

FINAL REPORT



July 2019

FCG International Ltd

Evaluation –
Improving
oversight in
Mozambique's
governance

Final report

Final Evaluation of the Project “Improving oversight in Mozambique’s governance” (2016-19)

FCG International Ltd

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Abbreviations and Acronyms

CSO	Civil Society Organisation
DEMO-Finland	Political Parties of Finland for Democracy – Demo Finland
EI	Extractive Industries
EITI	Extractive Industry Transparency Initiative
FCG	FCG International Ltd
FGD	Focus Group Discussion
GPA	Mozambique’s 1992 General Peace Agreement
Frelimo	Mozambique Liberation Front party
IMD	Mozambican Institute of Multiparty Democracy
KII	Key Informant Interviews
MDM	Mozambique Democratic Movement
MFA	Ministry for Foreign Affairs of Finland
MP	Member of Parliament
MPA	Member of Provincial Assembly
M&E	Monitoring & Evaluation
NA	National Assembly
NIMD	Netherlands Institute for Multiparty Democracy
NRM	Natural Resource Management
PA	Provincial Assemblies
Renamo	Mozambican National Resistance party

EXECUTIVE SUMMARY

The Mozambican Institute for Multiparty Democracy (IMD), the Netherlands institute of Multiparty Democracy (NIMD) and the Political Parties of Finland for Democracy (Demo Finland) – the Consortium – are implementing the programme *Improving Oversight in Mozambique's Governance 2016-2019* starting in late 2016 up to October 2019 with funding of the Ministry of Foreign Affairs of Finland (MFA).

Six months before the project completion, the Ministry commissioned an external evaluation to provide evidence of its performance in achieving the proposed results, outcome and overall development objective. In addition, to evaluate whether the Project strategy and the thematic areas and targeted institutions are still relevant considering the evolving context, especially the decentralization process in Mozambique. The results will be fed into planning for a possible second phase of the support.

The tender was launched in March 2019 and FCG International Ltd was selected to undertake the evaluation. A team of four specialists – Isabel Emerson (Team Leader), Padil Salimo (Extractive Industries, Governance & Evaluation Expert), Maaria Seppänen (Evaluation Expert) and Mirka Wendt (Junior Evaluator) – conducted the evaluation from April to June 2019. Guided by the Terms of Reference, issued by MFA of Finland, the evaluation team undertook the following:

- ✓ Reviewed relevant documentation including reports and project products
- ✓ Developed interview questions and guides
- ✓ Conducted 35 key informant interviews of key stakeholders, including Members of Parliament (MPs), Provincial Assembly Presidents, the Parliamentary Centre of Study and Training, Local Government Institutions, Civil Society Organizations (CSOs)/research and academics, the private sector, development partners and the consortium
- ✓ Held 10 focus group discussions with Members of the Provincial Assemblies (MPAs) and the Technical Secretariat, the provincial Forums of Extractive Industry composed by CSOs working on the theme and communities in areas of operation of the extractive industry (EI).

The overall assessment is that the project is very relevant to Mozambique and the Project's outcome objective - elected representatives and relevant technical staff at all levels of decision-making in Mozambique are actively implementing their oversight role in natural resources-related executive activities and legislative processes, based on citizens engagement – and it contributes to the overall development objective of supporting transparent and sustainable management of natural resources. The project efficiency, effectiveness and sustainability, as well as the results achieved, were shaped by the political and institutional context, the short project timeline and the target beneficiaries.

Political context

For nearly two decades after the General Peace Agreement (GPA) was signed in 1992, Mozambique was seen as a “donor darling”: the country was widely recognized as a positive example of a post-conflict transition to political stability. In 2012, a new politico-military conflict resurged, involving the residual militias of the Mozambican National Resistance party (Renamo) and the government of Mozambique. An inherent part of the causes of conflict is the limited progress made with respect to the control over state affairs and the economy by the ruling party, the Mozambique Liberation Front (Frelimo). Frelimo remains the central player in the country's political system until today. The party-state model has dominated the political system, and patron-network relations have allowed Frelimo to singlehandedly spearhead the political, social and economic arenas, influencing how political activity evolves and is played. In addition, a sense of fear is spread throughout society, shaping how individuals and organizations exercise their civic or political rights vis-à-vis the government. Furthermore, under specific circumstances involving natural resources, the situation

becomes much more dangerous due to strong incentives of the ruling elite in protecting investors’ interests instead of those of the local populations or of the state. This affects the quality of law enforcement and the role MPs and MPAs in conducting oversight of extractive industries.

Mozambique is facing democratic stagnation, which is exacerbated by the lack of a democratic culture of tolerance, and an increasingly strong appetite for resource control by the political elite. Significant debates have been taking place about what those massive natural resources (coal, natural gas, and others) mean to Mozambicans and how they should be managed, to maximize the benefits for the country, and to those directly affected by the implementation of extractive projects.

In this context, working with the National Assembly and Provincial Assemblies allows the project to contribute to a culture of tolerance and inclusiveness. Furthermore, it gives an opportunity for representatives of all parties within the political spectrum to address the oversight on extractive industries activities and the management of revenue. The latter has emerged as a key priority for the parliament. It is important to approve legislation that balances competing objectives, economic growth versus environmental protection for example, and guarantees adherence to obligations arising from international agreements – key amongst these are the Paris Agreement and the global Sustainable Development Goals, Agenda 2030.

Findings, Conclusions and Recommendations

	Findings and Conclusions	Recommendations
General Context	<ul style="list-style-type: none"> • Political system rewards party obedience, thus influencing the quality of elected representatives’ individual initiative and their accountability to their electorate • Contradiction between expected role of Provincial Assemblies (PA) and their real power • IMD is a trusted partner, highly appreciated and respected by the NA and PA • MPAs’ oversight role in natural resource management is expected to become more important given the decentralization process • MPs and MPAs interested in expanding oversight capacity to monitor environmental impact and gender dimension of extractive industries • Results framework does not capture the project impact • Project strategy and targeted institutions are very relevant 	<ul style="list-style-type: none"> • Develop the detailed project results framework with specific, measurable, achievable, relevant, and time-bound (SMART) indicators and well-defined collection system jointly with the NA and PA to anchor capacity building efforts to Parliament’s own strategies and action plans • Support inclusive discussion of MPAs responsibilities/roles in the context of the decentralisation process to drive programming • Coordinate action with other donors and their projects • Continue working with implementing partners trusted by the main stakeholders • Continue strengthening institutional capacity of parliamentary secretariat to deliver training and provide policy advise to MP/MPAs • Consider the context in designing the project results and indicators • Maintain project strategy and targeted institutions

	Findings and Conclusions	Recommendations
Result Area 1: Capacity building	<ul style="list-style-type: none"> Limited role of Parliament’s Learning and Training Centre will not create sufficient critical mass of knowledge to guarantee sustainability of Parliament’s oversight of EI At the provincial level, the Technical Secretariats of PAs need more strengthening and to be more involved in delivering training and policy advice 	<ul style="list-style-type: none"> Put the Learning and Training Centre in the driver’s seat by assisting them to develop a detailed training program, to deliver an inception program to incoming MPs, to become a resource centre with relevant documents for oversight of EI (legislation, research, contracts) and in using more systematically in-house expertise and former MPs to deliver trainings/seminars Provide dedicated long-term training to a core team of qualified staff from the Provincial Assemblies’ Technical Secretariats Maintain the project approach of organizing joint events with National and Provincial Assemblies Expand thematic areas to include revenue collection, management and use as well as integrate gender and environmental dimension emanating from international agreements (Paris Agreement, Agenda 2030 etc) in support to oversight of extractive industries Develop case studies based on work conducted by CSOs/research centres and relevant entities (such as the Administrative Court), thus circumventing parliamentary distrust of organizations considered too critical
Result Area 2: Citizens’ engagement	<ul style="list-style-type: none"> In Nampula, the PA has signed an MoU with mining companies and CSOs on CSR funds to fund investments in communities Oversight visits to districts remain isolated events with no follow-up Limited engagement of relevant CSOs/research centres in project interaction and communication between CSOs/citizens and MPs/MPAs has not improved 	<ul style="list-style-type: none"> In trainings/roundtables/exchange visit: highlight representative role of MP/MPAs and share good practices in responding to citizens driven policy position Design guide for follow-up to oversight visits Support better communication between elected representatives and citizens (i.e. brochure with contacts, Assemblies annual plans, radio interviews of MP/MPAs on their work related to EI) and coordinate with other organizations focused on democratic governance to support communities in holding elected representatives accountable

	Findings and Conclusions	Recommendations
Result Area 3: Collaboration between Parliament and Provincial Assemblies on six provinces	<ul style="list-style-type: none"> MP and MPAs appreciated and considered relevant, particularly the MPAs, the interaction established at the joint events organized by the project although they have not resulted in a formal platform leading to the institutionalisation of results and are not likely to continue without IMD, or like-minded organizations, organizing/funding them 	<ul style="list-style-type: none"> In trainings/roundtables/exchange visits address creative ways to use scarce resources more efficiently, such as presence of MPAs in all districts (although unclear if current model of selection, i.e. members of Provincial Parliaments from all districts, will be adopted in new decentralized framework) and national deputies from all provinces, to monitor more regularly and to establish regular contacts with local players including CSOs and Community based organizations and communicate outcome to both MPAs in the province and MPs.
Result Area 4: Int'l and nat'l networking and collaboration on NRM	<ul style="list-style-type: none"> Project contributed to greater communication and information sharing between MPAs, CSOs and mining companies in some provinces (Nampula and Tete) ... however, it did not result in sharing lessons learned and best practices between MPAs in different provinces MPs and MPAs interested in expanding oversight capacity to monitor the environmental impact and gender dimensions of extractive industries 	<ul style="list-style-type: none"> Integrate exchange of good practices and lessons learned (i.e. learn from Nampula exploration of heavy sands) into project activities/products Integrate gender equality, reduction of inequalities (including other than gender) and climate sustainability as a cross-cutting dimension in activities/products in line with Finland’s development policy
Consortium	<ul style="list-style-type: none"> The division of labour was not clear and transaction costs are high and finalisation of reports ‘ping-pongs’ between consortium members Other projects implemented by consortium members can be complementary to the Oversight project Consortium success tightly linked to IMD’s trusted relationship with politicians 	<ul style="list-style-type: none"> In projects implemented by a consortium important to clearly design duties and responsibilities for programming, financial reporting, program reporting and quality control of each member to reduce transaction costs and determine the overhead percentage allocated to each Encourage implementing organizations to formally establish and strengthen complementarity with other projects (i.e. Oversight project and NIMD’s regular programme with IMD, e.g. School of Politics)

Overall, the beneficiaries and stakeholders, including development partners, are unanimous in recommending MFA of Finland to continue to prioritize parliamentary oversight of revenue collection and its use, as well as coordinating its interventions with other initiatives, to capitalize on the trust that has been established and the gains achieved. The evaluation team shares this opinion and concludes that the MFA of Finland and its implementing partners are well positioned to continue supporting the building blocks that will result in a more transparent and sustainable management of natural resources taking a long-term view in the achievement of results.

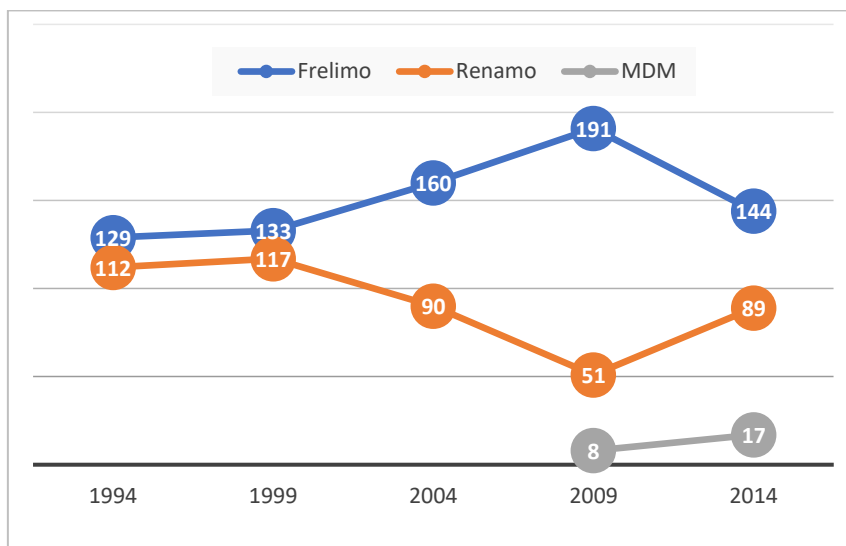
1. INTRODUCTION

1.1. Context analysis of the project implementation

The Parliamentary oversight and extractive industries

Since the 1990s, Mozambique embraced a democratic political system. The first multiparty election took place in 1994, and since then elections have been held every five years. The ruling party, Frelimo, has since been the winner on the presidential and legislative elections. As in many other African countries, the elections have been controversial, and results have been contested by the opposition, due to issues concerning transparency and lack of a free and fair process. The first two elections in 1994 and 1999 were significantly competitive, with the main political party opposition, Renamo, signalling strong support by the electorate. However, since the 2004 elections, the ruling party became the dominant one.¹ The increasing number of Frelimo’s parliamentary seats started when Guebuza ran for President in 2004 and again in 2009. During the same period, Renamo lost much of its representation in the parliament, and an emerging party, the Mozambique Democratic Movement (MDM) became the third political party represented in the parliament, although without significant expression in its first term in the parliament. The figure below illustrates the distribution of parliamentary seats among the parties.²

Figure 1. Distribution of parliamentary seats among parties



Source: STAE/CNE 2019

The Mozambican parliament is composed of a total of 250 seats. The MPs are elected in party lists and the seats are distributed through a proportional representation system. The key responsibilities of the parliament include law making, oversight and representation.³ To exercise those responsibilities, the parliament is organized under three organs, namely the plenary, a permanent committee and working committees. The

¹ Nuvunga, Adriano & Salih, M. (2013), Party Dominance and Electoral Institutions: framing Frelimo's dominance in the context of an electoral governance deficit, Africa Review, 5:1, 23-42, DOI. In: <http://dx.doi.org/10.1080/09744053.2013.832065> .

² In 1994 a small party named Democratic Union (UD), not represented in the figure elected 9 MPs.

³ Baloi et al. (2010), Comparative study of the use and development of governance indicators in Africa: the case of Mozambique. Maputo: CEDE. Retrieved from https://www.undp.org/content/dam/undp/library/Democratic%20Governance/mozambique_report_idasa_comparative_study_2011.pdf

plenary holds the main decision-making power, while the working committees focus on specific portfolios, analyse bills in-depth and hold hearings. The permanent committee coordinates parliamentary activities.⁴

The common prevailing idea in any democratic state is the recognition of the parliament as the most important institution of democracy. This is no different in the Mozambican case. The parliament is the main political arena for consensus building over contentious political issues. There is a shared understanding that the parliament represents the space where interests and expectations of all citizens are openly negotiated, despite their differences. In effect, the parliament has oversight of the government, meaning that the government is accountable to the parliament. The oversight activities are exercised either through hearings in working committees, in plenary sessions, or by the committees of inquiry. For years, the quality of oversight by the parliament has been questioned due to the perception of lack of power over the executive, which raises concerns in relation to its ability to hold government accountable. While this is the general perception in society, the MPs also share this opinion, a situation that has led to problems with representing the interests of their constituencies. The main reasons are associated with lack of technical knowledge to understand and interpret the complexity of issues the MPs have to deal with in their oversight activities, limited financial resources, and party constraining factors that impede the parliament in exercising effective oversight of the government. In addition, once elected MPs represent the national constituency not the provincial, which weakens the links with their electorate noted also by many of the entities interviewed.

The parliamentary oversight on extractive industries activities and the management of revenue has emerged as a key priority for the parliament. It is important to approve legislation that balances competing objectives, for example economic growth versus environmental protection, and guarantee adherence to obligations arising from international agreements – key amongst these are the Paris Agreement and the global Sustainable Development Goals, Agenda 2030. The turning point is associated with huge discoveries of natural resources and the related massive investments, particularly in relation to coal mining, heavy sands, and natural gas. Civil Society Organizations (CSOs), and international financial institutions such as the International Monetary Fund (IMF) and the World Bank have pushed for the need for more transparent management of natural resources and fair payment of taxes with the goal to increase economic growth and improve the quality of life of Mozambicans. In this regard, the role of parliament became crucial for the realization of these objectives. Although the capacity of parliament to conduct effective oversight activities in the EI is still weak, some progress has been made in terms of review and approval of legislation (e.g. the mining and petroleum legislation in 2014 and 2015).

The government has initiated all approved legislation in the sector, even though, the parliament has exerted its power by introducing several amendments on both mining and petroleum law, for example, by establishing the Higher Authority for the Extractive Industries. In relation to the petroleum law, the parliament also introduced a legal provision which established that 25% of production is to be allocated to the domestic market, in line with the country’s Natural Gas Master Plan, which encourages the use of natural gas for industrialization.⁵ Even though the implementation of the provisions face some resistance, the dynamics surrounding parliament’s involvement clearly offers significant expectations that an effective and coordinated long-term effort in its capacity building can contribute to a significantly improved oversight performance.

⁴ Baloi et al. (2010). See also Azevedo, Elisabete (2009), *The Assembly of the Republic of Mozambique: From enemies to adversaries?* Working Paper. Maputo: EISA. Retrieved from <https://eisa.org.za/pdf/200905azevedo.pdf>

⁵ see Natural Gas Master Plan, approved by the Council of Government in 2014.

Extractive Industry Transparency Initiative (EITI)

In 2009 Mozambique became a member of the Extractive Industry Transparency Initiative (EITI), aiming to tie the government and extractive industries to transparent governance in the management of natural resources and extractive industries. The adherence to EITI calls for publicizing information along the extractive industry value chain from the point of extraction,⁶ to how the revenue makes its way through the government, to how it benefits the public based on the argument that greater scrutiny and transparency in the extractive industries contributes to the improvement of socio-economic and political environment.⁷ The initiative is functioning under the umbrella of the Ministry of Mineral Resources and Energy (MIREME), and it receives funds from donors, such as the World Bank and Norway. Currently the secretariat is operating with very limited financial resources thus audits are not conducted every year.

Among the MPs and Members of Provincial Assemblies (MPAs) there are different perceptions about the EITI secretariat, which affects their trust on the Initiative and on the veracity of the information it produces. In many cases parliamentarians have criticised the EITI secretariat because they think that it is part of the government. Although the Government is a member, EITI also includes representatives from the private sector and CSOs but none from Parliament. The EITI committee of coordination currently has 14 members who meet on quarterly basis. By joining the Initiative, Mozambique will have to establish a National Secretariat but this has not happened yet.⁸

To date, seven EITI reports have been published and overall, it has contributed to greater transparency in the governance of the EI sector. The reports are key for the oversight activities of MPs and PAs although there is no clarity about how they use this information and, according to an EITI representative, they often use it incorrectly because they are not familiar with the different phases of production and in general with the sector. The government understands that the EITI has contributed to fiscal transparency by disclosing disaggregated data on revenues, thus contributing to greater scrutiny.⁹ This contradicts with how the Tax Authority Unit for extractive industries presents information on revenues which is not sufficiently disaggregated, thus making it less useful for parliamentary oversight. In addition, EITI and CSO platforms for natural resources have influenced the establishment of the mining cadastre, publication of contracts, and the creation of a dedicated unit for taxing of the extractive industries at the Tax Authority.¹⁰ However, challenges prevail in terms of access to information. The EITI Board has, as part of the validation of the EITI report of 2015/2016, recommended the need for more transparency and accountability of the state-owned-enterprises (SOEs) participating in the extractive industries, as well as their relation with State, and the revenues that accrue from SOEs to State Budget.¹¹ This is critical due to the lack of information on their

⁶ EITI Standards 2016. Retrieved from https://eiti.org/sites/default/files/documents/the_eiti_standard_2016_-_english.pdf

⁷ Deloitte (2018) Independent administrator of EITI in Mozambique. 12 January 2018. Retrieved from https://eiti.org/sites/default/files/documents/mireme_eiti_relatorio_final_eng_versao_final_2015_-_16.pdf

⁸ Notes from previous interview at the Ministry of Mineral Resource and Energy, March 2019.

