified were:

- Number of women who complete the 1st cycle of the literacy programme
- Number of women trained on business management/entrepreneurship
- Number of Farmer Field Schools (FFSs) with major participation of women
- Number of agro-processing micro-project established and assisted.

In a joint effort made to prioritize the activities of the economic component, it was decided to concentrate action towards the FFSs. Therefore, positive results were obtained in the training of women member of FFS, while other indicator targets were not achieved.

The economic component presented several positive accomplishments: the number of FFSs with major participation of women increased from 120 to 155; in terms of direct beneficiaries an increase from 3,360 to 4,476 occurred between 2009 and 2011. The number of women member of FFS is 2.24 times higher than the number of men.

Because the FFSs do not only focus on agriculture techniques, but also promote the creation of small associations of producers, the synergy with the FFS was fundamental to reach a higher number of participants and provide them with trainings on other relevant issues for small producers. In particular, the participants were able to access information and increase their knowledge on gender and development issues, including GBV, health (nutrition, HIV and AIDS, STD, malaria), and access to financial services.

The trainings provided on entrepreneurship, marketing and business management reached 676 women.

Additional results were achieved by creating interconnections between women associations and formal economic sector, such as the Confederação das Associações Económicas (CTA).

2. National capacity to formulate, advocate and implement gender-sensitive legislation, including the participation of civil society, enhanced

As per programmatic document, the key result indicators outlined were the following:

- Strategic and operational plan on violence against women formulated
- Number of officials trained and updated
- Number of offices with appropriate infrastructures and equipment
- Prevention and combating of violence against women financially supported in at least one sector
- At least one multifaceted centre fully operational in selected provinces

In order to provide more clarity on the key results and give visibility to other actions promoted by the programme, the output indicators were reformulated accordingly:

- Multi-sectoral Integrated Approach for Response to VAWG approved
- Communication strategy for the dissemination of the Law on Domestic Violence against Women approved
- Number of police officers trained on GBV
- Number of cases of violence against women assisted/ finalized by the Ministry of Interior
- Number of people trained on Law on Domestic Violence against Women
- Number of women victim of violence that participate in income-generating activities
- Number of men trained on gender issues and GBV

On the basis of the above-mentioned indicators, only a target was not achieved, namely “number of women victim of violence that participate in income-generating activities”, while all other objectives reflected in the indicators can be considered as achieved.

As previously discussed, the Law on Domestic Violence against Women (Law 29/2009) was successfully passed thanks to the support of the Joint Programme. Other fundamental documents were elaborated, such as the, the National Plan for Prevention and Combating of Violence against Women, the Multi-sectoral Integrated Approach for Response to VAWG (in progress), the guidelines for Assistance to Victims of violence in the Health Units and the Regulations of Assistance Centres to Victims.

For the successful implementation of the guiding principles of these documents, 1,000 law enforcement officials, including police officers, IPAJ and Ministry of Justice officials, new police recruit of the Matalane Centre and ACIPOL, and migration officers were trained. 44% of the participants were women. As previously reported, more than 24,000 people were directly trained or informed on Law on Domestic Violence against Women. The number of people informed on the issue exponentially increase if we considered the wide dissemination on GBV promoted through community radios and the trainings organized aiming at informing 142 men on gender-based violence. All efforts made towards dissemination of the law contributed to an increase in reported cases of violence to the Police Support Centers for Women and Children victims of violence from 12,600 of 2007 to 20,000 in 2010. Out of the cases reported in 2010, 75% were cases of violence against women.

GBV has been included in the budgeting process of the following sectors: Health, Interior, Ministry of Women and Social Action. In addition to that, the Centre for Assistance to Victims of Violence of Nhamai, Maputo was made operational.

The JP increased opportunities for Government, CSO and UN agencies to work together to address broad multisectoral issues; it created a common vision on gender equality and women's empowerment; and it represented a successful experience of joint planning, implementation and monitoring process. In this sense, the capacity of the JP in avoiding duplication and maximizing existing resources was catalytic in attracting new funds.

III. EVALUATION & LESSONS LEARNED

Efforts were made to ensure sound execution of the Joint Programme and the following monitoring and evaluation tools were used under this regard: i) Internal Review (IR) of the Joint Programme and its respective Operative Action Plan (POA); (ii) monitoring visits; (iii) constitution of working sub-groups based on the Programme outputs (gender mainstreaming, economic empowerment and gender-based violence) that were coordinated by the agencies with greater comparative advantage in each area, and (iv) monthly coordination meetings.

While a mid-term Joint Programme Review Checklist was elaborated, the planned final evaluation of the programme was not realized because of funding constraints.