⁹ Interview with EITI Secretariat (Maputo, May 21, 2019). See also EITI Board Decision (25 October 2017), New: Mozambique recognised by the EITI Board as having made meaningful progress, highlighting areas where more is needed. Decision Reference: 2017-51/BM-38/BP-38-6-A. Retrieved from <https://eiti.org/scorecard-pdf?filter%5Bcountry%5D=42&filter%5Byear%5D=2017>

¹⁰ EITI Board Decision (25 October 2017)

¹¹ EITI Board Decision (25 October 2017).

contribution for revenues. The subnational transfers of tax revenues to the community living in the areas of EI operation (the 2,75% of the production tax) remain another critical issue. Neither the parliament nor the MPAs have effectively demanded an explicit mechanism of transfer, management and allocation despite the issue being raised during the oversight visits conducted within the scope of the project.



Mining activities next to a community in Moatize

Political dynamics and natural resource governance

The political stability that followed the GPA in 1992, which put an end to 16 years of civil war between the government and Renamo’s guerrilla, contributed towards economic growth. For nearly two decades following the GPA, Mozambique became a “donor darling”, as the country was widely recognized as an example of post-conflict transition to political stability.¹² It was among Africa’s economic growth stars, with a GDP growth fixed around 7-8% a year until 2015 - but from 2016 to 2017 the economic growth fell to 3.8% and 3.0% of real GDP¹³ respectively. The new boom in natural resources, notably the natural gas discovery in the Rovuma Basin, by Anadarko and Eni, and the expected revenues from the Liquefied Natural Gas (LNG) investments, have precipitated a deeper financial crisis. The crisis was caused by a hidden debt, incurred through government-guaranteed loans of US\$2.2 billion from Credit Suisse and VTB Bank to three private companies linked to the state security services (SISE), namely Mozambique Asset Management (MAM), ProIndicus and *Empresa Moçambicana de Atum* (EMATUM).¹⁴

In 2016, three groups of 26 CSOs - the Budget Monitoring Forum (FMO), the Mozambique Debt Group (GMD) and the Transparency and Fiscal Justice Coalition (CTJF) - held a campaign in Mozambique calling for non-payment of hidden debts.¹⁵ The Centre for Public Integrity (CIP), a CSO, has been more visible with the two campaigns, urging citizens to refuse the payment of hidden debt, starting with “I will not pay this debt” and continuing to “I will not pay this debt, not even with gas”¹⁶. Adding to that is the social contestation over natural resource governance due to violation of human rights, land grabbing, poor resettlement, and environmental issues affecting the local populations, which has created serious concerns over the extractive industries.

The debate on natural resource and extractive industries has also increased significantly within the CSOs and due to their role, recently, the Constitutional Council declared null the debt loans and the state-guarantees on the EMATUM deal, in response to a request of declaration of unconstitutionality submitted by CSOs and supported by the ombudsman. Parliament had registered the loans in the General Account Budget (CGE) of 2014 aiming to legalize it ex-post. In addition, the minister of finance, who has agreed with lenders on the

¹² APRM (2010); CESC (2013). State of the Union. Mozambique Report 2013. Maputo.

¹³ IMF (2018), Republic of Mozambique. 2017 Article IV Consultation – Press Release; Staff Report; and Statement by the Executive Director for the Republic of Mozambique. IMF Country Report No. 18/65. Washington DC, March 2018

¹⁴ Macuane et al. (2017);

¹⁵ see Jubilee Debt Campaign (13 Jun 2016), Campaigners in Mozambique call for non-payment of hidden debts. Retrieved from: <https://jubileedebt.org.uk/press-release/campaigners-in-mozambique-call-for-non-payment-of-hidden-debts>

¹⁶ Eu não pago as dívidas ocultas – nem com o gás

payment of the debt loans with revenues from natural gas, has recently declared that the government will no longer use revenues from natural gas to pay debts. Strong support from development partners and the use of CSO networks and platforms pushing for the same agenda in the EI play an important role in informing MPs and MPAs in the dispensation of their oversight activities.

Parallel to the economic problems, since 2012, a new politico-military conflict resurfaced between Renamo’s residual militias and the government of Mozambique. This emerged after almost 20 years of relative peace since the GPA was signed. Limited progress has been made with respect to the ruling party’s control over state affairs and the economy, which is an inherent cause of conflicts in Mozambique¹⁷. Frelimo has remained the central player in the country’s political system until today. The party-state model dominates the political system, and patron-network relations have allowed Frelimo to singlehandedly spearhead the political, social and economic arenas¹⁸. These practices have influenced how politics evolve and is played. Apart from this a sense of fear is spreading within society, shaping how individuals and organizations exercise their civic or political rights vis-à-vis the government. Those systematically engaged in challenging the system by demanding transparency, accountability, and rule of law are in general exposed to threats, violence or marginalization. Furthermore, under specific circumstances involving natural resources, the situation becomes much more dangerous. There are strong incentives for the ruling elite to protect investors’ interests instead of those of the local populations or of the state, because they extract rents from those investments to reproduce power. This is important to consider as it has influence on the oversight performance both by MPs as well as by MPAs.

Partnership among development actors in the extractive industries

Mozambique is facing a democratic stagnation, which is exacerbated by the lack of a democratic culture of tolerance, and an increasingly strong appetite for resource control by the political elite.¹⁹ Significant debates have been taking place about how the massive natural resources (coal mining, natural gas, and others) should be managed to maximize the benefits for the country, and to those directly affected by the implementation of the projects. There are important experiences of support to state institutions in strengthening the capacity on natural resource and extractive industries audit. The German Technical Cooperation (GIZ) is implementing a program with the Administrative Tribunal, and since 2016 the report on the State General Account provides a specific chapter with in-depth assessment and audit of extractive industries management, including analysis of costs incurred by multinational companies, taxes, sub national transfers, environmental issues etc. Norway is also implementing a program on the extractive industries both in building capacity within key state institutions, such as the Central Bank, the MIREME and Tax Authority, and in providing support through CSOs, for example through World Wildlife Fund (WWF), which is implementing a project on the extractive industries supporting the natural resource CSOs platform. The World Bank is implementing the Mozambique Mining and Gas Technical Assistance Project (MAGTAP), and apart from supporting capacity building to government institutions, it is also supporting the EITI. Some of the development partners implementing programmes in the extractive sector participate in an EI joint group, nevertheless, coordination of efforts and

¹⁷ Republic of Mozambique (2010). APRM Country Review Report No. 11 July 2010

¹⁸ International Law and Policy Institute (ILPI) (2013), Political Economy Analysis of the Petroleum Sector in Mozambique. Norway, 2013

¹⁹ According to CIP, there is a new standard in 'rent-seeking' in the nomenclature of the Frelimo party: the constitution of firms for the provision of services in the extractive industry, focusing on the oil and gas sector. See: www.cip.org.mz/article.asp?lang=&sub=crp&docno=258

information sharing on their specific programs implementation need to be improved according to people interviewed and the 2019 Outcome level Report.

Decentralization reforms and its implication for Provincial Assemblies

A decentralized political system has timidly been introduced since 1998 by adopting municipal governments, aiming to devolve political power to the people at the local level.²⁰ This decentralized system of government represented a new version of the previous process of devolution of power brought in place first in 1994, by Law 3/1994, approved by the then one-party National Assembly of Frelimo, which was much more ambitious in its aim of municipalizing all districts, but yet very controversial and contested from within the ruling party.²¹ Instead, after the 1994 general elections, an amendment to the Constitution was made in 1996.²² This was followed by the approval of municipal framework legislation in 1997, the Law 2/1997, which stipulated gradualism as a model for municipalisation, which started with 33 municipalities in 1998 and currently totals 53.

New forms of state organization have been part of the process of state building in contemporary Mozambique. Most of the initiatives are fluid and very much driven both by post-electoral political conflicts that the electoral institutions have been unable to avoid. This explains the unstable legal framework of the electoral system, subject to review prior to each electoral process. As part of this reality, in 2008 the Provincial Assemblies were introduced, as representative bodies at provincial level with oversight role, although they have never been politically important due to the lack of power and enforcement capacity²³ over the government. This is a problem originating from the vagueness of legislation establishing the organ.²⁴

In 2018 as part of an agreement between President Filipe Nyusi and the late President of Renamo, Afonso Dhlakama, new institutional reforms for decentralization were designed and approved. These included constitutional amendments to establish a decentralized government at provincial level where the provincial governor is directly elected by popular vote starting from the 2019 general elections, and later, from 2024 on to be extended to elect the district administrators and district assembly. Various issues in the new configuration of local governments remain unclear, and specific legislation has yet to be approved. Based on the existing legislation the extractive industries will continue to be centrally managed. The role of PAs and provincial government in the extractive industries will be limited, and therefore, the PAs will not exert their oversight power over the sector. However, it is expected that emerging issues related to extractive industries operations affecting local communities will demand specific attention from the decentralized organs. Natural resources, such as forests, land and others will require reforms on the current legislation for clarification over responsibilities of management between the central and decentralized governments.

²⁰ Weimer, Bernhar and Carrilho, João (2017), Political economy of decentralization in Mozambique: dynamics, outcomes, challenges. IESE: Maputo, August 2017. Retrieved from [http://www.iese.ac.mz/wp-content/uploads/2017/10/IESE Political Economy of Decentralisation - Livro.pdf](http://www.iese.ac.mz/wp-content/uploads/2017/10/IESE_Political_Economy_of_Decentralisation_-_Livro.pdf)

²¹ Rosário, Domingos do (2015), Os Municípios dos “outros”. Alternância do poder local em Moçambique? O caso de Angoche. In: Cadernos de Estudos Africanos: Municípios e poderes locais em África. Centro de Estudos Internacionais. Pp. 135-165. Retrieved from <https://journals.openedition.org/cea/1856#tocto1n4>

²² Idem. See also Macuane et al. (2017, p. 16).

²³ Salimo, Padil (2013), Assembleias Provinciais em Moçambique: Desafios de desenvolvimento de capacidades e lições aprendidas dos primeiros três anos de implementação (2010 – 2012). O caso das províncias de Manica e Zambézia. Maputo: CEMO.

²⁴ Information recognized and confirmed by the members of PAs interviewed during the fieldwork, including by members of parliament.

1.2. Scope of Work

The evaluation has been guided by the Terms of Reference issued by the Ministry for Foreign Affairs of Finland (MFA of Finland) (Annex I). The objective of the evaluation is to provide evidence of the Project performance in achieving the proposed results and overall objectives, and to evaluate whether the Project strategy and the thematic areas and targeted institutions are still relevant considering the changes in the context, especially the decentralization process in Mozambique. The evaluation analyses the logic of the result chain and framework, the level of ambition and feasibility of the objectives and provided recommendations for measurement of the impact and outcome level objectives.

The standard OECD-DAC evaluation criteria (relevance, effectiveness, efficiency, impact, sustainability) have been addressed. The evaluation analyses whether the project assumptions have been monitored and whether risks have materialized, what kind of preventive and corrective measures have been taken, and whether revisions were needed.

Limitations

The final evaluation is taking place before the project has ended, hence the assessment covers the first two years of implementation and is limited in the possibility to capture the intended longer-term impact.

As time assigned for the field mission was short, it was not possible to visit all provinces involved in the project. To cover as diverse a selection of provinces as possible, the team visited Tete, Inhambane and Nampula to cover the southern, central and northern regions of the country.

1.3. Evaluation Framework and Methodology

1.3.1. Evaluation Framework

The evaluation aims at studying and making recommendations on the following priority issues:

- **Relevance** of the support to the National and Provincial Assemblies’ capacities and role in natural resources governance, also considering the changing context of political economy and global policies on climate change.
- **Effectiveness** and impact of the support provided in terms of strengthening the capacities and the role of parliamentary oversight of natural resources management, also considering the promotion of gender equality, reduction of inequalities and climate sustainability.
- **Results framework** and specifically the logic of the result chain, the level of ambition and feasibility of the objectives; the effectiveness of the results framework for monitoring, considering the availability of data and the feasibility of data collection processes among politicians, MPs and political parties; revision of and recommendations for target-setting, and measuring of the impact and outcome level objectives.
- **Efficiency** of the consortium collaboration functioning and its use of available resources in producing results; clarity of the labour division of labour and adequacy of the administrative structure adequate in terms of efficiency.

The evaluation also assessed the sustainability of project results as well as the financial and economic sustainability of the project itself, the coordination, complementarity & coherence with other projects/programmes in the sector and its alignment with Mozambican Government planning and other donors.

1.3.2. Evaluation Process and Data Sources

The evaluation commenced in mid-April 2019 with a kick-off meeting with the MFA of Finland, followed by an evidence-based review of the project activities, outputs and performance to date, drawing upon review

of available reports and compiling information through desk review of documents. Relevant staff of Demo Finland and NIMD were interviewed during the start-up phase. The Inception Report outlining the evaluation criteria, the approach, methodology and work tasks, was submitted to the MFA of Finland in early May and it included the specific evaluation questions (Annex 2).

The fieldwork began on May 20, 2019, and in total, the team conducted 35 key informant interviews (KIIs), ten focus group discussions (FGDs) in three provinces of the six where the project was implemented (full list of interviewees found in Annex 3). The interviewees included stakeholders and communities in the capital Maputo, and the provinces of Tete, Inhambane and Nampula. In addition, the team interviewed the President of the Provincial Assembly of Gaza to gather counterfactual²⁵ information (comparing what actually happened with what would have happened in the absence of the intervention). Beneath is a table summarizing the data sources:

KII	Focus Group
<ul style="list-style-type: none"> • MPs (4 Mozambican and 2 Finns) • Presidents of Parliamentary Committees • Director of the Parliamentary Centre of Study and Training • Presidents of Provincial Assemblies (4) • EITI (1) • Local Government Institutions (4) • CSOs/research and academics (17) • Private sector (1) • Development partners (3) • MFA (1) • Consortium 	<ul style="list-style-type: none"> • Provincial Forums of Extractive Industry (4) • MPAs (3) • Communities of operation of extractive industries (3)

A post-mission debriefing presentation was prepared and discussed with MFA of Finland staff and the Consortium on June 3, 2019 at the Embassy of Finland in Maputo.

The third phase involved combining the document review with qualitative data analysis gathered through KIIs and FGDs and the triangulation of information from different sources. The goal was to identify how the MFA of Finland has contributed to improving Mozambique’s democratic governance and oversight of the management of natural resources. The aim was to evaluate the project and garner lessons learned to improve future initiatives and generate knowledge for wider use. This Final Evaluation Report is the result of this third phase of the evaluation.

2. KEY FINDINGS

The project was designed to strengthen the capacity of elected representatives and relevant technical staff at the NA and six PAs to actively implement their oversight role on natural resources-related executive activities and legislative processes, based on citizens’ engagement.

The evaluation used the results framework focusing on the project contributions to the objectives, outcome and proposed results. Originally, the Consortium also proposed to work with some municipal assemblies, but

²⁵ Many discussions of impact evaluation argue that it is essential to include a counterfactual. Some people, however, argue that it is impossible to develop an accurate estimate of what would have happened in the absence of an intervention, since this absence would have affected the situation in ways that cannot always be predicted.

due to financial limitations they were not included and hence are not considered in this evaluation. The section presents an overall assessment followed by one detailed per project results.

2.1 Overall assessment

2.1.1. Relevance

The extractive industries are a game changer in Mozambique and given the expected massive inflow of revenue from the exploration of its natural gas resources, the **project is very relevant both to support the sustainable development of the EI in the context of democratic governance as well as in contributing to buttressing a strategic partnership with Finland.**

In addition, **since Mozambique is characterized by strong party-state domination, working with the NA and PAs is a strategic choice to broaden the participation to other political parties, thus contributing towards levelling the playing field.** As a result of the decentralization, and despite mineral resources remaining under the purview of the central government, building their knowledge and expertise of all political parties represented at NA and PAs to supervise and monitor mineral resources development and management is opportune, so it could contribute to more inclusive governance at the local level.

Stakeholders were consulted in the formulation of project objectives and outcomes and throughout implementation, the NA represented by the Parliamentary Centre of Study and Training was involved in the review of project implementation, including the review of work plans, that took place at Steering Committees held twice a year. However, the Director of the Parliamentary Centre of Study and Training did not feel training actions were properly planned and in some cases, the Consortium bypassed the Centre and responded directly to priorities defined by the Committees. One donor, who had provided capacity building support to the National Assembly, mentioned that working directly with the Assembly’s Secretariat rather than through organizations such as the Consortium contributed to slow pace of implementation and uptake of new skills, which could explain the Committees preferring to deal directly with the implementing partner rather than the Centre to meet their needs.

The **Consortium was responsive to challenges,** for example, by focusing on strengthening capacity for implementation of legislation rather than on legislative work and in streamlining its result framework to delete difficult to collect indicators (for example 4.2. “# of references made to international regulations and conventions in the memorandums of the meetings of the parliamentary committees”). However, some indicators that are quite subjective remained, in particular those calling for self-assessments, and their contribution to assess impact is limited. Another example of flexibility is the re-allocation of project funds to allow more staff to be hired to support the implementation of the program in Mozambique.

The project addresses some of the problems identified at inception and reflected in the proposal and the 2017 Baseline Study, yet the results framework is overly ambitious and calls for long-term investments that are impacted by various interconnected blocs – including institutions, CSOs, media, political parties and elected representatives – many of which are beyond the scope of this project. The premise of the Theory of Change - more effective oversight and greater interaction with political, civil and other stakeholders will lead to an inclusive revised legislation reflecting citizens’ interests and improving the enabling environment for inclusive natural resources management – is borne out by international experience. However, in Mozambique the party-state dominates policy making and legislative production and this project has not changed the situation because its contribution to more capacity, increased interaction with citizens and greater networking have to take into account the current environment and the political appetite for change.

In terms of the oversight functions, the Theory illustrates the activities and how these lead to the desired outcome – to hold the government accountable and bring transparency on natural resource management. However, **building the capacity of parliament to scrutinize government and develop legislation is a long-term objective, particularly in such a complex field as EI, and in a country with an institutional set up that is very centralized and characterized by pervading fear in the exercise of civic and political rights.** During the focus group discussions with CSOs several interlocutors mentioned the threat to citizens who challenged the system by demanding transparency, accountability, and rule of law in the operation of the EI and according to them, several people have been imprisoned. This highlights the need for the Consortium to work closely with other actors to support an enabling environment for inclusive dialogue and MFA’s diplomatic engagement with the government to support more inclusive governance. The link between **activities and the achievement of the long-term goals needs to be better contextualized and to provide a clearer understanding of how change actually happens – the issue is not just one of capacity.** It should develop a more robust results framework that measures progress towards the achievement of longer-term goals that goes beyond the identification of program outputs.

The project was aligned to other initiatives implemented both by IMD and others, including UNU-Wider and EITI. Yet, it could have taken more advantage of work carried out by others. For example, the Administrative Court, which also plays a role as the Court of Auditors and coordinating with local organizations to provide more substance to the monitoring of the results of the parliamentary recommendations to Government, both at the provincial and national level, and supporting greater interaction between elected representatives and citizens.

2.1.2. Impact

The approach adopted concentrated on one aspect of natural resource management, the extractive industries, and **the Consortium was very successful in gaining the trust of the NA and PAs in tackling such a sensitive issue. By concentrating its support to parliamentary action in one area, it allowed for greater consolidation of interventions** noted as an effective approach by stakeholders and development partners. In the past, several development partners had provided generic democratic governance support to Parliament and found that a greater thematic focus would have been helpful to build both knowledge and practices that could then be replicated in other areas.

By working with members of all parties in the Parliament and Provincial Assemblies, **the project is contributing to a culture of tolerance and inclusiveness** giving an opportunity for representatives of all parties to participate in equal footing and providing a chance to become more familiar with EI.

The **Parliamentary Centre of Study and Training, Committee advisors and the provincial secretariats capacity to provide technical support to the MPs and MPAs continues to be limited according to their own assessment.** The Consortium gave them a role in the organization of meetings and co-facilitation of some activities, however, the MPs and MPAs still see them as essentially administrative staff regardless of the participation of the Provincial Assembly in the program. Unless they are technically more prepared, and this requires a long-term training program, it is unlikely this situation will change.

2.1.3. Effectiveness

In terms of the results framework, **the outcome indicators focusing on legislative work are not useful since historically Parliament has not taken legislative initiative. Since the project outcome is the implementation of parliament’s oversight based on citizens engagement, it would be useful to capture interactions with citizens, or groups representing citizen interests, including the private sector, and informing citizens of the**

outcome of their work. This could be done by developing and agreeing at inception with the Parliamentary Committees on a results framework with SMART indicators and a well-defined collection system to document, for example, the number and nature of interactions with citizens, the invitations issued to CSOs to brief MPs/MPAs about their work and the number of times it invited citizens to contribute in assessing the implementation of legislation and to comment on draft legislation among other critical indicators.

The indicators relative to capacity building capture progress on the provision of tools to enhance knowledge, working processes (annual plans) and capacity of elected representatives to work together across party lines, however they do not capture the impact of oversight – the “so what” question. They also do not capture the progress of the Parliamentary Centre of Study and Training and Technical secretariat capacity to provide technical assistance to MP/MPAs, a key component to provide sustainability to the project.

Despite the military political context involving the main opposition party, Renamo, **the project was able to deliver the envisaged activities and outputs** and MPs and MPAs continued working in a collegial fashion. During 2018, the 1st Committee was engaged in reviewing the Constitution to adapt to the peace agreement signed by President Nyusi and the leader of the opposition, and hence participation of its members in project activities was more limited.

The time frame is too short to assess the catalytic effect in terms of oversight and application of the human rights-based approach. However, unless the Parliamentary Centre of Study and Training and Technical Secretariat assume a greater role in providing capacity building and technical know-how, or at least greater capacity to call those who can provide it, the training will last only one legislature.

The Consortium established successful partnerships with relevant players, including EITI and UNU-Wider, and both participated in several events including trainings as well co-hosting a regional conference on the EI sector and sharing international experiences thus expanding the project impact. However, there are several key players in Mozambique who carry out important work in the field of EI who are not regularly invited by NA or PAs to share their sectoral analysis because they are seen as too critical although they were accepted as trainers. Establishing and maintaining the relationship of trust with Parliament is key to the project implementation and is an understandable strategy, which thus limits the partnership to more acceptable organizations. However, tapping into the work of the more critical CSOs and using materials produced, in particular as case studies, and as topics to be discussed in seminars/advocacy meetings, would contribute to the achievement of the project results and would be a good use of available resources/knowledge.

2.1.4. Efficiency

Concerning the Consortium, the empirical observation of the evaluation is that **the division of tasks and responsibilities between NIMD and Demo-Finland has not been entirely clear.** This is possibly due to the short turnaround time to prepare the original proposal (2 weeks – although the signature of the funding decision then took a long time). This causes delays in report delivery as reported by interviewees and a possibly important increase of transaction costs due to duplication of workload when draft reports bounce back and forth between the three capitals. Despite this, **the Consortium was able to deliver the project outputs as planned** (although putting the Parliamentary Centre of Study and Training in the driver’s seat in delivering technical assistance to MPs and MPAs will be fundamental for the project sustainability).

The Steering Committee was extremely useful in tackling problems as they arose but did not translate into more ownership of the project by the Parliamentary Centre of Study and Training.

The Consortium used resources appropriately and economically to produce the desired results by combining events (seminars followed by round tables) and co-organizing activities with other organizations. Due to delays in the funding decision by Finland, the project at the end of the first quarter of 2017 started later than planned, which resulted in an under-execution of the original planned budget (over 100,000 EUR), with many disbursements being delayed over to 2018 and 2019. Thus, the budget for 2019 is over 400,000 EUR instead of the originally planned, c. 200,000 EUR, a situation that has been accommodated by extending the project end date from June 2019 to November 2019.

2.1.5. Aid effectiveness (Effectiveness of aid management and delivery)

The project objective, improvement of natural resource governance and parliamentary oversight, is very much owned by the National and Provincial Assemblies, but the organization of activities, including outreach to CSOs, is still driven by the Consortium. This is partly due to the issue of mistrust of critical voices but in the cases where Provincial Assemblies are interested in involving more CSOs, they cite their funding as a limitation (one Provincial Assembly mentioned that its operating budget had decreased by 15% in the current legislature) as well as the limited role of the Technical Secretariats.

The Consortium coordinated activities with other actors, UNU-Wider and EITI and relevant government institutions, but there is room to improve it to further the project’s reach, particularly in capacity building and citizen engagement.

The project successfully tapped into the expertise and programs carried out by CSOs based in the provinces and brought them into the fold to play a role in seminars but less in a critical dialogue. However, the promotion of participation and inclusion is an on-going effort and the interaction with communities, in most cases limited to one oversight visit, is not enough.

2.1.6. Sustainability

The National and Provincial Assemblies do not have the conditions in place for the project products and results to continue after the intervention has finished. Despite their interest, manifested by all people interviewed, financial (no money), institutional, legal (no formal relation between national and provincial assemblies), technical (few technical staff, reliance on outside experts to the detriment on in-house talent or potential talent) and political aspects (allegiance to party) are limitations. The project benefits are unlikely to continue unless the Parliamentary Centre of Study and Training and the provincial Technical Secretariats take the driver’s seat.

The project products are available and there is interest in continuing using them to support the oversight exercise. Currently MP/MPAs are motivated to continue working on the oversight of the EI, however, their mandate ends this year. **The good will achieved by this project will rely on the interest of the incoming members to continue to interact and collaborate, since there is no support institutionally and legally to do so.**

2.1.7. Coherence

The Project complements and contributes to the objectives of the Good Governance impact area of Finland’s Country Strategy in Mozambique and benefits from the work carried out by Finland’s development partners in country.

2.2 Result area 1: Capacity building

The project aimed to improve the government oversight role in the field of NRM, from the perspective of human rights (including the impacts of EI as well as climate change in communities and people’s lives) by providing tools, skills and knowledge to Members of the specialized Committees in the NA and PAs. These would also contribute to increase the knowledge and capacity of the 1st and 5th Committees to substantially contribute to inclusive regulations on NRM, as well as increase the space for Members of six Provincial Assemblies to give input on the legislative processes related to NRM. The approach adopted and joint events (training, roundtables and oversight visits) would contribute to the adoption of a culture of tolerance, inclusiveness and constructive dialogue in the work of the Committees and debates in plenary sessions.

2.2.1. Provide to MPs and MPAs tools, skills and knowledge for their oversight role in the Extractive Industries (EI)

The themes explored and the content of the materials reflected Mozambique’s development priorities and strategies included in the Government five-year development plan and adopted the human rights-based approach. Cross-cutting issues such as **gender equality and climate sustainability**, key objectives of Finland’s Development Policy as well as Agenda 2030 and the Paris Climate Agreement, **were not fully integrated in project products although they were touched upon and included in some of the trainings/seminars and addressed in the exchange visit to Finland.** MPs and MPAs mentioned the importance of women having access to jobs in the EI, and several were very impressed that in Finland women work in the sector. However, they considered their knowledge to address both the gender dimension and climate sustainability as limited, and they would benefit from further guidance on how to integrate these elements into their analysis of legislation and policies as well as their oversight work.

The project activities and products contributed to enhancing knowledge about the legislative framework, as well as introducing a human rights-based perspective to parliamentary oversight, and MPs/MPAs have broadened the scope of their oversight and are preparing their work more efficiently, in particular the field visits. The modalities used - training in a retreat followed by roundtables and seminar, bringing together MPs, MPAs, CSOs and experts and joint oversight visits, **contributed to improving the cooperation and coordination between the National and Provincial Assemblies in the area of extractive industries**, which was recognized by both as important – particularly by the MPAs.

Using the tools and skills/knowledge acquired, MPs and MPAs discussed the issues they identified during oversight visits as well as in meetings with citizens/CSOs. They identified specific issues to be regulated and/or legislation to be amended, such as those relating to resettlement, environmental protection and transparency in the distribution and use of the percentage of production taxes apportioned to the communities affected by the operations of the EI (the 2.75% that is channelled to the community via the state budget).

The capacity building effectively contributed to enhancing the understanding and capacities of the Parliamentary Committees and Provincial Assemblies and **now the oversight is “results oriented”** according to MPs and MPAs interviewed. They also understand better the legislative framework including the share of

production taxes to communities affected by extractive industries as well as the difference with corporate social responsibility. As a result, **according to the MPs/MPAs they are informing communities about their rights during the oversight visits, although this was not corroborated in the four focus groups with communities and CSOs.** This is in part due to limiting their interaction with the electorate to the oversight visits. It would be important to identify a budget neutral mechanism for MPAs to be able to more actively inform their electorate about their rights and to monitor compliance with the legal framework.

The capacity building – both the themes and the methodology – **resulted in greater networking and collaboration on natural resource management between MPs and MPAs**, thus contributing to a stronger democratic environmental governance oversight system. The networking also resulted in CSOs in the provinces being recognized as resources in providing capacity and as a result, Provincial Assemblies are inviting them to share their expertise. At the national level, however, CSOs noted that interaction with specialized Committees has diminished during the current legislature, as they are accused of being too critical.

Despite this recognition of the CSOs’ role in advocacy and contribution to monitoring the implementation of the legislation and the impact EI has on people’s lives and on the environment, contact with MPs and MPAs remains limited to training/oversight visits organized by the project and have not been institutionalised in the regular *modus operandi* of the Assemblies. It would be useful to encourage the Provincial Assemblies to invite CSOs to present their work and discuss findings, at no additional cost to the Assembly, as well as encourage them to propose such meetings. In terms of citizens, MPs/MPAs are well versed with their responsibility to represent the people and **through the project, interacted with the common citizens to learn about the reality on the ground of the impact of the EI in the community** – from job creation, to environmental impact and impact on local development. However, **the MPs and MPAs interviewed are keenly aware of the need to do better in terms of follow-up and accounting to the people.**

The Consortium is currently (mid 2019) providing assistance to MPs, MPAs and the technical secretariat to more effectively account to the electorate on the results of the oversight, which both the communities in areas of EI operations and the CSOs interviewed considered weak.

The capacity building gains, however, are limited by the limited role of the Parliamentary Centre of Study and Training (explored further under result 3) to support the representatives that will be elected in the October 2019 elections. Despite the limited capacity to replicate training, **the products developed provide an excellent basis to continue providing capacity building to new MPs and MPAs.** The guide has contributed to a human rights-based approach, but unless the secretariat takes the lead in providing technical assistance, the effect will not be catalytic given the turnover of MPs/MPAs at each legislature.

2.2.2. Increase knowledge and capacity of the MPs from the 1st and 5th Parliamentary Committees to substantially contribute to inclusive regulations on NRM

The capacity building of the 1st and 5th Committees did not translate into legislative initiative and MPs still continue to limit their role to advise the government to develop the regulations/amend laws. This is despite the many activities organized by the project ranging from advocacy meetings, seminars and round tables (activities 1.3.1, 1.4.1 and 1.4.2) held to review the effectiveness of the implementation of national and international regulations and government policies in the sector of natural resources and its impact on people’s life and the environment and the share of international experiences.

2.2.3. Increase space of six Provincial Assemblies to give input on the legislative processes related to NRM

Given the limited legislative initiative, **the six provincial assemblies are not giving input to the legislative process and the Government is still the main player consulting CSOs and citizens when drafting or amending legislation.** According to project reports the Provincial Assemblies Secretariat developed policy papers to support legislative and oversight work, however, these were not mentioned by the MPs and MPAs and it was not apparent they are seen as a resource for their work (finding further explored under Result 3).

2.2.4. Promote the adoption of a culture of tolerance, inclusiveness and constructive dialogue

The **project has promoted greater interaction between the National and Provincial Assemblies in the area of extractive industries thus improving the coordination of oversight work.** This is an important first step that can be bolstered by more regular two-way communication, for example by the Provincial Assembly sharing its oversight reports with the NA, and vice versa, and during interactions promoted by the project review them and define a role for MPs and MPAs in monitoring the implementation and impact of oversight recommendations. In addition, this relation is very vital to share the provincial experience in the EI sector and work towards avoiding problems that have existed in the installation and operation of EI to address the areas that systematically are problematic – compensation, resettlement, pollution – to ensure compliance with the legislation and to recommend improvements.

National and provincial level parliamentarians engage with the public institutions responsible for oversight of extractive industries, however, at the provincial level this has little impact because the EI is dealt centrally with little involvement of provincial authorities. However, on a positive note, MPAs considered the interaction with MPs as bolstering their role in holding the government more accountable.

2.3 Result area 2: Citizens’ engagement

2.3.1. Improved interaction and communication between the elected members of the Specialized Committees related to NR with local assemblies /citizens in general

Citizen engagement is key to ensure the revenues generated from natural resources are channelled to meet their priorities in a transparent and effective manner as well as compensating those who lose their livelihoods, as areas on which they base their livelihoods are granted for exploration. The role of the NA and PAs is to represent the diversity of interests including private sector, and **through this project according to a MP they are overcoming their frustration by being able to hold the Government and EI companies accountable in a more systematic manner.** As one said “You think we are not aware of the problems (with extractive industries), but our issue is how to intervene”. During the project, the joint visits to problematic areas – Vale in Moatize and Haiyu heavy sands in Nampula – had success in solving some of the issues raised by the communities. This demonstrated the power MPs and MPAs have in holding the executive accountable to the people and influencing companies to comply with the legislation and obligations they assumed with the community in the areas of operation of EI.

2.3.2. Specialized Commissions formulate their work agenda on natural resources management based on citizens’ interests including the special interests of disadvantaged people and minorities

The **project has contributed to improving interaction and communication between the Specialized Committees related to natural resources and citizens in site visits, however the interaction has not been**

sustained beyond the activities organized by the project and has not resulted in greater accountability. In interviews with members of the Specialized Committees, some state their work agenda on natural resources management is based on the Government Social and Economic Plan (PESOD) and budget, whereas others state that it is based on citizens’ interests (which, however, was not corroborated by citizens and CSOs). None stated it was based on the special interests of disadvantaged people and minorities. **In relation to mechanisms of communication between the parliament and CSO, CSOs in general did not consider it to have improved.**

The project supported several events that brought citizens/CSOs and MP/MPAs together, often for the first time in the provinces. However, from the side of citizens/CSOs they have yet to see the value of the oversight. The communities visited feel abandoned and as one describes, *“they (the ones holding the power) are eating at the table and do not care about us”*. EI that were found not to be in compliance with their obligations have been suspended. Despite this, the citizens and CSOs interviewed do not yet see the role of the Parliamentary Committees and Provincial Assemblies in the protection of their rights – to a clean environment, to revenues from the production as a means to compensate their loss of land, to jobs and other positive externalities – and in ensuring that national and international regulations are complied with.

On the other hand, the majority of MPs and MPAs consider the CSOs to be an important source of information and technical know-how.

The Consortium delivered on the expected output – 5th Committee developed annual agendas (2.1.1), # site visits were conducted (2.1.2), interactions with EITI were organized and networking supported at the provincial level with CSOs working on natural resource management (2.1.3) and at annual multi-stakeholder meetings (2.2.2). In addition, technical assistance was provided for the improvement of methodologies and mechanisms for collaborations and interaction of the specialized Committees with citizens and other stake (2.2.1) – **but after two years, it is unclear if these will result in being incorporated into the working praxis of the NA and PAs. If incorporated, they will contribute towards the project outcome.**

2.3.3. Mechanisms of communication between the parliament and relevant stakeholders on EI (CSO, Media, PP) improved

The EI is managed at the central level and contracts are signed by the national government. All taxes are paid to the central government, even income taxes of local staff are not paid locally, and monitoring for compliance with contract obligations, including protection of the environment, is carried out by the national authorities. **The provincial public institutions do not play a role in the oversight of extractive industries and, based on the interviews conducted, they do not receive information on the outcome of government’s monitoring work regularly. This means that when MPAs seek more detailed information on the operation of EI at the provincial level, it often is not available** (for example in Inhambane province, neither the MPAs nor the Provincial Directorate of Mineral Resources and Energy have seen/had access to the contract of the South African company Sasol’s gas exploration). **This has hindered the achievement of the outcome; however, the project is providing an avenue to address this shortcoming (access to the information) because MPAs are able to obtain relevant information from the MPs in relationships created at the events organized by the Consortium.**

The indicators for this result area, citizen engagement, are adequate to measure progress and changes aimed at by the Project but it would be useful to include targets that capture progress in establishing channels of communication between the parliament and relevant stakeholders on EI (CSO, Media, PP) beyond external mechanisms (such as the EITI). Supporting activities could range from producing a brochure

about parliament and contacts, to participating in radio programs to explaining parliamentary work and coordinating with other players who conduct civic education to include information about Parliament.

Governance of the EI calls for a role for many actors and the project needs to be aligned with other initiatives so that citizens and CSOs can hold the MPs and MPAs accountable to the people and contribute to greater interaction with affected communities.

A fundamental aspect in the exercise of natural resource oversight and balancing competing interests (economic growth versus environmental protection among others) is the continuous engagement of citizens and local players – be it CSOs or private businesses or academia – and the project allowed for this interaction. However, the **citizens and CSOs interviewed do not consider the interaction sufficient and most do not know how to contact their representatives**. Given the experience with several EI, an important investment is to make the parliament more visible and help them more actively interact with citizens to both hear from them, as well as account to them, on what they have done to respond to the issues raised. Given the limited finances, it would be useful to explore during seminars, work sessions and exchange visits how to better take advantage of the fact that MPs are based in the in the provinces for part of the year and MPAs in the districts. This opportunity is important to maintain regular contact with the local population as well as monitor the implementation of their recommendations at no additional cost, rather than rely solely on the oversight visits that only happen twice a year and are costly.

2.4 Result area 3: Collaboration between Parliament and Provincial Assemblies on six provinces

The project defined collaboration between MPs and MPAs as one of the conditions for the improvement of the learning and informed process for oversight activities. This would be achieved by (i) capacitating the Parliamentary Centre for Study and Training to organise trainings and learning initiatives for MPs and MPAs; (ii) institutionalising a national platform of coordination; and (iii) supporting the work of the platform on experience sharing and training. Those three combined efforts were intended to be the main mechanisms and to some extent within which interactions would take place between the MPs and MPAs, and with other key stakeholders. In this regard, the MPs would take the advantage of this experience, and as a result of their learning and knowledge exchange, understand the dynamics shaping the extractive projects and their impact on socio-economic development and the environment. By emphasizing the need for collaboration between the two different levels of political representation, the project was aiming to contribute to the improvement of the quality of information, knowledge, and skills of MPs and MPAs with regards to the instalment and operations of extractive industries and how they are intertwined with citizen’s rights, to better inform the policy debate and review of legislation. In line with these expectations, the evaluation team has assessed the three mains outcomes of Result 3, presented as follows.

2.4.1. Learning and Training Centre of the Parliament capacitated and committed to organizing joint training and learning initiatives for the elected members at the Provincial level

The parliament took an important step in establishing the Parliamentary Centre of Study and Training in 2011, which aims to be a resource centre for representative bodies. As it has only recently been established, under the current context of deep financial crises, the centre continues to be strongly limited in its capacity to play its role. **Interviews with MPs gave a clear indication of the recognition of the importance of the centre of training, but all of them demonstrated their concerns regarding the lack of capacity to deliver and organize**

trainings. Both MPs and MPAs mentioned that the centre is not yet able to conduct studies and provide training.²⁶ Some argued that, in general, the centre is mostly engaged in administrative and logistic activities.

The project has successfully been able to engage the centre in the joint organization of training with the IMD. However, ensuring the Centre plays a key role in training MPs and MPAs remains challenging, because of the above-mentioned lack of staff and non-existing skilled personnel with knowledge on extractive industries, resulting in the centre mostly playing an administrative and logistical role in the preparation of trainings or roundtables and knowledge products. Thus, the IMD represents in effect the key actor on the overall process of organizing and guaranteeing that experts are mobilized to support the delivery of training selected for the committee’s members and in preparing knowledge products.

An important dimension of the role that the centre is expected to play is related to the capacity it should create by assisting and/or developing the skills and knowledge on the MPs for the production of legislation or at least make amendments of the existing or proposed legislation. It is important to recall the various issues that the extractive sector is currently facing, including the controversial 2.75% of production tax to be allocated at the local level; the lack of corporate social responsibility legislation; the weak enforcement of resettlement and compensation; taxation etc.