Major challenges for the programme implementation were identified in the following areas:

- a) Coordination among areas: the JP worked in three broad areas, namely 1. Gender-sensitive legislation, 2. Economic empowerment of women and 3. Gender based violence. The Programme was designed in a way that the three areas were to be articulated and synergies built among them. However, problems for the effective articulation were encountered in the implementation phase. In order to strengthen coordination and synergies among areas, three sub-groups were created. The increased coordination among groups also promoted complementarity and avoided duplication.
- b) Coordination among agencies: the broad scope and high number of agencies in the JP required a dedicated coordinator, who was recruited in September 2010. From then the Programme benefited from greater coordination.
- c) Lack of Base lines, weak M&E indicators and targets: the revision of the initially set indicators improved the capacity of measuring progresses.
- d) Ownership: insufficient involvement of the Government at local level in the design of the JP led to target districts that were not prioritized by Government. However, all along the implementation phase, the Government took an active role towards the JP.
- e) Financial resources: the funding for the JP suffered an important setback in 2011. Given uncertainties about the One UN Fund, a prioritization and reformulation exercise was undertaken. However, the cut down on financial availability imposed the exclusion of some activities.

It is generally agreed that the Joint Programme Women's Empowerment and Gender Equality was a success. Not only it achieved the above analyzed results, but also brought attention to various issues that need to be considered for effective "Delivering as One". The following lessons were learnt:

- a) The Programme is generally regarded as ambitious, but achievable. However, some errors or failures derived from the lack of a prior strategy of operationalization of the plan. The JP experience pointed out the fundamental importance of an effective planning phase;
- b) Leadership of implementing partners has been key for the success of the Programme. The UN presence on the ground helped to maximize results on the basis of common understanding of the activities;
- c) The funding should have been predictable: the uncertainty in the availability of funding prevented the implementation partners to seek other funding alternatives;
- d) The active involvement of all relevant partners in the area of gender at local level (provinces and districts) is of fundamental importance;

- e) The JP pointed out the necessity of defining a system of accountability at different levels;
- f) Coordination among agencies is a fundamental pre-requisite for the sound execution of the Programme. However, the high number of participating agencies makes the coordination challenging.

IV. INDICATOR BASED PERFORMANCE ASSESSMENT

	Performance Indicators	Indicator Baselines	Planned Indicator Targets	Achieved Indicator Targets	Reasons for Variance (if any)	Source of Verification	Comments (if any)
Outcome 1: Democratic governance and legislative reforms strengthened to enhance human rights based approaches at all levels							
Output 1.1 National capacity to formulate, advocate and implement gender-sensitive legislation, including the participation of civil society, enhanced	1.1 GBV legislation drafted and approved			achieved		Official Gazette of the Republic	
	1.2 Gender training provided by formal training institutions and universities	3	5	4			
	1.3 Number of institutions with communication material on culture, gender and HR	3	8	8			
	1.4 Number of gender audits conducted in at least 2 sectors	0	1	0.5		Gender audit report	The process initiated
	1.5 PNAM produced and published	0	1	1		PNAM report	
	1.6 Number of women trained on defense of women worker's rights	0	284	177		Activity report	
	1.7 CEDAW reports drafted and submitted	0	1	2		CEDAW report	
Outcome 2: Institutions responsible for the promotion of pro-poor and sustainable development strengthened and made aware of gender issues and economic development							
Output 2.1 Community access to business and financial services, disaggregated by district, area and	2.1 Number of women who complete the 1st cycle of the literacy programme	0	100	0			
	2.2 Number of women trained on business management/entrepreneurship	676	972	210		Activity report	

beneficiaries, in particular women and other marginalized groups, increased;							
	2.3 Number of Farmer Field Schools (FFSs) with major participation of women	145	170	155		Activity report and monitoring visits	
	2.4 Number of agro-processing micro-project established and assisted	2	4	0			
Output 3 - Rule of Law, access to justice and penal reforms improved within the domain of violence against women, with emphasis on public and human security							
Output 3.1 Community access to business and financial services, disaggregated by district, area and beneficiaries, in particular women and other marginalized groups, increased;	3.1 Strategic and operational plan on violence against women formulated	0	1	0		National Plan for Prevention and Combating of Violence against Women	
	3.2 Multi-sectoral Integrated approach for Response to VAWG elaborated and approved	0	0	0			The document proposal has been almost finalized; not approved yet
	3.3 Number of police officers trained and updated	800	160	1000		Activity reports	
	3.4 Number of cases of violence against women assisted and finalized by Ministry Of Interior (Seçoes de Atendimento á Violência Domestica e Gabinetes de Atendimento)	13,583	10,000	10,000		MINT reports	
	3.5 Number of people trained on Law on Domestic Violence against Women	950	900	900		Activity reports	

	3.6 Number of women victim of violence that participate in income-generating activities	0	115	53		Activity report	
	3.7 Number of men trained on gender issues and GBV	70	150	382		Activity report	
	3.8 Violence against women financially support in at least 1 sector		1	3			
	3.9 At least 1 multifaceted centre fully operational in selected provinces	0	1	1			