The project’s annual reports and the information provided by the representatives at the national and provincial assemblies interviewed indicate that **the parliament has not been able to provide enough contribution to the legislation on extractive industries.** The initiative to draft new legislation remains dominated by the government. On the other hand, despite trainings, exchanging of experiences, roundtables and the joint oversight activities, there is no clear evidence of legislation or amendments on the legislation being informed by those initiatives during the implementation period. Nevertheless, one may argue that this is not to be considered a weakness of the project as such.

Furthermore, the majority of MPs understand that in general the knowledge and assessment in relation to legislation, contracts, and the different phases of EI projects need to be significantly improved in different ways.²⁷ Among the MPAs this represents a major challenge since they lack the basic competencies to understand the legislation on extractive industries and the value chain of EI projects is yet more complicated.²⁸ This may be in part explained by the lower level of literacy of the MPAs, the lack of incentives for them to explore the sector and legislation, the level of centralized information and decision-making process on the EI (particularly mining, oil and gas), and the MPAs lack of power and authority in relation to the extractive industries.

Although the project has created awareness among the members of the 1st and 5th Committees, which is also a result of combined initiatives by other organizations (see Macuane and Langa 2019), the quality of trainings on extractive industries needs to be improved to meet the expectations of MPs. It should be less theoretically oriented, by adjusting the trainings to an approach that captures the specific country context and practices.²⁹ According to the president of the 2nd Committee it would be very useful to adopt a case study approach to allow MPs to explore the dynamics of the sector in Mozambique

²⁶ Interview with MPs at the Assembly of the Republic, and with MPAs in Tete, Nampula, and Inhambane; May – June 2019.

²⁷ Interview at the parliament (May 2019).

²⁸ Interview at PA (Nampula, May 2019), and at the parliament (May and June 2019).

²⁹ Interview with a high ranked member of the parliament (Maputo, May 2019)

2.4.2. Establishment of a National Platform of communication and experience sharing among Specialized Committees at parliament and Local Assemblies.

The project annual reports suggest that a National Platforms of communication and experience sharing was created.³⁰ However, the evaluation team has not found evidence of it, although joint meetings/roundtables between MPs and MPAs were organized and joint oversight activities took place. The concept of a National Platform is interrogated in a sense that it means an existing and structured mechanism of systematic interactions and communications between those, who are part of it. However, establishing a National Platform between MPs and MPAs is not an easy exercise due to the specific limits emanating from the current mandates of each organ that are unlikely to result in a formal platform. The NA is an organ of sovereignty, whereas the Provincial Assemblies are overseen by the Ministry of State Administration and Public Service, and the two organs are not hierarchically dependent on each other.

Despite this, the idea of collaboration between them is mutually beneficiary in terms of learning and knowledge acquisition and during its implementation, **the project has progressed significantly in improving the interaction between MPs and MPAs.** This did not exist in the past and in the provinces not included in the project this is not happening.³¹ Such interactions were expressed through several joint trainings and roundtables, exchange of experiences including joint oversight activities with extractive projects (the summary of activities in Annex IV provides further details). Those activities have taken place mainly driven by community concerns over environmental, human rights, corporate social responsibility and compensation, and resettlement issues.

As a result of activities in line with the idea of collaborative actions between MPs and MPAs on extractive activities, demands from communities affected by Vale’s mining activities in Tete Province resulted in the interruption of operations in one of its coal mines to solve the environmental issues. In two locations in Nampula Province, namely in Larde, with Kenmare heavy sand project and Haiyu Mozambique Mining project in Angoche, **conflicts between the companies and local populations over compensation and resettlement were successfully resolved after meetings with members of the NA and provincial assembly were held with the companies and communities.** A memorandum of understanding was signed between companies and local communities, witnessed by MPAs and local CSOs to ensure a compromise.

Currently, the process of collaboration between MPs and MPAs depends mostly on partners’ support. In general, all interviewed, whether MPs or MPAs, including members of CSOs, stated that activities linked to oversight of extractive industries have been possible with the financial support of partners, including IMD or other CSOs working with representative members. In Nampula, AENA, and FACILIDADE, two CSOs, signed a memorandum of understanding with the Provincial Assembly to provide support to some of PA’s activities. In addition, AENA worked together with IMD on the oversight visits made by MPs and MPAs to Angoche and Larde.

2.4.3. Support the work of the Platform on experience sharing and training

While the National Platform does not exist as such, for the purpose of evaluation the most important issue is to consider the materiality of this specific sub-result. The project may have to work in establishing a more structured approach to ensure that support for experience sharing and training exist. Currently this is yet a

³⁰ IMD, DEMO Finland, and NIMD. Annual report: Improving oversight of Mozambique's governance. Year: January – December 2018.

³¹ Interview with MPAs in Tete, Inhambane, Nampula and Gaza confirmed this fact.

huge challenge and the sustainability of the experience and training is linked to the role played by the Parliamentary Centre of Study and Training.

2.5 Result area 4: International and national networking and collaboration on NRM

The outcomes of these outputs were defined as support to MPs to carry out consultations and field visits (for 1st Commission of the National Assembly), multi-stakeholder roundtables, support to publications related to EI, training of MPs on international regulations, the promotion of peer-to-peer learning and networking between Finnish and Mozambican MPs, especially female MPs, and the organisation of an annual bi-national symposium on good practices. The outputs in the results framework are, at the same time, indicators, and one of them (4.2.1 Training of MPs on international regulations and conventions) was cancelled by a decision of the project’s Steering Committee (November 2018) due to impossibility of access to data.

2.5.1. Members of Parliament have been exposed to different models, practices and policies in the extractive industry internationally

A large number of beneficiaries participated in the activities, including MPs, MPAs, CSO representatives, media and academia in meetings, roundtables and workshops where different models, practices and policies in the EI were explored. Publications, four policy briefs and one paper, were also prepared. An important activity was the parliamentary visits from Mozambique to Finland (2017) and from Finland to Mozambique (2018). Curiously enough, the Regional Conference of Parliamentarians on Natural Resources Oversight in the Southern African Development Community (SADC), organised in Maputo in November 2018, is listed under Result area 1 (Outcome 1.4.2) and not under Result area 4.

According to IMD, to save costs, especially travel costs, the project organised joint events so that a workshop was held on Day 1, and with the same participants, a 2-day seminar on Days 2 and 3. Basically, this is a valid way of proceeding under budgetary constraints, but the method makes it difficult to clearly distinguish between results/outputs between Result areas.

2.5.2. Increased understanding and knowledge of MPs in the Parliament about International regulations and convention of Natural Resources and their role in monitoring the implementation of the same

The evaluation found that this Result area is of **high relevance**. All interviewees who had participated in the Regional SADC Conference estimated that it was most useful to share experiences and learn from what has been done in Africa in questions related to NRM and parliamentary oversight – this Conference was however listed under the activities of Result area 1. The concrete **development impact** of this Result area could not be assessed by the evaluation, and in any case after two and a half years of implementation, the time lapsed is too short for an impact to show. However, anecdotal evidence suggests that some CSO representatives are already trying to put into practice some shared experiences presented in the Regional SADC Conference. The potential development impact of this Result area is strong if the project contributes to increased consideration of human rights and citizen participation in the management of natural resources, thus guaranteeing social cohesion in Mozambique.

2.5.3. International cooperation between Mozambican Parliament (MPs) and Finnish Parliament (MPs) strengthened on the area of natural resources

The Mozambican participants who participated in the parliamentary exchange to Finland, mentioned two topics as the main contributions of the visit. First, the question of gender equality through example. The

second one concerned the role of natural resources – in the case of Finland, forests and forestry – in the development of a country. Finland’s industrial development was based on its forests, later paper, then pulp and paper machinery, and ending up with a strong Information and communications technology sector. The impression of the interviews was, however, that in case of having to choose between a visit to Finland and a regional African sharing of experiences, the latter would prove more useful for the Mozambican MPs.

For Finnish interviewees, the question of relevance of the project presents itself from a different perspective. For the Embassy of Finland in Maputo, the project is considered not only relevant but **strategic**. For Mozambique, the governance of natural resources and extractive industries is a key question for the country’s future, and in this way the project is **coherent** with the Country Strategy for Mozambique. For the Embassy itself, the project is strategic because it offers an access point to working with politicians and political parties (through the contact with IMD) that is relatively rare among development donors, who generally work with governments.

Furthermore, **the Embassy sees the exchange of ideas and experiences between Mozambican and Finnish MPs as strategic for Finland**. Extractive industries in Finland is far from optimally legislated, regulated and controlled. Finnish MPs – although only two of them were interviewed – see yet another strategic interest in the exchange visits to constructing knowledge and awareness on development questions among MPs, which in the long run can have an impact on the resources approved by the Parliament for development cooperation. One Finnish interviewee saw the role of the visits in terms of image-building of Finland by showing the country in a very positive light. However, the parliamentary visits have not produced continuous contacts (in words of indicators: international cooperation) between Finnish and Mozambican MPs beyond occasional emails between some of them (mainly due to questions of language) immediately after the visits.

In terms of **effectiveness** (that refers to the degree to which outputs of the project contribute to the achievement of outcomes), the evaluation findings are more mitigated, especially in terms of improved networking and collaboration at the national level between the NA and PAs. While several interviewed persons, including MPs, MPAs and CSOs, mentioned that there has been a change in attitudes of MPs towards their provincial counterparts and some contacts with CSOs, the project has not been so far able to change the basic mistrust of elected representatives towards civil society actors. They are often seen as ‘an enemy that contaminates the society’, in the words of one interviewee. The evaluation could not contact journalists for interviews to assess the media part of the equation. Furthermore, in the provinces the opinion was expressed that in absence of external funding from a project, the interaction between MPs and MPAs would not continue.

The lowest scoring for this Result is in terms of **sustainability**. In view of probable high turnover of MPs and MPAs in the October 2019 elections since almost none of the outcomes of the Result area are guaranteed to continue unless a new phase of the project is implemented. The project has not yet produced a sufficient critical mass of MPs and MPAs trained in international conventions and regulations of NRM and exchange among them, nor are contacts between them and CSOs, academia and journalists consolidated enough to continue without external support.

3. RATING OF PROGRAMME PERFORMANCE

The evaluation team rated consensually the Programme performance according to the four result areas (on a scale from 1 to 3 where 3 means significant contribution, 2 some contribution and 1 no contribution – the evaluation did not try to establish attribution).

For the first result area, the evaluation concluded that the specialized committees in the Parliament and Provincial Assemblies are better equipped for oversight in the field of NRM, earning the score of 2. The rating could have been even higher were it not for the indicator’s reference to the impact of climate change in communities and people’s lives; the evaluation could not establish any environmental perspective in MPs and MPAs oversight. An analogous situation is present in indicator 1.2 which is rated only 1. While there is no doubt that the MPs of the 1st and 5th Committees have increased knowledge and capacity about NRM and the EI, the MPs and MPAs consistently describe their oversight role in terms of verifying the government’s socio-economic plan. Although the project has broadened the scope, they do not conceive their role in terms of the mapped rights of the affected people in the provinces. For the next indicator, 1.3, the rating is low, 1. At present Provincial Assemblies are not giving input to legislative processes related to NRM to the NA despite the contacts made possible by the project between MPs and MPAs. Furthermore, it was explicitly underlined in the interviews that initiatives in legislation remain the prerogative of the Government and sometimes MPAs are invited to comment on drafts (several mentioned they were invited to comment on the labour law but not on the land law). MPs also are only involved in an incipient way – and even less the MPAs, either due to strict party discipline imposed by the parliamentary groups and ultimately the political parties or not yet so consolidated capacities to influence legislation.

On the other hand, the project has contributed to a culture of tolerance, inclusiveness and constructive dialogue in the debate of the parliamentary committees and plenary sessions (rating 2).

Result area 1	Contribution
1.1. Members of the specialized Committees in the Parliament, Provincial Assemblies are better equipped with tools, skills and knowledge for government oversight role in the field of NRM, from the perspective of human rights (including the impacts of extractive industry as well as climate change in communities and people’s lives);	2
1.2. Increased knowledge and capacity of the 1st & 5th Parliamentary Committees to substantially contribute to inclusive regulations on NRM, which take into consideration the mapped rights of the people concerned;	1
1.3. Increased space of six Provincial Assemblies to give input on the legislative processes related to NRM; and	1
1.4. Culture of tolerance, inclusiveness and constructive dialogue is adopted and reflected during the work of Parliamentary Committees and debates in plenary sessions.	2

Concerning the second result area, while the interaction and communication between members of the Specialised Committees and provincial assemblies and citizens in general improved during the project (score 2), the evaluation found little evidence of the Committees formulating their own agendas and national plans based on citizen’s interest and/or disadvantaged people and minorities; nor of (permanent) mechanisms of communication between the Parliament and relevant stakeholders (in both, the score is 1).

Result area 2	Contribution
2.1. Improved interaction and communication between the elected members of the Specialized Committees related to Natural Resources with local assemblies /citizens in general;	2
2.2. Specialised Committee formulates their work agenda and possible National Plans on natural resources management based on citizens’ interests; including the special interests of disadvantaged people and minorities; and	1
2.3. Mechanisms of communication between the parliament and relevant stakeholders on EI (CSO, Media, political parties) improved.	1

For result area 3, the Parliamentary Centre of Study and Training was involved in organizing the trainings and learning initiatives for MPAs, though, its role was merely administrative according to interviewees. According to some interviews, the Centre is a weak point for the project, as it is a new structure within the Mozambican NA and not yet fully operational. For the two other indicators, there is communication and experience sharing among Specialised Committees and provincial assemblies but it would be an exaggeration to call it a National Platform.

Result area 3	Contribution
3.1. Learning and Training Centre of the Parliament capacitated and committed to organise joint trainings and learning initiatives for the elected members at Provincial level;	1
3.2. Establishment of a National Platform of communication and experience sharing among Specialized Committees at parliament and Local Assemblies; and	2
3.3. Support the work of the Platform on experience sharing and training.	1

As for the result area 4 on sharing and awareness building and networking on international regulations and conventions concerning NRM, the evaluation found little regular, established collaboration between the Parliament and other stakeholders related to NRM hence a score of 1. On the other hand, there definitively is some degree of increased understanding and knowledge of MPs about international regulations and conventions and about their role in monitoring and oversight (score 2). The degree to which MPs have been exposed to different models, practices and policies of NRM internationally deserves the score of 3. While the visit to Finland by Mozambican MPs and to Mozambique by their Finnish peers have largely been described as successful, the evaluation could not give this indicator an exact rating, mainly because the visits did not result in further cooperation between the two Parliaments. However, the visits have resulted in an increased understanding of the democracy support among Finnish MPs but this positive outcome is not captured by the existing results framework.

Result area 4	Contribution
4.1. Regular collaboration between Parliament, CSO, academia, government institutions strengthened, related to NRM;	1
4.2. Increased understanding and knowledge of MPs in the Parliament about International regulations and convention of Natural Resources and their role in monitoring the implementation of the same,	2
4.3. MPs have been exposed to different models, practices and policies in the extractive industry internationally; and	3
4.4. International cooperation between Mozambican Parliament (MPs) and Finnish Parliament (MPs) strengthened on the area of natural resources.	...

The scores of the indicators may seem bleak and give a rather pessimistic view of the achievements of the project, the evaluation, however, assesses that the project has been successful when considering its duration of two and a half years and the political context. The reason for the seemingly negative scores rests in the performance matrix itself. The indicators do not reflect what has been achieved – they are ‘beside the point’ in a way, missing their target – either because overly ambitious (the National Platform; disadvantaged people and minorities considered in legislation, ‘international cooperation strengthened’ with only one visit each way etc.) or concerning instances not prepared to benefit from the project’s activities (the Learning and Training Centre).

It is recommended to take this evaluation finding into account when designing the indicators of the next phase of the project.

4. CONCLUSIONS AND LESSONS LEARNED

4.1 Conclusions

The political context in which the project operates is difficult and not conducive to immediate results. The fact that party discipline is very strong at the NA and PAs reveals the permanence of a clientelist political system, where obedience is due to the party, and in the last instance, the party leader. During the focus groups discussions with communities and CSOs they often commented that the MPs and MPAs are loyal to their political party and not to their constituencies, limiting their accountability towards them. This situation hampers the MPs’ and MPAs’ ability and preparedness to take the initiative in questions related to NRM, and in other issues as well. This conclusion is based on the empirical observation of the numerous times the word ‘fear’ came up in interviews during the evaluation, and not only in meetings with CSOs. Naturally, this is not a reason for not working with the elected representatives - quite to the contrary. In consideration of this situation, the project strategy has been correct, but the progress has, so far, been only incipient, which is not unusual in governance projects.



FGD with local community in Moatize

The attitude from MPs and MPAs towards CSOs and other citizens’ organisations is that CSOs are disturbing elements in society, thus leading to a situation, where mistrust reigns towards them. Few CSOs reported in the interviews that the situation and their possibilities to influence decision-making has improved during the last years. The mistrust and fear have led, on the other hand, to a relatively positive tendency of CSOs to form platforms, to coordinate among themselves, because ‘alone they would be too vulnerable’. At the level of communities, they told the evaluators that MPs or MPAs often react and start oversight control visits in cases of irregularities practiced by mining companies only after the communities make a lot of noise (*‘barulho’*, another word often repeated in the interviews) in the form of strikes or through social media, for instance. Raising awareness amongst the elected representatives remains critical and the project definitively has a role to play in the future. It also points to the need to coordinate with

other actors that support the engagement of CSOs, both in terms of their advocacy, research and participatory governance to support constructive “*barulho*”.

Mozambique is engaged in a decentralisation process. This process will have an impact on the role of provincial assemblies and their oversight of NRM, although specific natural resources, such as mines and hydrocarbons, will remain under centralized management. For the moment, there is a contradiction in the law instituting the PAs and their real power to exercise oversight. The mining concessions and other extractive industries’ contracts are the prerogative of the Government and given the decentralization, it would be important for the project to analyse its impact on the PAs in the next phase of implementation.

While gender equality was discussed and relatively present in the parliamentary visits from/to Finland and Mozambique (e.g. a seminar in Helsinki on women in politics, organised in the context of the parliamentary visit to Finland), at the provincial level the introduction of this cross-cutting objective of the project had less success. The project needs to address this cross-cutting objective more carefully despite the resistance, active or passive, of MPAs and MPs towards this issue. The project could more actively support the female MPs/MPAs, who, according to interviews, have been quite vocal in defending their position in politics.

Two observations on the project itself deserve mention in this section. The first is the absolute necessity for the project to guarantee sustainability of the results. The project has not yet created the necessary critical mass of MPs/MPAs that would ensure a certain continuity of oversight capacity of elected representatives, especially in the face of the coming elections in 2019, with a probable high turnover of MPs. In this issue, the Technical Secretariats of PAs and the Parliamentary Centre of Study and Training are key, so that developed capacity building remains in the institution and so they can both provide an induction to new MP and MPAs as well as shape the institutional operations to incorporate the more inclusive approach promoted by the project. In summary, the Parliamentary Centre of Study and Training, the key element affecting the sustainability of this project, lacks staff, equipment, training materials, and other necessary resources for a better contribution and participation in a joint learning and training process. At the local level, the Centre is not known. Furthermore, the evaluation team has the impression that the centre itself is not clear on how to move forwards toward the consolidation of its role. It is clear that mobilization of resources is necessary and defining a strategic approach for capacity building is critical. The Centre will undoubtedly represent the main repository of information, the vector for reproduction and consolidation of knowledge and capacity to develop the skills of MPs/MPAs for oversight activities. Hence, if the Centre is well organized, well structured, with skilled staff and invested in with the necessary resources, together with the team of assistants of committees, it will be key in ensuring sustainability of efforts for improvement of the parliament’s oversight capacity. If the Centre does not appear to have the capacities for technical expertise, alternative solutions should be sought

The second observation is that, while communication between MPs, MPAs and civil society actors, including academia and media, seem to have improved as result of the project, much remains to be done. The evaluation found some positive examples in the field that could have been shared with other beneficiaries of the project. A case in point is the Memorandum of Understanding signed between the Provincial Assembly, civil society organisations and a mining company on the use of Corporate Social Responsibility (CSR) funds of the latter in favour of local communities, in Nampula. This example also tells that there is space for innovative local solutions despite the fact that the Mozambican legislation on CSR funds does not have its regulations in place.

The project has been able to make some progress in all Result Areas, but it is important to recognise that more progress is needed. The way in which the indicators in the Result Framework were designed played a

significant role in why achievements are seemingly limited and not as successful as hoped. For instance, the planned National Platform has not been created. Training and roundtables have been organized, but they do not reflect in their essence the idea of the national platform the project was aiming to establish. More interestingly, the expected increase of communication, learning and sharing of experiences between parliamentarians and members of provincial assemblies has not been so effective. This is partly due to the existing financial resources of the project as well as the implementation of specific trainings and/or roundtables for MP/MPAs to be able to share ideas or information. Thus, it is important that the project takes into consideration the institutional capacity of the Provincial Assemblies given that they face limitations in terms of financial resources for oversight activities, transport, and other equipment.

Concerning the management of the project, the evaluation paid special attention to how the Consortium works. First of all, IMD is highly appreciated by beneficiaries and stakeholders of the project, so much so that the project is practically dependent on IMD. There is trust in IMD and here the organisation has been able to capitalise its experience in working with political parties and politicians.

The financial flows between the Consortium members were found to be unnecessarily complex. For historical reasons Demo-Finland could not be the main signatory party with the MFA of Finland when the project was approved, and NIMD assumed this role (further detailed in Annex 5). The consequence of this arrangement is that the MFA of Finland provides quarterly instalments to NIMD in the Netherlands, according to the agreed project implementation contract who transfers funds to Demo-Finland to be sent to IMD to Maputo, according to the budget of planned activities over the following three-month period (see Annex 5 for a more detailed explanation). Thanks to the common currency, the Euro, these transfers from Finland to the Netherlands and back do not cause bank transfer costs, contrary to the transfer losses of bank transactions between Finland and Mozambique. However, there certainly is duplication of efforts and workload in the form of sending report drafts back and forth between the Consortium members causing higher transaction costs in the form of increased use of time – the transaction costs understood here as the cost of transforming the total financial contribution into activities in favour in the final beneficiaries.

The oversight and monitoring of the project is a shared competence of Demo-Finland and NIMD. According to interviews, Demo-Finland provides technical support in reporting and is more actively involved with IMD, but NIMD, too, participates in commenting the project reports drafted by IMD. The procedure invites the visual figure of a ping-pong between the Consortium members. The evaluation finds that there is space for streamlining the procedure and for a clear definition of duties and responsibilities between NIMD and Demo-Finland. The intention here is not to minimise the role of NIMD but to advise the three members to establish clear rules on who is in charge of what, to reduce transaction costs.

4.2 Lessons Learned

In the political context of Mozambique, EI is a sensitive issue between the Government, which is in charge of approving exploitation permits and contracts to EI companies and has the initiative in proposing legislation, and the Parliament, the project beneficiary. In these circumstances, a project promoting parliamentary oversight of natural resource management is forced to strive towards the integration of a larger scale of actors and in a deeper way than has been the case. The variety of stakeholders (media, academia, CSOs, NGOs, local communities, the private sector) is complex and in order to achieve results/outcomes, a piecemeal approach is needed.

By the very nature of representative democracy, the continuity of MPs/MPAs at the Parliament is not guaranteed in each election. This fact highlights the role of Technical Secretariats (or similar) in the

sustainability of projects to promote capacity in the parliamentary institution. While in the current situation in Mozambique, the technical staff of the NA and PAs may be regarded of less importance than the parliamentarians, they may gain prestige by the provision of services to the MPs, thus strengthening the institution as well as its legitimacy.

The evaluation has constantly been ‘confronted’ with the limitations of the project’s results framework. According to the indicators, if strictly interpreted (as indicators should be) the matrix gives an overly negative picture of the project’s achievements. It is true that the indicators have been modified by decisions of the Steering Committee in the course of the project, but these still are either overly optimistic or miss their target highlighting the importance of careful construction of results frameworks.

Concerning the Consortium, the division of tasks and responsibilities between NIMD and Demo-Finland was not totally clear, hence the importance of clear definition of duties and responsibilities, and a streamlined management structure to limit transaction costs and promote effective relations between the members.

5. RECOMMENDATIONS

Program

- Maintain project strategy, targeted institutions and approach of organizing joint events with National and Provincial Assemblies
- Maintain focus on EI and broaden the themes to include revenue management and resettlement as well as gender and environmental dimension emanating from international agreements (Paris Agreement, Agenda 2030 etc), in line with Finland’s development program and the country’s challenge
- Support inclusive discussion of MPAs responsibilities/roles in the context of the decentralisation process to drive programming focusing on local development dynamics related to EI and natural resources and strengthening the articulation between PAs and the CSOs working on EI and natural resources to improve the knowledge of the MPAs and the information sharing
- Expand the target beneficiaries to include the Budget and Planning Committee of Parliament
- Assist MPs to explore a better understanding of the EI value chain to ensure they are equipped with the information and knowledge for an effective policy and legislative interventions
- Put the Learning and Training Centre in the driver’s seat by assisting them to develop a detailed training program, to deliver an inception program to incoming MPs, to become a resource centre with relevant documents for oversight of EI (legislation, research, contracts) and in using more systematically in-house expertise and former MPs to deliver trainings/seminars
- Provide dedicated capacity building support to the Provincial Assemblies including long term dedicated training to a core team of members of the technical Secretariat on EI to assist the MPAs in the dispensation of their duties
- Support Provincial Assemblies’ Secretariats take the lead role in organizing forum to review contracts, benefits earned and discuss improvements on the process
- In project activities (trainings, seminars, exchange visits) and products (guides, policy papers) integrate:
 - creative ways use scarce resources more efficiently, such as presence of MPAs in all districts (although unclear if current model of selection, i.e. members of Provincial Parliaments from

all districts, will be adopted in new decentralized framework) and national deputies from all provinces, to monitor more regularly and to establish regular contacts with local players including CSOs and Community based organizations and communicate outcome to both MPAs in the province and MPs

- highlight representative role of MP/MPAs and share good practices in responding to citizens driven policy position
- gender and sustainable development as a cross-cutting dimension of NRM
- exchange of good practices and lessons learned from oversight of EI (i.e. learn from Nampula exploration of heavy sands)
- In trainings include case studies focusing on relevant opinions from the Court of Auditors/Administrative Court on EI as well as lessons learned/best practices on NRM - including compensation, resettlement, environmental protection - to develop expertise based on Mozambique's reality and identify
- Explore possibility/good practices with creation of group at NA (and PAs) composed by MPs/MPAs and technical staff to interact with CSOs
- Support better communication between elected representatives and citizens (i.e. brochure with contacts, Assemblies annual plan, radio interviews of MP/MPAs) and coordinate with other organizations focused on democratic governance to support communities in holding elected representatives accountable
- Support the creation of virtual libraries in the Provincial Assemblies to facilitate the access of MPAs and Technical Secretariat to relevant information (legislation, contracts, etc.) and platforms of dialogue
- Coordinate with other organizations support to enhance the capacity of the Forum of Extractive Industry
- Encourage CSOs to share their reports (and suggest a formal presentation to MPAs), use their work to prepare case studies to deepen debate/understanding of complex field; ensure complementarity with on-going work (GIZ, MAGTAP, UNDP support to SDGs)
- Design a guide for follow-up to oversight visits

MFA of Finland

- In calls for proposals, include as a key criterion for selection of implementing organizations:
 - ✓ a track record of working with parliament and delivering results
 - ✓ expertise on NRM
- In proposals, ask for an illustrative results framework to be further refined jointly with the NA and PAs after the project has been approved
- Time the project approval to start in the first year of the incoming legislature to capitalize on program gains
- Encourage development partners, both donors and national organizations, to coordinate their programs and organize joint activities in support of democratic governance

Implementing partners

- Clearly define the role of partners, if working in a consortium, and allocate funds based on responsibilities and actual workload of each consortium member
- Coordinate project with initiatives by other organizations and donors particularly those focusing on citizen engagement in policy making and institutional support

- Encourage implementing organizations to strengthen complementarity with other projects (i.e. Oversight project and NIMD’s regular programme with IMD, the School of Politics) in the field of NRM

Results framework

- Develop the detailed project results jointly with the NA and PAs
- Develop the detailed project results framework with SMART indicators and well-defined collection system jointly with the NA and PA taking into account the limited lifetime of the project vs. long term impacts of democracy support programmes and anchoring interventions to Parliament’s own strategies and action plans
- Tailor results of “interventions” to areas the project can influence (i.e. how much can the project impact the PA’s influencing power on legislation considering the lack of formal instruments of cooperation between NA and PA?) or tackle them by building the process of crafting amendments into the results
- Ensure greater sustainability, by including as a specific results of the project (i) capacity building of the Parliamentary Centre for Studies and Learning to provide technical assistance to elected representatives and (ii) development of mechanisms of communication and regular interaction between citizens and elected representatives
- Include output and outcome indicators to capture progress of the capacity of the Parliamentary Centre for Studies and Learning, the national and provincial secretariat to support the parliamentary work
- Use proxies to assess program impact in particular those related to the enabling environment for participation and revenue management such as the *Resource Governance Index* the *Open Budget index*³²

³² Available in <https://resourcegovernanceindex.org/> and <https://www.internationalbudget.org/open-budget-survey/>

ANNEX 1. TERMS OF REFERENCE

1. Background to the evaluation

a. Project context (policy, country, regional, global, thematic context)

Major discoveries of natural resources – most significantly of coal and natural gas, but also of other minerals, such as graphite, gemstones and heavy sands – have been made in Mozambique during the last decade. These discoveries have generated significant expectations that exploitation of these resources will transform Mozambique from one of the least developed, donor-dependent economy to a middle-income country, capable of delivering basic services to its citizens, during the coming decades.

Even if the forecasts of the resource revenue in-flow have recently become somewhat more modest from the earlier estimations, due to delays in Rovuma Basin gas projects and Mozambique’s increasing debt burden, the potential of the extractive industries to transform the economy and bring benefits to the citizens is still strong. In 2017 coal became the top export of the country and is likely to remain in that position until the major natural gas projects of the Rovuma Basin reach the production phase, in 2023 – 2024. In the latter part of 2020s, Mozambique has potential to become one of the major LNG producers in Africa and even on the world-scale. According to the current estimations, the Government will begin to receive significant revenue, around 2 – 3 billion USD annually, from these major gas projects during the first years of the 2030s, after the investments and the debt have been paid back.

On the other hand, the experience from most of the resource rich developing economies show that the risks of the so-called resource curse, with phenomena ranging from exchange rate overvaluation, revenue volatility and excessive concentration of economy on extractives, to increasing inequalities, human rights violations, environmental damages, corruption and violent conflicts are very real and common. The recent developments also in Mozambique, such as the so-called “hidden loans” case or recent violence in Cabo Delgado province, give reason for a concern.

International experience from resource rich countries point to the importance of good governance in natural resource management - understood as respect for human rights and rule of law, democratic governance, transparency and accountability, capacity of public administration – so that the resources are used in a sustainable manner for the benefit of all.

Climate change brings additional challenge to the picture. Mozambique itself is amongst the most vulnerable countries for climate change and in the future, the intensity and frequency of droughts and storms are likely to increase. On the other hand, the international carbon pricing arrangements and the transition from fossil fuels to clean energy may affect the demand for coal and gas and reduce the investments in these energy sources. Although natural gas is seen by many as potential “energy bridge” in this transition, due to its lower levels of carbon dioxide (CO₂) in comparison to coal or oil, its climate footprint may not be lower due to the possible methane (CH₄) leakages. This brings further uncertainties for investors and governments alike. From Mozambique’s point of view, it will be important to guarantee as low as possible methane leakages in the LNG production, in case the projects go ahead. Another future opportunity might be linked to the minerals needed for new clean energies and development of battery storage. Mozambique’s significant graphite reserves may play a role in this development.

These challenges have been recognised and addressed in the Government of Mozambique’s national five-year development plan 2015–2019 (PQG) which dedicates one of its five priority objectives to transparent and sustainable management of natural resources. In addition, two of the main supporting pillars are “rule of law, good governance, democracy and decentralisation” and “macroeconomic stability”.

Mozambique has already taken important steps to address the extractive industries governance. Examples are the joining to the Extractive Industries Transparency Initiative (EITI) in 2009 (compliance achieved in 2012) and approval of a comprehensive legislative package (i.e. Mining Law 20/2014, Petroleum Law 21/2014, as well as on taxation of oil/gas and mining activities degrees 27/2014 and 28/2014, respectively). The efforts to improve the legislative framework have been reflected also on Natural Resource Governance Institute’s

(NRGI) Resource Governance Index which gives Mozambique relatively good 73/100 points in terms of legal framework. However, in terms of implementation of legislation the score is only 54/100 pointing to a gap in the implementation.

Finland’s Country Strategy for Mozambique 2016 – 2019 has also chosen the natural resource governance as one of its priority areas. Good governance is one of the Country Strategy’s three impact areas. The general objective of this area is to assist Mozambique, through informed and participative decision-making, in making the best possible use of its natural resources for inclusive and sustainable development. The good governance impact area consists of two outcome objectives: 1) Public debates and policy-making regarding natural resource management and inclusive growth increasingly based on research results, and 2) Improved transparency and accountability in the management of natural resources. The project to be evaluated contributes to both of these outcomes. In addition, Finland supports research related to inclusive and sustainable development and its use in policy design, decision-making and public debate (see: Inclusive Growth in Mozambique Project, and support to IESE).

Most of the efforts in the area of natural resource governance in Mozambique, supported by national and/or external actors, have addressed either the Government or Civil Society, while much less attention has been paid to the role of the Parliament. This is why Finland decided to support Parliaments involvement in the area, in all of its core functions: legislation, oversight and representation. A public call for proposals for initiatives for actors with experience of working with political actors was announced in early 2016. As the result, the MFA granted financing of 1.5 million euros during three years (2017 – 2019) to the project called **“Improving oversight in Mozambique’s governance”** implemented by a consortium formed by the Netherlands Institute for Multiparty Democracy (NIMD), Political Parties of Finland for Democracy – Demo Finland, and Instituto Moçambicano para Democracia Multipartidaria (IMD).

b. Description of the programme to be evaluated

The overall development objective of the “Improving oversight in Mozambique’s governance” Project is, as formulated in the Project Document, that Mozambique has a strong and functioning democratic environmental governance oversight system supporting transparent and sustainable management of natural resources. The Project’s outcome objective is that elected representatives and relevant technical staff at all levels of decision-making in Mozambique (the Parliament and 6 selected Provincial Assemblies) are actively implementing their oversight role on natural resources-related executive activities and legislative processes, based on citizens engagement.

The direct beneficiaries of the Project are: the Parliamentary Committees in the National Assembly working with natural resource related legislation and its oversight, namely the Committee for Constitutional Issues, Human Rights and Legislation (The 1st Committee) and the Committee for Agriculture, Economy and Environment (The 5th Committee), as well as the Technical Secretariat and the Learning and Training Centre of the National Assembly, and relevant decision-makers and staff in the selected Provincial Assemblies. The provinces to be covered by the Project were selected using the criterion of existence of significant extractive industries projects in the area. The selected provinces are Cabo Delgado, Tete, Zambézia, Inhambane, Nampula and Manica. In addition to the National and Provincial Assemblies, the Project aims to engage with national and local level civil society organisations (such as CIP, AENA, WWF, IESE and others), research institutions and international actors (such as UNU-WIDER, Amnesty International, OXFAM) with expertise in extractive industries in order to facilitate informed and evidence-based debate and decision-making.

The project activities are organised around four components: 1) capacity building to the Parliament and Provincial Assemblies on oversight on natural resources management, 2) citizen engagement in natural resources management, 3) collaboration between the Parliament and Provincial Assemblies on natural resources management, and 4) international and national networking and collaboration on natural resources management.

The Project is implemented by a consortium formed by the Netherlands Institute for Multiparty Democracy (NIMD), Political Parties of Finland for Democracy – Demo Finland, and Instituto Moçambicano para Democracia Multipartidária (IMD).

NIMD is a democracy assistance organisation that promotes the deepening of democracy through interparty dialogue and capacity strengthening of political parties. With its origins in the Netherlands, NIMD was founded by seven Dutch political parties and works with over 200 political parties in more than 20 countries in Africa, Asia, Latin America, the Middle East and South Caucasus. The NIMD programme in Mozambique started in 2000.

Instituto Moçambicano para Democracia Multipartidária (IMD), started operating as an independent institution in the beginning of 2016. Prior to the establishment, the office was operating as a local branch office of NIMD. The IMD office in Maputo is staffed with local staff members and engages with political actors, through the network that has been built up over the years, ranging from political parties, national parliamentary committees, members of Provincial Assemblies and local authorities to Electoral Management Bodies.

Demo Finland is an organization established by all eight parliamentary parties of Finland in 2005 with a mission to promote multi-party dialogue and more equal possibilities for women and youth to participate in politics in developing countries. Demo Finland works currently in Mozambique, Myanmar, Sri Lanka, Tunisia and Zambia. Previously Demo Finland has worked in Nepal, Tanzania, Ghana, Egypt, Libya and Morocco.

The IMD is responsible for the implementation of the project activities taking place in Mozambique. The project activities are mainly implemented by IMD. Demo Finland supports in arrangements related to exchange visits between Finnish and Mozambican parliamentarians. Additionally, Demo Finland contributes with its experience on monitoring and evaluation, as well as promotion of youth and women’s participation. Demo Finland supports IMD also in the overall programme management, financial management and reporting. NIMD has the overall responsibility of the Project, its reporting and finances. The project has Steering Committee consisting of the implementing partners and observers from the Parliament and the Embassy of Finland. The Steering Committee meets regularly twice a year.

The project activities consist mainly of capacity building of the members of parliament and provincial assemblies on key national legislation related to natural resources management, international standards and experiences and on mechanisms for parliamentary oversight, as well as of citizen engagement. The Project has invested also on network building and citizen engagement among the provincial assemblies and on developing the mechanisms for exchange of information and collaboration between the national assembly and the provincial assemblies. The project has organized multi-stakeholder roundtables on national and provincial level gathering MPs, CSOs, researchers, private sector actors and journalists to discuss on relevant challenges related to natural resources. In addition, two exchange visits between the Mozambican and Finnish MPs have been organized.

The main results this far have been seen in the increased understanding and interest of the MPs at both national and provincial level, on extractive industries and the challenges related to it. The MPs are increasingly exercising their oversight role, raising concerns related to human rights violations and environmental degradation to national entities. Also, other parliamentary committees, in addition to those targeted by the Project, and the Assembleia da República as an institution, have shown increasing interest to the extractive industries thematic, as demonstrated by the Parliament’s announcement to create a Parliamentary Forum on extractive industries covering all the committees. Further information on project activities and results can be found in the project reports (see annex: list of key documentation).

2. Rationale, purpose and objectives of the evaluation

At the time of the evaluation, the Project has been in implementation for two years and there is about half a year of implementation time left under the existing agreement. Acknowledging that the strengthening of the political institutions’ capacities and role in governance is a long-term endeavour, Finland is planning to continue its support to the Parliament strengthening also in the future. Therefore, the main rationale of the evaluation is to assess the relevance of the support and the effectiveness of the modality used in the Project, and to provide recommendations both for implementing partners, as well as for the Parliament and for Finland, which would feed into planning for a possible second phase of the support.

The evaluation shall provide evidence of the Project performance in achieving its results and overall objectives, and whether the Project strategy and the thematic areas and targeted institutions are still relevant considering

the changes in the context (especially in the context of decentralization process). The evaluation shall analyse the logic of the result chain, the level of ambition and feasibility of the objectives and provide recommendations for measurement of the impact and outcome level objectives.

The standard OECD-DAC evaluation criteria (relevance, effectiveness, efficiency, impact, sustainability) shall be addressed.

The evaluation shall study and make recommendations on the following priority issues:

- Relevance of the support to the National and Provincial Assemblies’ capacities and role in natural resources governance, also considering the changing context of political economy and global policies on climate change.
- Effectiveness and impact of the support provided in terms of strengthening the capacities and the role of parliamentary oversight of natural resources management, also considering the promotion of gender equality, reduction of inequalities and climate sustainability.
- Results framework: the logic of the result chain, the level of ambition and feasibility of the objectives; effectiveness of the results framework for monitoring, considering the availability of data and the feasibility of data collection processes among politicians, MPs and political parties; revision of and recommendations for target-setting, and measuring of the impact and outcome level objectives.
- Efficiency: is the consortium collaboration functioning efficiently in using the available resources in order to produce results? Is the division of labour clear? Is the administrative structure adequate in terms of efficiency?

The results of the evaluation will be used by the Project stakeholders, including the implementing partners NIMD, IMD and Demo Finland, the main beneficiaries, National and Provincial assemblies, as well as by the MFA Finland as the financing partner of the Project. The results of the evaluation will also be of interest to other national institutions and CSOs as well as development partners working with the extractive industries and support of the Parliament.

3. Scope of the evaluation

The evaluation shall cover the implementation period of the Project, since preparations starting in 2016 to date (March 2019). The key stakeholders to be consulted include:

- The direct beneficiary institutions: the 1st and 5th Committee (and other committees if deemed relevant), the Technical Secretariat and the Learning and Studies Centre of the National Assembly and the six Provincial assemblies (Cabo Delgado, Nampula, Zambézia, Tete, Manica, Inhambane)
- The implementing partners: IMD, NIMD and Demo Finland
- The financing partner: MFA of Finland and the Embassy of Finland in Maputo
- Other stakeholders:
 - Ministry of Mineral Resources and Energy (MIREME), the national EITI Secretariat
 - CSOs and research institutes working in the area of extractive industries in Maputo and provinces covered by the Project. At least the following: CIP, AENA (Nampula), Kuwuka JDA, WWF Mozambique, Oxfam, IESE, CTV.
 - Development partners working in the areas of extractive industries and parliament strengthening. At least the following:
 - Extractive Industries: Norway (leading the Extractive Industries Working Group), WB-MAGTAP (Mining and Gas Technical Assistance Project); GIZ, DFID, UNU-WIDER
 - Parliament strengthening: EU, UNDP, Westminster Foundation for Democracy, UNICEF
 - Members of the Finnish Parliament who have taken part in the Project (delegation of six MPs visiting Mozambique in November 2018).

4. Issues to be addressed and evaluation questions

The standard OECD-DAC evaluation criteria (relevance, effectiveness, efficiency, impact, sustainability and aid effectiveness) shall be addressed. The evaluation shall study and make recommendations on the following priority issues and questions.

Relevance

- Assess the relevance of supporting the National and Provincial Assemblies’ oversight capacity on natural resources governance (i.e. the Project itself), considering also the political economy and changes in the political context,

(especially the emerging decentralization process; and the relevance of the contents of the materials and the modalities applied in the activities:

- a) to the development policies and strategies of Mozambique, including relevant international policies and agreements, such as A2030 and Paris Climate Agreement;
- b) to Finland’s development policy, including the cross-cutting objectives of gender equality, reduction of inequalities and climate sustainability
- c) to the beneficiaries.

Impact

- To what extent, and how, has the Project been able to contribute to a strong and functioning democratic environmental governance oversight system supporting transparent and sustainable management of natural resources? To what extent has the Project been able to increase the parliamentarians’ and public awareness and inclusive debate on human rights, gender and environmental issues related to extractive industries?

Effectiveness

- To what extent, and how, has the Project been able to improve the understanding and capacities of the Parliamentary Committees and Provincial Assemblies as regards to oversight of natural resources management, as well as the implementation of these capacities? How has the Project succeeded in improving the cooperation and coordination between the National and Provincial Assemblies in the area of extractive industries?
- To what extent has the Project been successful in increasing the engagement of national and provincial level parliamentarians with the public institutions responsible of oversight of extractive industries, as well as international, national and local level research institutions and CSOs with expertise in the area?
- To what extent have the exchange visits of Mozambican and Finnish MPs led to learning in the field of good governance, extractive industries and other possible topics?
- Are the indicators used in the Results Framework adequate for measuring the progress and changes aimed by the Project?

Efficiency

- Is the consortium collaboration functioning efficiently in using the available resources in order to produce results? Is the division of labour clear? How could the operation of the consortium be improved to increase the efficiency of the Project?

Aid effectiveness (Effectiveness of aid management and delivery)

- To what extent are the Project activities and objectives (improvement of natural resource governance and parliamentary oversight) owned by the National and Provincial Assemblies? What actions has the Project taken to ensure local ownership, and what more, if anything, could be done in the future?
- How has the Project succeeded in coordination of activities with other actors, such as development partners and CSOs, providing support to the National and Provincial Assemblies? Is there need for improving the coordination?

Sustainability

- To what extent are the National and Provincial Assemblies capable of exercising national resource oversight, without external support, including the analysis of human rights, equality and climate sustainability aspects of the extractive industries? What kind of support is still required, if any, to ensure such oversight?

Coherence

- To what extent the Project complements and contributes to the objectives of the Good Governance impact area of Finland’s Country Strategy in Mozambique?

5. Methodology

The evaluation methodology shall include at least an analysis of documentation (see the list of key documentation annexed to the TOR); consultations with stakeholders (see the chapter 3 “scope of the evaluation”); a field visit to at least three of the provinces covered by the project (at least one of the Northern and one of the Central provinces). The detailed methodology will be left to the evaluators to propose. Multiple methods are expected to be used to validate the findings, both quantitative and qualitative, and the evaluators can propose other methods.

The evaluation shall include interviews of the members of the National and Provincial Assemblies which can be used also later in the Project and MFA reporting. The data, both quantitative and qualitative shall be disaggregated by gender, age group and political party affiliation.

The key materials to be analysed during the desk study phase are listed as an annex to the ToR.

6. The evaluation process and time schedule

The detailed work plan will be left to the evaluators to propose. The key phases include the following:

The evaluation starts with an inception phase (one month), including a start-up meeting (with video-link to the Embassy), review of the Project documentation (desk study), development of the detailed evaluation methodology and work plan, making of the logistical arrangements, interviews in Finland (MFA, Demo Finland and the MPs) and The Hague (in situ or via videoconference/skype). An inception report shall be produced as the result. The inception report will be reviewed by the Project Partners (NIMD, IMD, Demo Finland, National Assembly of Mozambique, MFA and Embassy of Finland) within one week.

The work in Mozambique, including the interviews of key stakeholders will take approximately two to three weeks. The field work will cover interviews with the IMD, National and Provincial Assemblies (at least 3 provinces) and key institutions, CSOs and development partners working in the areas of extractive industries and parliament strengthening.

7. Reporting

The evaluation team is requested to submit the following deliverables:

1. Inception report: draft inception report, including detailed methodologies and work plan by 3.5.2019, and final inception report by 16.5.2019.
2. Presentation on the field findings in the end of the field phase.
3. Final Draft Evaluation Report, by 14.6.2019
4. Final report by 28.6.2019. Presentation on the evaluation findings and recommendations, based on the Final Draft Report.

Each deliverable is subject to specific approval. The evaluation team is able to move to the next phase only after receiving a written statement of acceptance by the MFA. The reporting schedule shall be included in the contract.

8. Quality assurance

The tenderer shall propose and implement a quality assurance system for the evaluation. The proposal must specify the quality assurance process, methodology, tools and resources (QA personnel and resource allocations).

9. Expertise required

The evaluation team shall consist of international and national experts. The number of team members will be left to the evaluators to propose. One expert shall be nominated as the Team Leader. The evaluation team shall jointly ensure solid experience and knowledge in the following fields:

1. Development programme/project, evaluations and reviews;
2. Experience in democracy support programmes/projects evaluations and reviews, preferably in the area of parliament / political party support
3. Experience in Results Based Management (RBM), and its application in project design, monitoring and evaluation (M&E);
4. Thematic knowledge on extractive industries, in the context of a developing country;
5. Experience in integrating cross cutting objectives in project planning, implementation, monitoring and evaluation: Promotion of human rights and gender equality, reduction of inequalities and climate sustainability;
6. Quality assurance in accordance to the quality assurance approach proposed in the tender;
7. Mozambican history and political economy;
8. Portuguese and English languages

The team may include a junior expert for capacity building purposes. The junior expert's experience is not considered in evaluation of the proposals as part of the team's experience and knowledge.

10. Budget

Maximum of 80.000 EUR (excluding VAT).

11. Mandate

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organizations. However, it is not authorized to make any commitments on the behalf of the MFA or Embassy of Finland.

Annexes:

1. Link to the MFA evaluation manual
2. Outline of the Evaluation Report
3. Evaluation report quality checklist (OECD/DAC and EU standards)
4. List of key documentation

ANNEX 2. COMBINED EVALUATION MATRIX AND INTERVIEW GUIDE

To avoid repetition, please consider that:

- Sampling is purposive for major stakeholders identified in project documents.
- Method for data analysis will be content analysis.
- Major Limitations/Risks are availability/accessibility of stakeholders. Stakeholders biases will be contained through redundancy of sources.

Key Informant Interviews with MPs/MPAs/CSOs/Parliamentary Training Centre/Consortium

Evaluation Criteria								Specific Evaluation Question	Data Source
Relevance	Impact	Effectiveness	Efficiency	Aid effectiveness	Sustainability	Coherence	Result	What has been done after the project started? What is the change – or is there a change as compared with the previous situation? (Detailed, concrete answers please!)	
								Legislative process	
	✓			✓			1	1 Quality of debates? Are tolerance, inclusiveness and constructive dialogue improved? Examples?	MPs/MPAs/CSOs
	✓			✓			1	2 Are Provincial Assemblies participating more in the legislative process? Is their participation important? What could be done to facilitate greater participation?	MPs/MPAs
	✓	✓		✓			1	3 Over the lifetime of the project, has there been a change in the way MPs deal with human rights, gender and environmental issues related to extractive industries? What has changed? Is there any experience of coordination with MPAs on extractives?	MPs/MPAs/CSOs
								Consultation/Interaction with citizens/CSOs/CBOs	
	✓			✓			2	4 How has consultation been organized? Who do you decide to visit?	MPs/MPAs
	✓			✓			2	5 Do you meet citizens/CSOs/CBOs to seek their views on the implementation of the legislation/policies, to obtain technical input into your analysis of laws/ policies/budget, other reasons?	MPs/MPAs
				✓				6 How significant was the women’s participation during the consultations? How different are their views/opinions in relation to those from men?	MPs/MPAs
	✓			✓			2	7 What are the main changes and achievements in relation to policies and legislations? What type (probe: amend legislation, meet government, oversight of government policies implementation, meet companies)?	MPs/MPAs
	✓			✓			2	8 How is the follow-up on the oversight activities implemented? What is the result?	MPs/MPAs

Evaluation Criteria								Specific Evaluation Question	Data Source
Relevance	Impact	Effectiveness	Efficiency	Aid effectiveness	Sustainability	Coherence	Result	What has been done after the project started? What is the change – or is there a change as compared with the previous situation? (Detailed, concrete answers please!)	
							9		
								Interaction with private sector	
	✓						2	10 Do you meet the private sector to discuss EI related issues? Over the life of the project, has there been a change in periodicity of meetings? The level of interaction? The issues you discuss? (probe for impact in monitoring of EI agreements, value chain, business opportunities for national companies)	MPs/MPAs
✓	✓						1	11 Has interaction with the companies had an impact on the way laws are prepared/amended and approved? Describe the change.	MPs/MPAs
✓	✓						1	12 Did the interaction have an influence on the oversight of government activities? Describe change.	MPs/MPAs
								Oversight process	
	✓						1	13 How well are the respondents capable to oversight the implementation of extractive contracts?	MP/MPAs
	✓						1	14 Who verifies if tax/royalty/revenue shared with community, are calculated correctly? And what has been the experience so far?	MP/MPAs
				✓				15 Do you receive information about the fiscal incentives given by the Government to EIs? Is it sufficient? Would additional information assist you in assessing the impact of the incentives (comparative experiences, a guide)?	MP/MPAs/ CSOs
	✓						1	16 After your visit to the heavy sand mines of Sangage in the Angoche district, how did the company change its approach and its relationship with the local actors? Why did the company change and how did you monitor the change?	MP/MPAs/ CSOs
	✓						1, 3	17 Why did Vale suspend its operations in Moatize coal mining? How it was related to the parliament intervention? How and what has been changed in the company’s procedures and technology used for environmental management? Has it improved? How do you keep tabs? (Through MPA? CSOs? Contact with community? Govt? Company?)	MP/MPAs/ CSOs
✓							1	18 What are the existing capabilities for economic, social and environmental policy debates on NRM? How well is the EI legislation debate conducted in line with Paris agreement and the Agenda 2030? What would assist you in this debate?	MPs/MPAs/ CSOs/ Consortium
		✓					4	19 Has the interaction with Finish MPs contributed in strengthening your capacity? Provide details (ex. economic, social, environmental)	MPs/MPAs

Evaluation Criteria								Specific Evaluation Question	Data Source	
Relevance	Impact	Effectiveness	Efficiency	Aid effectiveness	Sustainability	Coherence	Result	What has been done after the project started? What is the change – or is there a change as compared with the previous situation? (Detailed, concrete answers please!)		
	✓						1			20
									The role of communication and experience sharing among the specialized Committees (Committee #1 and #5).	
✓	✓						2/4	21	Has the research/input/knowledge of CSOs/experts/communities had an impact on your views on NRM management? How does it impact the policy/legislation debate? Provide examples.	MPs/MPAs
		✓					4	22	Has the research/input/knowledge, including guides, policy papers, prepared by the Consortium had an impact on your views on NRM management? Provide examples (taxes, economic related policy, High Authority EI etc.).	MPs/MPAs
✓	✓						3	23	How active is the National Platform of communication between MPs and the MPAs? Why?	MP/MPAs
✓	✓						1	24	Are tools prepared for the Committees (on legislation, extractive industries, human rights, annual action plan) useful? (probe)	MP/MPAs
✓	✓						1	25	Lessons learnt	MP/MPAs
					✓			26	Do you consider you will be able to continue these activities after the project ends?	MP/MPAs
	✓							27	What is the role and impact of the Learning and Training Centre of the Parliament? What has been done? Which trainings were useful for the Committee and how did it improve its capacity?	MP/MPAs
							1	28	Does the Centre have the capacity to provide the courses you need? What other courses would be useful?	MPs/MPAs/ Training Centre
	✓	✓					4	29	Networks on NRM established under the project? How effective they are?	MPs/MPAs/ CSOs
	✓	✓					4	30	What are the networks’ main successful achievements and constraints?	MPs/MPAs/ CSOs
	✓	✓					4	31	Was any specific legislation on NRM discussed and approved during the project implementation? (Tracking the relevance of the debate)	MPs/MPAs/ CSOs/ Consortium

Evaluation Criteria								Specific Evaluation Question	Data Source	
Relevance	Impact	Effectiveness	Efficiency	Aid effectiveness	Sustainability	Coherence	Result	What has been done after the project started? What is the change – or is there a change as compared with the previous situation? (Detailed, concrete answers please!)		
✓				✓			P			32
✓				✓			P	33	What would be the legislative process and the situation of NRM had there not been this project?	MPs/MPAs/ Consortium
					✓		P	34	If the project continues beyond its initial ending date, how and towards which goal it should be targeted/oriented?	MPs/MPAs/ CSOs/ Consortium
								35	Reforms of decentralization	
✓								36	What are the changes foreseen in relation to Provincial Assembly role in planning and budget approval?	MPs/MPAs/ CSOs/ Consortium
✓								37	How are the current reforms of decentralization related to NRM?	MPs/MPAs/ CSOs/ Consortium
✓								38	Would the potential extension of this project be relevant for the decentralization process?	MPs/MPAs/ CSOs/ Consortium

Focus Groups with Citizens in the provinces to be visited

Evaluation Criteria								Specific Evaluation Question
Relevance	Impact	Effectiveness	Efficiency	Aid effectiveness	Sustainability	Relevance	Result	
✓	✓						2	1. Are there extractive industries operating in your area?
✓	✓						2	2. Before they started, did the government talk to you? (if so, about what?)
✓	✓						2	3. Before they started, did the deputies talk to you? Did you meet MPs/MAPs for consultation on NRM?
✓	✓						2	4. When did the company talk to you? And for what purpose?

Evaluation Criteria							Specific Evaluation Question	
Relevance	Impact	Effectiveness	Efficiency	Aid effectiveness	Sustainability	Relevance	Result	
✓	✓						2	5. What had been agreed with the company? (jobs, social services, other support (probe for promises). How does the government facilitate negotiation between communities and companies?
✓	✓						2	Has the EI operation had an impact in your community:
✓	✓						2	6. Created jobs? Women and men equally? What kind of jobs (probe if permanent or temporary)
✓	✓						2	7. Provided financial resources (revenue sharing) to your community?
✓	✓						2	8. Social investments by the companies in your community?
✓	✓						2	9. What about in the environment? (probe quality of water, quality of air, noise ...)
✓	✓						2	10. Is there any mechanism to complain about the negative impact? To whom? What has been the experience since? What happened afterwards?
✓	✓						2	11. Did they follow up? Are they in touch with your community to let you know what they are doing?
✓	✓						2	12. If the situation changed, tell us how, and the impact it had in your community?
✓	✓						2	13. Are you familiar with the requirements for an extractive industry to operate (consultations, environmental impact, social corporate responsibility, revenue sharing)? What are they?

Key Informant Interviews with Consortium

Evaluation Criteria							Specific Evaluation Question	
Relevance	Impact	Effectiveness	Efficiency	Aid effectiveness	Sustainability	Coherence		
							Project Management	
		✓	✓					<ul style="list-style-type: none"> How is the project run and managed between NIMD, Demo-Finland and IMD? Is the division of labour clear?
		✓	✓					<ul style="list-style-type: none"> Did the set-up allow for efficient/effective: communication, coordination, decision-making, reporting?
		✓						<ul style="list-style-type: none"> Are the indicators used in the Results Framework adequate for measuring the progress and changes aimed by the Project?
		✓						<ul style="list-style-type: none"> How did you decide on the trainings to provide? And how do you assess the quality and relevance of training?
								<ul style="list-style-type: none"> Would it be useful to involve parties in EI training/knowledge sharing?

Evaluation Criteria							Specific Evaluation Question
Relevance	Impact	Effectiveness	Efficiency	Aid effectiveness	Sustainability	Coherence	
		<	<				<ul style="list-style-type: none"> How are challenges in project implementation addressed? And what are the lessons learned?

ANNEX 3. LIST OF STAKEHOLDERS INTERVIEWED

Meeting	Interviewees	Date and Location
	MFA & Embassy	
Kick off meeting and Debriefing	Juhana Lehtinen – Desk Officer, Mozambique, Angola and Swaziland; Eeva Alarcon – Senior Advisor, Dept for Africa and the Middle East; Annamari Tornikoski – Senior Advisor, Good Governance and Democracy; Jaakko Jakkila – Embassy – Good Governance Advisor; Isabel Emerson, Mirka Wendt and Pamela White – Evaluation team, FCG (in kick off) Ambassador Laura Torvinen; Markus Heydemann, Deputy Head of Mission; Jaakko Jakkila; and Odilia Massangaie Marques, Coordinator (in debriefing)	17.4.2019 6.3.2019 Maputo & Helsinki
	Consortium	
KII - Demo Ry	Jonna Haapanen, Director of Programmes Anu Juvonen, Executive Director Eija Mustonen, Programme Planner	2.5.2019, Helsinki/Skype
KII - NIMD	Emiel Bijlmakers, Programme Manager for Africa	6.5.2019, Skype
KII - IMD	Fidália Chivale, Project Coordinator Dércio Alfazema, Program Coordinator	20.5.2019, Maputo
	Civil Society Organizations	
KII - Centro de Integridade Pública (CIP)	Edson Cortez, Director Inocencia Mapisse, Researcher Email: inocencia.mapisse@cipmoz.org	20.5.2019, Maputo
KII - WWF Mozambique	Eusebio Teodoro Pequeno, Extractive Industries Program Manager	21.5.2019, Maputo
KII - Instituto de Estudos Sociais e Económicos (IESE)	Salvador Forquilha, Director and Senior Researcher (Governance)	21.5.2019, Maputo
KII - Centro Terra Viva	Dinis Mandevane, Communication department Email: dmandevane@ctv.org.mz Samantha, Legal adviser	22.5.2019, Maputo
KII - União Provincial de Camponeses de Tete (UPCT)	António Germano Benedita Molima Nelson Guilherme Tembo	23.5.2019, Tete

Meeting	Interviewees	Date and Location
KII - Associação de Apoio e Assistência Jurídica às Comunidades em Tete (AAAJC)	Dulce Combo Email: dulcecombo@gmail.com	23.5.2019, Tete
FGD - Rede de Associação de Moatize para a Boa Governação (Rambog) and Kubecera	Alberto Estevene Ntazaculima, General Director Email: Estevene@kubecera.org.mz Pinho Pires Email: pinhopedropires@gmail.com Edvigues Marizane Email: kubecera@gmail.com Etelvina Marizane Email: etelvinamarizane@gmail.com Email: edviguessamantafula06@gmail.com Amilton Ernesto Sozinho Email: Alberto Chivete	23.5.2019, Tete
KII - Liga dos Direitos Humanos	Júlio Calengo, Director	24.5.2019. Tete
KII - Associação Cultural Para o Desenvolvimento Sustentável (ACUDES)	Enoque Costa	27.5.2019, Inhambane
FGD - Rede Temática da Industria Extractiva, Inhambane	Enoque Marcelino Costa, director of ACUDES Email: encosta67@yahoo.com.br Orlando Tacolame (Udaja) Hilário, (Associação dos paralegais) Cremildo, Forum Provincial das ? João Estrela Macia, Associação para a Divulgação e Promoção de Cultura Jurídica (ADPROJ) Virginia Antonio, Associação Vuneka	27.5.2019, Inhambane
KII - Akilizetho ADC	Rosa Chitunga Malene, Director	27.5.2019, Nampula
KII - AENA	Jordão Matimula Júnior Fidelis Ussene Ana Cristina	27.5.2019, Nampula
KII - PPOSC-MOMA	Eduardo Uazela	27.5.2019, Nampula
UPCN	Delta Aleixo, Provincial Coordinator Eduardo Uazela, PPOSC-MOMA and Avocacy Officer at UPCN João Albano, Programme Officer UPCN	27.5.2019, Nampula
National Assembly and Provincial Assemblies		
KII - President of the 5 th Committee (Agriculture, Economy and Environment)	Francisco Mucanheia	21.5.2019, Maputo
KII - President of the 2 nd Committee (Budget and Planning)	Esperança Laurinda Francisco Nhiane Bias	31.5.2019, Maputo
KII - Member of the National Assembly	Armando Artur, Member of 5 th Committee (MDM)	22.5.2019, Maputo
KII - Member of the National Assembly	Ines Mucussete, Member of 5 th Committee (Frelimo)	22.5.2019, Maputo

Meeting	Interviewees	Date and Location
KII - Training Centre of the National Assembly	Acácio Beleza, Director	3.6.2019, Maputo
KII - President of the Provincial Assembly in Tete	Fabião Sozinho Bzingue	24.5.2019, Tete
FGD - Members and Technical staff of the Provincial Assembly in Tete	Rosinha Levesene, President of Local Development Committee (Renamo) Orlando L. Taiamanja Matias P. Megue Lucas Inácio Joao Efigénio Xavier Vale, (Frelimo) Simao Greia Mabunga, Local Government Affairs Committee (MDM) José Xavier Laloamba, President Local Government Affairs Committee (Renamo) Marcos Jaime Sàbodhino Quinto Changa Amelia M. Govená, President Environment and Social Affairs Commission (Frelimo)	24.5.2019, Tete
KII - President of the Provincial Assembly in Inhambane	Pedro Mariano Joaquim	28.5.2019, Inhambane
FGD - Members and Technical Staff of the Provincial Assembly in Inhambane	Manuel Tomás Laice, Frelimo Bench leader Angelo Fafetine, Renamo Bench Leader Helder Arnaldo Fabiao (Frelimo) Ana Jacinto (Frelimo) Arlinda Fernando (Renamo) Cecilia Arminda Luis de Oliveria (Frelimo) Luisa Angela Massigue, Director of Technical Secretariat Email: lulusinha012@gmail.com Lidia Fortemato, staff of Technical Secretariat Jaime da Conceicao Luis, staff of Technical Secretariat Teova Ernesto, staff of Technical Secretariat Idalino Dimas Matias , staff of Technical Secretariat Jerónimo António Notico, staff of Technical Secretariat	28.5.2019, Inhambane
KII - President of the Provincial Assembly in Nampula	Morchido Daudo Momade, President	28.5.2019, Nampula
Members and Technical Staff of the Provincial Assembly in Nampula	Domingos Atumane Paliche, Frelimo Lucas Poporo, Frelimo Luis Fernando Mussa, Renamo Hilário Amandio Ferreira, Renamo Omar Amisse, Frelimo Inês Agostinho Sauia, Frelimo Rosa António, Frelimo Cezaltina Zacarias, Secretariate of PA.	28.5.2019, Nampula
KII - President of the Provincial Assembly in Gaza	João Matusse	13.6.2019 by phone
	Local communities	

Meeting	Interviewees	Date and Location
FGD - Community in Moatize Municipality	Lindinha and 15 other participants (male and female between 18 – 75 years old)	25.5.2019, Tete
FGD - Community in Jangamo District	Roberto Joao Mahagaji Joaquim Leumba Orlando Tafuile Helena Adriano Adaleino Augusto Neyma Pedro Jonelienda Fernando Olga Maria J.G. Garrine	27.5.2019, Inhambane
Government Institutions		
DPRIME	Olavo Deniasse, Provincial Director	Nampula
KII - UCODIN	Vicente Paulo, Coordinator	Nampula
KII - Provincial Direction for Economy and Finance in Inhambane	Castro Namuaca, Director	29.5.2019, Inhambane
KII - Provincial Direction for Mining and Energy in Inhambane	Benedito Passcoal Nhanombe, Coordinator of Geology and Mines Sector Lionel Guiamra, Benildo Nisrilo, Custaria Maniça, staff of Geology and Mines Sector	29.5.2019, Inhambane
Development partners		
KII - GIZ	Katharina Hübner, Programme Director Isabella Kern, Programme Assistant Carlos Maurício Cabral Figueiredo, Senior Expert on Supreme Audit Institutions and Accountability (Consultant, IPConsult)	30.5.2019, Maputo
KII - DFID	Rogério Ossemane	31.5.2019, Maputo
KII - EU	Cristina Mateu Gallego, Governance and Rule of Law Officer Piergiorgio Calistri, Civil Society and Citizenship Officer	31.5.2019, Maputo
Members of the Finnish Parliament		
KII – Finnish MP	Saara-Sofia Sirén	6.6.2019, via phone
KII –Finnish MP	Päivi Räsänen	11.6.2019, via e-mail
Others		
KII - EITI Mozambique	Luis Mahoque	21.5.2019, Maputo
KII - University Eduardo Mondlane	Armindo Manhiça, Professor of Public and Environmental Policy at Eduardo Mondlane University and trainer at project seminars	22.5.2019, Maputo
KII - Private Sector Confederation in Inhambane	Roldão, Provincial Manager	28.5.2019, Inhambane

ANNEX 4. SUMMARY OF MAIN ACTIVITIES SUPPORTED BY FINLAND

The summary covers implementation from 2016 to 2018 as reported in the 2017 and 2018 annual reports organized into the project results areas:

1. Capacity building;
2. Citizens’ Engagement;
3. Collaboration between the National Assembly (NA) and the Provincial Assemblies (PA) in the target provinces (Niassa, Zambézia, Tete, Inhambane, and Cabo Delgado);
4. International and national networking and collaboration on natural resources management.

A summary of activities performed under each result area can be found in Table 1.

Table 1. Activities arranged according to Result areas and Activities

RESULT	ACTIVITIES PLANNED	ACTIVITIES PERFORMED
Result area 1: Capacity Building		
1.1 Members of the specialized Committees in the Parliament, Provincial Assemblies and Municipalities are better equipped with tools, skills and knowledge for government oversight role in the field of NRM, from the perspective of HR (including the impacts of EI as well as climate change in communities and people’s livelihoods)	1.1.1 Training of the MPs at central and provincial level in the field of NRM, incl. Human Rights	<p>2017</p> <ul style="list-style-type: none"> • PAs organized around 30 oversight visits to areas of operation of EI, an average of 5 activities per Province, after the training, including, but not limited to: • Tete: carried out a control action in 5 districts of the province to accompany the implementation of the Economic and Social Plan (PES) of the Provincial Government; • Manica: the MPAs paid a visit to the districts with strong mineral resources, in Machaze (heavy sands), Mossurize (coal prospecting), Barue (Turmalina), Macossa (Gold, Sussundega and Gondola). <p>2018</p> <ul style="list-style-type: none"> • PAs made oversight visits to 17 companies: Manica (4), Inhambane (4), Zambézia (3), Tete (2), Cabo Delgado (2), Nampula (2). • PAs organized 12 meetings with stakeholders
1.2 Increased knowledge and capacity of the 1st and 5th Parliamentary Committees to substantially contribute to inclusive regulations on NRM, which take into consideration the mapped rights of the people concerned	1.2.1 Technical support on development and implementation of technical tools.	<p>2017</p> <ul style="list-style-type: none"> • Two toolkits were produced, one for EI oversight and one for oversight of the Human Rights component in EI <p>2018</p> <ul style="list-style-type: none"> • One collection of legislation was produced and the layout was made • Four toolkits produced in 2017 were printed, making a total of 5 tools produced for the Committees (4 tools + 1 collection of legislation) - One Policy Paper translated into English “The Role of Parliament in the Governance and Management of NR in the SADC Region”
	1.2.2 Support to the Committees for the annual planning for legislative production	<p>2017</p> <ul style="list-style-type: none"> • The Annual Plan for 2017 was produced <p>2018</p> <ul style="list-style-type: none"> • The 5th Committee drew up an annual Action Plan for the EI related activities
	1.2.3 Training of the secretariat of the Committees to build expertise in EI	<p>2017</p> <ul style="list-style-type: none"> • Three training sessions were held: • Matola City, attended by technical advisors, directors and heads of the parliamentary offices as well as the assistants of the

RESULT	ACTIVITIES PLANNED	ACTIVITIES PERFORMED
		specialized committees (32 participants, 19 men and 13 women); <ul style="list-style-type: none"> Maputo City, attended by journalists, media advisors of the Parliament (30 participants, 27 men and 3 women); Matola City, attended by Parliamentary Board Members and their assistants (36 participants, 27 men, 9 women) 2018 <ul style="list-style-type: none"> Four trainings were organized: <ul style="list-style-type: none"> Matola, technical staff of the Legislative Process Division of the SG of the Parliament; Matola, MPs and staff of the Committee for Defence, Public Order and Security of the Parliament; Matola, MPs and Staff of the Committee on Social Affairs, Gender and Technology and Social Communication of the Parliament; Matola, MPs of the Committee on Planning and Budget of the Parliament.
1.3 Increased space of six Provincial Assembly and respective Municipality level members to give input on the legislative processes related to NRM	1.3.1 Support to the Provincial Assemblies on advocacy work	2017 <ul style="list-style-type: none"> Every PA produced at least one policy paper (additional policy papers have been produced in relation to each activity of the programme) 2018 <ul style="list-style-type: none"> PAs presented 12 position papers during their ordinary sessions
1.4 Culture of tolerance, inclusiveness and constructive dialogue is adopted and reflected during the work of Parliamentary Committees and debates in plenary sessions	1.4.1 Roundtables for the Committees to discuss EI	2017 <ol style="list-style-type: none"> One roundtable meeting was organized and one cross-party consensus of the MPs and MPAs: agreement to cooperate and establish mechanisms for dialogue and information sharing on the EI. First official meeting of the Presidents of the PA’s with the chairperson of the Mozambican Parliament. 2018 <ol style="list-style-type: none"> issues with cross-party consensus were reached: <ul style="list-style-type: none"> Action Plan for the EI prepared by the 5th Committee; inspection plans were prepared by the 5th Committee, for the northern, central and southern regions; The 5th Committee agreed to advance the creation of the High Authority of the EI; the parliament agreed to set up a Committee to investigate complaints made to the company Haiyu Mining; Insisted that the Government create the High Authority of the Extractive Industry in Mozambique.
	1.4.2 Annual review conference on national and international regulations and government policies on NR/EI	2018 <ul style="list-style-type: none"> The Regional Conference of Parliamentarians on Natural Resource Oversight in SADC took place in November in Maputo: 65 participants (49 men and 16 women) among them parliamentarians and experts from the following countries: Mozambique, South Africa, Zimbabwe, Namibia, Angola, Botswana, Zambia, Malawi, Ghana; Presidents of Provincial Assemblies covered by the Project (Cabo Delgado, Nampula, Tete, Zambézia, Manica and Inhambane); as well as Presidents and MPAs of Maputo and Gaza; CSOs; UNU-WIDER Staff and Experts; Finnish Embassy; IMD Staff and Media

RESULT	ACTIVITIES PLANNED	ACTIVITIES PERFORMED
	1.4.3 High Level African regional seminar on NR	<p>2018</p> <ul style="list-style-type: none"> Seminar of SADC parliamentarians from Angola, Botswana, Malawi, Mozambique, Namibia, Zambia and Zimbabwe to November 26-27 to share experience on oversight of the Extractive Industry sector and to discuss the development of the Extractive Industry in SADC.
Result area 2: Citizens’ engagement		
2.1 Improved interaction and communication between the elected members of the Specialized Committees related to NR with local assemblies /citizens in general	2.1.1 Support to MPs on the setting of their agenda and organize consultations with stakeholders	<p>2017</p> <ul style="list-style-type: none"> 5th committee organised a retreat to reflect and harmonize Committee’s business plan with the project Participants: MPs, 3 assistants of the committee and 1 representative of the Centre for Studies of Parliamentary Training (8 women, 17 men)
	2.1.2 Support to the site visits of the 1 st and 5 th Committees (carried out under Result area 4.1.)	<p>2017</p> <ul style="list-style-type: none"> Members of the 1st committee visited 4 companies: Vale in Tete Province, Clean Mining in Manica Province, Africa Great Wall in Zambezia Province and Sasol Mozambique in Inhambane Province. During these visits they had several meetings with the local communities (reports and photos are available, but no exact data on the amount of people that were reached) <p>2018</p> <ul style="list-style-type: none"> 5th Committee of the Parliament visited eight communities (Marara, Moatize, Guvuro, Inhassoro, Chibuto, Balama, Montepuez, Angoche) Conciliation meeting of the Oversight Report of the 5th Committee held September 1, 2018, Chimoio, Manica Province The Cabo Delgado PA conducted visited Balama and Montepuez The Nampula PA visited Larde and Sangage The Zambezia PA visited districts of Mocuba, Alto Molocue, Inhassunge and Olinda The Inhambane PA visited districts of Jangamo, Govuro and Inhassoro The Manica PA visited the localities of Maridza, Chua village, Chitunga and Mavonde in the District of Manica The Tete PA visited the districts of Marara and Moatize
	2.1.3 Facilitate networking between parliament, EITI and CSO’s in the area of EI	<p>2017</p> <ul style="list-style-type: none"> Networking session on EI to exchange experience and interaction on the EI between the three countries directly involved in the implementation of the project: Finland was represented by Demo Finland, Netherlands by the NIMD and Mozambique by local academics and experts. (participants: 3 women and 12 men) <p>2018</p> <ul style="list-style-type: none"> Two network sessions involving different actors was organized during the year Mining and Human Rights in Mozambique: Civil Society Findings, 29th April, 2018, Maputo: Following the publication of the report on business and human rights in Mozambique entitled "Our Lives Mean Nothing", IMD in partnership with Amnesty International and Kepa held a joint meeting on April 29 to reflect on the findings of civil society in the EI area with representatives of government institutions, companies involved in the EI,

RESULT	ACTIVITIES PLANNED	ACTIVITIES PERFORMED
		members of parliament, academics, students and other guests (participants: 37 women and 64 men) <ul style="list-style-type: none"> • Seminar on the topic of High Authority of the Extractive Industry in Mozambique: Challenges to the Installation held August 14 in Maputo with Government, CSOs, Academics, Students and Parliamentarians (participants 26 women and 36 men)
2.2 Specialised Committee formulates their work agenda and possible National Plans on national resources management based on citizens’ interests; including the special interests of disadvantaged people and minorities	2.2.1 Technical assistance to Committees for the improvement of methodologies to interact with citizens	2017 <ul style="list-style-type: none"> • At the request of the first and 5th committee, IMD identified a consultant to prepare two analytical documents to assist in drafting proposals or opinions in EI legislation. The documents are: <ul style="list-style-type: none"> - Guidance for the Preparation of Positioning and Opinions on Extractive industry Legislation; - Guidance for the Preparation of Positioning and Opinions in the Component of Human Rights in Extractive Industry Legislation.
	2.2.2 Multi-stakeholder review meetings on EI at national and provincial level	2017 <ul style="list-style-type: none"> • Round Table on Dynamics of the Extractive Industry to Strengthen the Role of Deputies and Provincial Assemblies in the inspection of the Extractive Industry held in Sofala (Beira) on July 14-15 (Participants: 20 women and 70 men)
2.3 Citizens and Civil Society Organizations are well informed about the agenda and activities of the Specialised Committees and work in collaboration	2.3.1 Organize roundtables on the selected municipalities	2018 Three roundtables organized: <ul style="list-style-type: none"> • Analysis of the contracts of companies operating in the Extractive Industry sector (ICVL, Jindal-Africa and Vale Moçambique) in the Province of Tete (96 participants) • Provincial Government Identifying the challenges in the sector responsible for the development of the Extractive Industry held in Manica (148 participants) • Strengthening the control of the extractive industry sector by the members of the provincial assembly in Inhambane (participants: 14 women and 46 men)
Result area 3: Collaboration between Parliament and Provincial and Municipal Assemblies on six provinces		
3.1 Learning and Training Centre of the Parliament capacitated and committed to organise joint trainings and learning initiatives for the elected members at Provincial and Municipal level	3.1.1 Assist the Learning Centre to organize joint trainings	2017 <ul style="list-style-type: none"> • 30 MPs from the 1st and 5th Committees were trained • Learning session and exchange of experiences between MPs, MPAs and partners in EI oversight 2018 <ul style="list-style-type: none"> • 68 MPs (17 of the Committee on the Agriculture, Economy and Environment; 17 of the Committee on Social affairs, Gender and Technology and Social Communication; 17 of the Committee for Defence, Public Order and Security; 17 of the Committee on Planning and Budget) (2018) • A study/diagnosis of the training needs of Members (Parliamentary Committees and Offices) and of Parliamentary Officials to propose/produce a Training Plan for the Assembly of the Republic to be implemented during the 2020-2025 Legislature conducted by a consultant
3.2 Establishment of a National Platform of communication and experience sharing among Specialized	3.2.1 Establishment of National Platform of communication between the Parliament and	2017 <ul style="list-style-type: none"> • Two regional meetings in Nampula (participants: 13 women and 47 men) and Chimoio (Participants: 15 women and 62 men) 2018 <ul style="list-style-type: none"> • 2 platform/roundtable meetings (2018 (Participants: 21 women and 40 men)

RESULT	ACTIVITIES PLANNED	ACTIVITIES PERFORMED
Committees at parliament and Local Assemblies	Provincial Assemblies	
3.3 Support the work of the Platform on experience sharing and training	3.2.2. Support to the work of the Platforms	<p>2018</p> <ul style="list-style-type: none"> One interaction Session between Deputies and Members of Provincial Assemblies to share findings and challenges from inspection in the Extractive Industry Sector held September 3, 2018, simultaneously with activity 3.2.2. and 4.1.1. in Chimoio, Manica with participation of MPs and MPAs from Cabo Delgado, Nampula, Zambézia, Tete, Manica and Inhambane, CSTP, Directorate of the Committees of the Assembly of the Republic, WWF, Economist-Catholic University, Lawyer, National Forest Forum, Media, IMD, 5th Committee (Participants: 25 women and 77 men)
Result area 4: International and national networking and collaboration on NRM		
4.1 Regular collaboration between Parliament, CSO, academia, government institutions strengthened, related to NRM	4.1.1 Support the MPs to carry out consultations and field visits with stakeholders	<p>2017</p> <ul style="list-style-type: none"> Consultations of different stakeholders held in the provinces of Tete, Zambézia, Manica and Inhambane led by delegation of 3 male MPs, 3 women and 2 male technicians. The 5th Committee held Roundtables in all provinces (co-financed by the Parliament) followed by consultations in Parliament <p>2018</p> <ul style="list-style-type: none"> Workshop on “Current Dynamics of the Extractive Industry, its contribution to the economy and Challenges in Inspection; and Industry Surveillance Expectation” held September 2, in Chimoio, followed by interactive session (described under 3.2.2. and 4.1.2) with participation of MPs and MPAs from Cabo Delgado, Nampula, Zambézia, Tete, Manica and Inhambane, CSTP, Directorate of the Committees of the Assembly of the Republic, WWF, Economist-Catholic University, Media, STAFF of IMD, 5th Committee and Provincial Assemble of Manica (Participants: 23 women and 58 men) Paper “Citizen's Expectations and Challenges to the Parliament and Provincial Assemblies” One interaction Session between Deputies and Members of Provincial Assemblies to share findings and challenges from inspection in the Extractive Industry Sector held September 3, 2018, simultaneously with activity 3.2.2. and 4.1.1. in Chimoio, Manica with participation of MPs and MPAs from Cabo Delgado, Nampula, Zambézia, Tete, Manica and Inhambane CSTP, Directorate of the Committees of the Assembly of the Republic, WWF, Economist-Catholic University, Lawyer, National Forest Forum, Media, IMD, 5th Committee (Participants: 25 women and 77 men) One national roundtable
	4.1.2 Organization of multi-stakeholder roundtables based on the field	<p>2017</p> <ul style="list-style-type: none"> One provincial Roundtable in Cabo Delgado with 50 participants from Cabo Delgado including Provincial Government, MPAs, incl. members of the Bureau and Technical Officers of the Secretariat, representatives of the CSO’s, Private Sector, Academics, IMD and journalists. <p>2018</p>

RESULT	ACTIVITIES PLANNED	ACTIVITIES PERFORMED
	visits/stakeholder discussions	<ul style="list-style-type: none"> One national roundtable
	4.1.3 Support of publications related to impact of EI and best practices	<p>2018</p> <ul style="list-style-type: none"> Five publications prepared: <ul style="list-style-type: none"> - Policy Brief: “Mining and Human Rights: Civil Society Findings”; - Paper “The Role of Parliament in the Governance and Management of Natural Resources in the SADC Region”; - Policy Brief “High Authority of the Extractive Industry: challenges for the installation; - Policy Brief “Main Findings of the Oversight visits of the Extractive Industry Area in Mozambique”; - Policy Brief “Monitoring and evaluation of the extractive industry: challenges and perspectives”
4.2 Increased understanding and knowledge of MPs in the Parliament about International regulations and convention of Natural Resources and their role in monitoring the implementation of the same	4.2.1 Training of MPs on international regulations and conventions	<p>2017</p> <ul style="list-style-type: none"> One training was carried out at the end of the year (no data at the time of reporting available) with participation of 14 women and 61 men <p>NOTE: <i>in the SC meeting in Nov 2018 it was decided not to use this indicator, since it is not possible to have access to the data</i></p>
4.3 MPs have been exposed to different models, practices and policies in the extractive industry internationally;	4.3.1 Promote peer-to-peer learning on EI through exchange visits and cooperation with Finnish Parliamentarians	<p>2017</p> <ul style="list-style-type: none"> 9 MPs from the 5th Committee (5 men, 4 women) and a MPA from the Provincial Assembly (woman) as well as 4 technical staff members of the Parliament (1 woman, 4 men) went on a study visit to Finland in November 2017. The agenda included introductions to Finland’s NRM, meeting with 11 Finnish MPs (6 men, 5 women), a visit to Geological Institute and to a mine. <p>2018</p> <ul style="list-style-type: none"> Finnish MPs visited Mozambique
4.4 International cooperation between Mozambican Parliament (MPs) and Finnish Parliament (MPs) strengthened on the Area of natural resources	4.4.1 Same as 4.3.1	<p>2017</p> <ul style="list-style-type: none"> see above <p>2018</p> <ul style="list-style-type: none"> One networking meeting between Finnish and Mozambique MPs held in Mozambique
	4.4.2 Annual Symposium on sharing good practices together with the Finnish Parliament	<p>2017</p> <ul style="list-style-type: none"> An Annual Symposium was held at the Finnish Parliament on November 14 during the exchange visit of Mozambican MPs to Finland (5 female, 6 male)
	4.4.3 Networking between Finnish and Moz. women MPs	See above exchange visit to Finland/Mozambique in 2017 and 2018

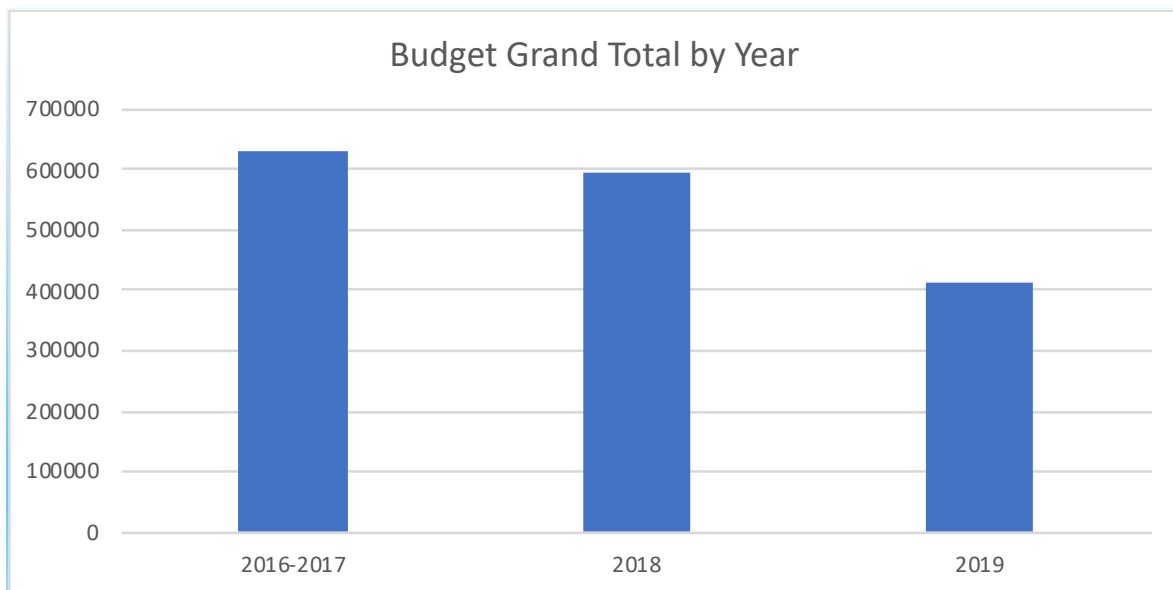
ANNEX 5. EXPENDITURES DATA

Project budget

MFA of Finland awarded 1.5 MEUR to the project, and NIMD provided a co-funding of 28,483 EUR, making the total budget of the project 1,528.483 EUR. An analysis of the planned use of funds (Figure 1) shows that the largest annual spending was foreseen for 2017 (which included some minor expenses incurred in 2016 when the project started in December).

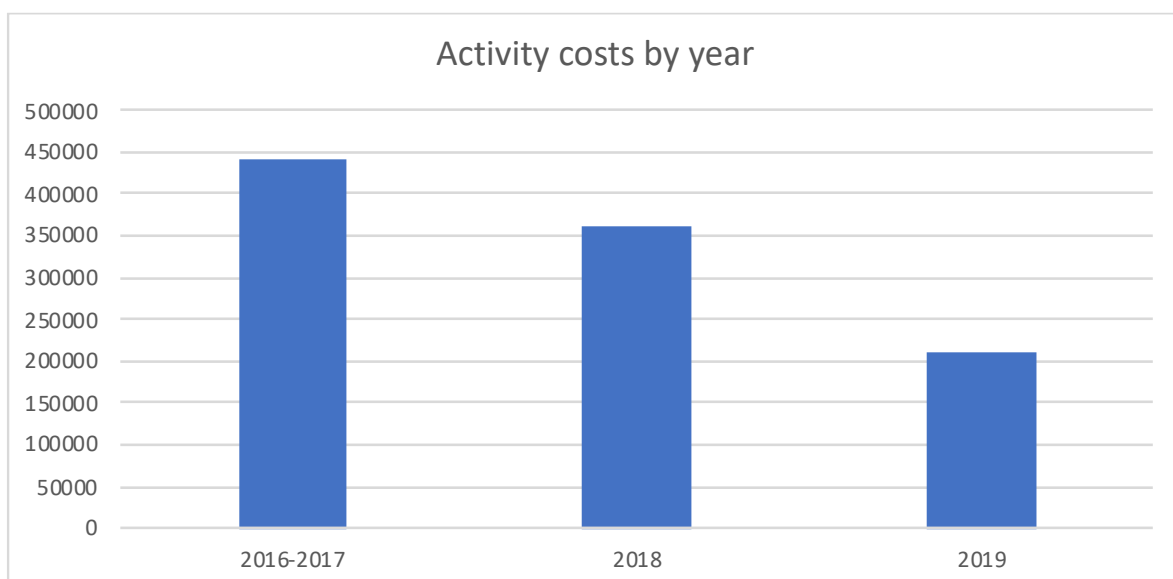
All the graphs below are own calculations by the evaluation team and based on project budgets and financial reports kindly provided for the evaluation by Demo-Finland.

Figure 1. Project budget by year as planned



In 2016-2017 expenditures for activities were the highest (442,198 EUR), leaving slightly over 200,000 EUR for 2019. The activity costs do not include the one-time expenses of a base-line study (10,000 EUR) and the project's launch (5,000 EUR). The budgeted annual funds for activities are shown in Figure 2 below.

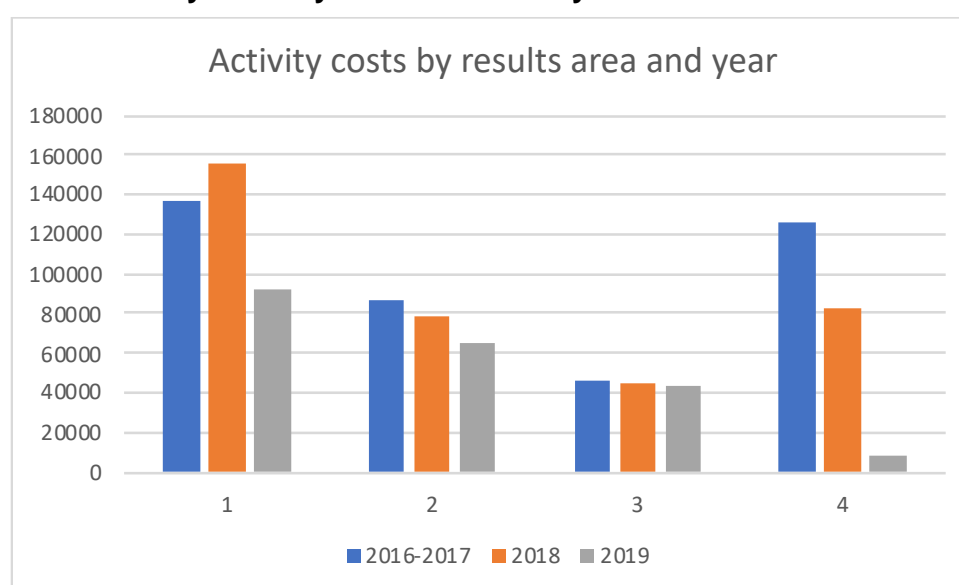
Figure 2. Budget allocated to activities by year



The activity costs represent 69.9% of total costs in 2016-2017, 60.8% in 2018 and 50.4% in 2019 of the total planned annual budgets. Furthermore, the largest expenses were for Result area 1 (capacity building of MPs and MPAs), followed by Result area 4 for 2016-2017 and 2018 (international and national collaboration and networking on NRM), with very little being foreseen for this result area in the last year of implementation as detailed in the graph below (Figure 3). The lowest expenses have been budgeted for Result area 3 (collaboration between Parliament and the Provincial and Municipal Assemblies in 6 provinces). It should be noted that municipal assemblies/ councils were taken out of the foreseen activities due to scarcity of funds. However, one would have expected a slightly larger budget for this result area (Result area 3) which, according to interviews, was deemed ‘eye-opening’ in the evaluation interviews.

Please note that the figure below describes only the planned budget and does not reflect the actual budget execution, which, at the end, does not correspond to the originally budgeted disbursements.

Figure 3. Planned activity costs by result areas and year



Budget execution in project implementation

As it often happens, the planned budget for 2016-2017 was not executed in its entirety. The real expenses for that year amounted to 516,783 EUR, leaving a balance of over 110,000 EUR that was transferred for the next year. According to the financial balance of 2018, the total expenses incurred in that year amounted to 582,854 EUR. This left 428,846 EUR for 2019, and the final balance of the running year (2019) is naturally not yet established. The figures show that the budget execution (implementation of the project) lagged behind planned disbursements in 2017 due to a late start, leaving a significantly larger budget for 2019 than originally planned.

To analyse the shares of funds used in Mozambique and in Finland, the evaluation disposes financial information for 2016-18. In 2016-17, the share of funds used in Finland was 21% (112,025 EUR out of the total of 516,782 EUR), which includes the expenses made for the visit of Mozambican MPs to Finland, leaving the overhead for Demo-Finland at 11.5%. In 2018, the share of funds used in Finland, including the visit of Finnish MPs to Mozambique, represents only 13.7% of total expenses of that year (79,765 EUR out of 582,854 EUR; 11.2% if excluding the MPs’ visit). On average, the share of funds used in Finland presents 17.4% of the total budget execution in 2016-2017 and 2018. This is a relatively low percentage and reveals a good degree of cost efficiency of project management by Demo-Finland. Figure 4 shows the distribution of project funds.

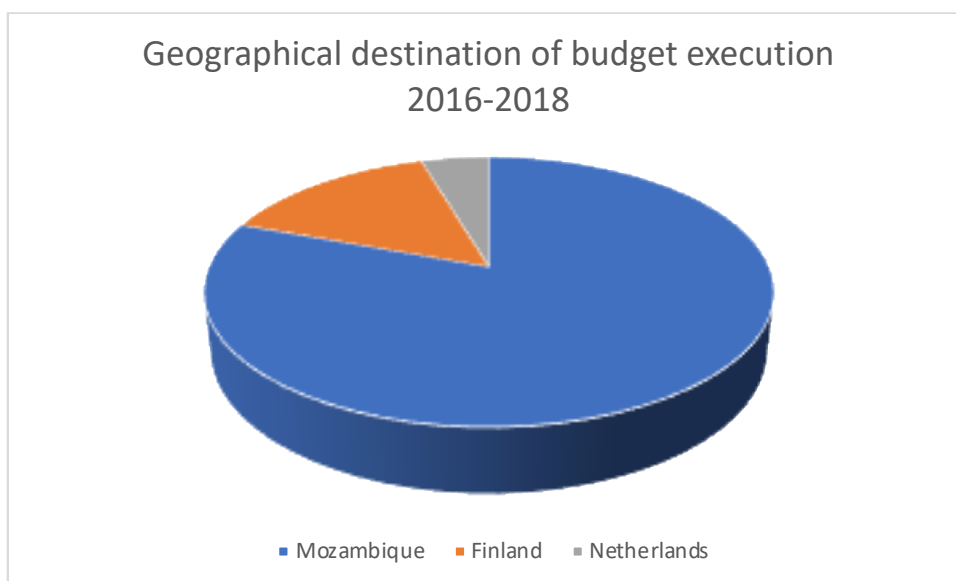
Figure 4. Geographical distribution of project funds 2016-2018 and 2018



The Consortium’s role in financial management

Due to MFA of Finland regulations, Demo-Finland, which, at the time of the official approval of the project by Finland, belonged to programme support CSOs at the MFA of Finland, could not be the signatory contracting party of the project, so this role fell on NIMD. The contract defined an overhead of 6.5% for NIMD, calculated on the base of the budget for Mozambique. This resulted in a value of 59,484 EUR based on the 2016-18 actual costs, the 2019 value is not yet known. The share of funds going to Mozambique, Finland and the Netherlands are shown in Figure 5.

Figure 5. Geographical destination of budget execution 2016-2018



The flow of project funds is as follows (source: Demo, email 11 June 2019).

- IMD sends quarterly requests of funds to Demo-Finland identifying the cost of activities planned for the coming quarter using the costs included in the budget. The balance of funds not used in the previous quarter is deducted from the funds transferred.
- Once Demo-Finland receives the request from IMD, it invoices NIMD the required amount plus the estimated expenses corresponding to Demo in that period; these expenses are based on the approved annual budget. In addition, Demo-Finland keeps a small buffer fund from which money can be quickly sent to IMD in case of urgent need.
- NIMD invoices the MFA of Finland according to quarterly instalments agreed in the contract between them. The instalments are based on the original contract and not on actual budget execution.

As an example, the financial balance as of December 31, 2018 is presented in Table 1. In 2017, the transfer loss had been 340 EUR. No transfer loss is reported for NIMD (both countries, the Netherlands and Finland, use the same currency, the Euro).

Table 1 Financial balance Demo-Finland’s bank account as of December 31, 2018

BALANCE in Finland	
Opening balance in Demo	63.404,50 €
Received from NIMD	494.212,00 €
Transferred to IMD	381.406,35 €
<i>* of which transfer loss</i>	<i>110,00 €</i>
Costs in Finland 2018	79.765,69 €
Balance remaining in Finland	96.444,46 €

According to interviews at IMD in Maputo, the preparation of the first year of financial reporting was challenging as it had to learn the MFA-specific bookkeeping and reporting rules but henceforth the system of financial management is running smoothly. The performance audit carried out by an international audit company commissioned by the MFA of Finland did not find irregularities in the financial management of funds of the project (KPMG 2019) but made some remarks on the way personnel costs were indicated in financial reporting. The evaluation thus confirms what was found by the audit: ‘There is inherent complexity in the flow of funds.’ (KPMG op.cit., p. 3.)

ANNEX 6. DOCUMENTS CONSULTED

Document
Project documents
Baseline study
2016 Appraisal of Project Proposal in Strengthening the Legislative and Executive Oversight Function of Elected Organs in Mozambique
2019 Improving Oversight in Mozambique’s Governance 2016- 2019: Outcome Level Indicator Reporting
Proposal
Proposal
People consulted regarding the proposal (Annex 1 of proposal)
Proposal Logframe Mozambique (Annex 2 of proposal)
Workplan
2016 Workplan
Financial reports/budgets
Budget 2017 - 2018
Budget 2016 2018
Budget 2017 - 2018
Budget 2018
Budget justifications 2018
Budget/Activities 2019
Mozambique financial report 2018
Mozambique financial report 2018
Mozambique financial report 2017
Project budget
2017 Reported costs per semester and quarter and rate of execution
Request to re-allocate funds to Moz partner
Revised budget (together with request?)
2018 budget
Project products
Note on Parliament's Role in Governance and Natural Resource Management in the SADC Region
Policy Brief 5 - Alta Autoridade da Indústria Extractiva, IMD
Desenvolvimento da Indústria Extractiva em Moçambique e Direitos Humanos: Algumas Constatações da Sociedade Civil - Policy Brief no 2 12 de abril de 2018
Guião Parlamentar para Fiscalização da Indústria Extractiva em Moçambique
Guião para Fiscalização Parlamentar dos Direitos Humanos na Indústria Extractiva em Moçambique
Steering Committee
Steering Committee meeting - March 29, 2017
Steering Committee meeting - March 22, 2018
Steering Committee meeting - November 16, 2018
Other
<i>Matkaraportti kansanedustajien vierailu Nov2017</i>
<i>ASKI Mosambikin kaivannaissektori perusmuistio</i>