

Enhancing the Impact of Research for Development: A Pilot Competitive Grants Program to support innovative partnerships and projects

Note: the concept note must not exceed **5 pages** and should be sent to cso-cgiar-grants@cgiar.org

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Organization description and date established	Oxfam America works to end global poverty through saving lives, strengthening communities, and campaigning for change. Established in 1970, we are an affiliate of Oxfam International.

Project Details

Title of Proposal	Strengthening Women's Land Rights: Implementation and Impact of Mozambique's Legal Reforms on Rural Women
Project Duration using Grant Funds	24 months
Countries of Implementation	Mozambique

Primary CGIAR Center Partner

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Other Partners

Name of other Partner Organization(s)	Please see list of local partners on page 4 of the proposal.
Type of Organization	
Name of partner	
e-mail address	

Please copy table format if more than one other partner.

Project Questions

PROBLEM DEFINITION: *[Describe the specific challenge you will try to address and why it is significant. Include causes of the problem and estimates of the number of people affected in your target area.]*

Until recently, the nearly 10 million women in Mozambique could not inherit land. If a woman's husband died, according to many forms of customary law, the husband's brother could take over the land and completely dispossess the family. And this has occurred all too frequently with the HIV/AIDS pandemic having its epicenter in southern Africa. Clearly, basic human rights were being violated, and women and children were bearing the brunt of those violations. Moreover, the insecurity of tenure for women limited their incentives and ability to invest in the land, further limiting their ability to feed their families.

A combination of opening of civil society space and good gender legal analysis provided Oxfam America the opportunity to initiate the Gender and Legal Reform Program in Mozambique, a legal strategy to address gender inequality and denial of rights that contribute to women's poverty.

This work culminated in the Family Law of 2003, with the following key provisions:

- Recognition of the legitimacy of customary marriage: The law recognizes unions of partners who have lived together for more than a year as valid marriages, thus protecting spouses in the event of death or separation. The new law also extends legal recognition to religious marriages and to traditional marriages that are accepted by community leaders.
- Increased minimum age of marriage: The law increases the minimum age of marriage for girls from fourteen to eighteen years old.
- Equipping women to fight for their rights: The law codifies women's claims to gender equality so that women will be able to participate in decision-making, particularly on issues that affect them directly.
- Allowing women to head families: The husband is no longer the automatic head of the family as either spouse can fill that role. Additionally, women have an equal role in administering the household property.

Oxfam's strategy to help get these new laws passed encompassed:

- Involving government, as a duty bearer, consciously from the beginning.
- Engaging and galvanizing grassroots groups in the critical consultations leading to the drafting of the new law
- Encouraging and supporting civil society groups during both the advocacy period and beyond.

In seeking to create a legal environment conducive to the uplifting of the legal status of women, civil society met with many challenges. First, civil society is a relatively new concept in Mozambique. Second, there are the multiple dimensions of culture to deal with, manifested through seventeen languages, diverse religious communities, a colonial legal legacy, political polarization from the civil war, and other post-conflict challenges. At the same time, 70% of women, whom we consider to be the primary change agents in the transformation of their lives, reside in remote rural areas of the country. Over two thirds are illiterate and have no access to the information or resources that would assist them to claim their rights.

As promising as the Land Law and the new Family Law are, they are still only promises. The challenge remains to socialize and enforce them across the diverse ethnic mosaic that is called Mozambique. The officers of the judicial system need to be trained with knowledge and skills to address the sensitive issues that arise from the enforcement of these types of laws. Civil society needs a conceptual framework as a basis for identifying the intersection between the new law

and provisions under customary law and practice. Knowledge must be used as a change agent persuasive enough for women to use it in the advancement of their rights; and officials, elders, and elites need to be convinced that the new laws make good economic and social sense.

OBJECTIVE: *List the specific objectives of your project*

The overall goal of this project is to increase the impact of Mozambique's Land Law and Family Law on empowering rural women. Specific objectives include:

- Develop appropriate social and technical indicators of tenure security and effects on efficiency, productivity, and stability that can be applied and measured over the period of the collaboration.
- Test the applicability of the provisions related to natural resource management and asset ownership for gender equity under the Land Law and the Family Law.
- Assess and document the processes and outcomes contributing to women's economic empowerment and provide guidance on the technical and legal aspects of sustaining positive changes in economic power relations.
- Map government policies in detail, to ensure provisions empowering women are incorporated in macro level national policies and provincial and local plans and budgets, including national poverty reduction strategy and local operationalization.
- Build capacity of partners on appropriate research techniques and in the development of monitoring and evaluation tools to inform the Family Law implementation strategy.

PROJECT IMPLEMENTATION: *How will you implement your idea? List and describe the specific steps you will take to meet your objective(s). Explain the status of the project: is it a new project or a new phase of an ongoing project? Describe what is new and how it differs from previous phase? Have you already tested the idea on the ground?*

We need a two-pronged agenda to address these challenges. Oxfam will work with its partners to carry out information and training about the new laws that will be necessary at all levels. On the other hand, a key part of the argument for why the new laws are important lies not only in the theoretically irrefutable but practically unacknowledged rights of women, but also in making the more technical case that the law makes good social and economic sense. IFPRI's strong expertise on gender analysis and dynamic property rights will help to develop a conceptual framework as a basis for identifying the intersection between the new law and customary law and practice, and to systematically document the impact of the program. This will not only strengthen the program in Mozambique, but also provide evidence to guide similar efforts in other countries in sub-Saharan Africa.

To implement the study, we will select a defined agro-ecological zone, and a number of sites that will be studied. Within that, we will randomly allocate some to receive as focused intervention, and some to remain as controls. Interventions include:

- Training officers of the judicial system with knowledge and skills to address the sensitive issues that arise from the enforcement of these types of laws.
- Legal literacy programs and public discussions to educate women on the provisions of the law, but also to convince officials, elders, and elites that the new laws make good economic and social sense.

A baseline study will be conducted in both treatment and control sites, including household survey, key informant, and focus group interviews with men and women. The study will document the process of the treatments, especially the discussions with community, and what kinds of issues are raised. It will also examine the extent to which women in case and control sites make moves to claim their rights, which women, and what the financial, time, and social costs of are of registration or claiming their rights. We will conduct life history and case studies of women who have lost their land following widowhood or divorce, and those who have been able to remain on their land, to determine the impact on their households and their land use. This will

document how women use land for agricultural production, and identify what kinds of other support (e.g. credit, extension) they need to use their land productively.

The direct involvement of Oxfam staff and partners from government and civil society will build their capacity for implementation. The interventions themselves will strengthen the capacity of rural women to claim their rights. Publications of articles and briefs based on the project will disseminate the findings more broadly.

INNOVATION: *How is your project idea innovative or unique?*

Mozambique's far-reaching legal reforms to strengthen women's status and control over assets provide a unique opportunity to examine the extent to which major policy and legal reforms can empower women. Yet implementation of the reforms will require profound changes in behavior and even basic gender norms. The study of this process can inform not only Mozambique's reforms, but other countries, as well.

The use of randomized allocation of program interventions is increasingly seen as the "gold standard" for documenting impact. However, it is rarely done because program locations are often chosen for convenience, connections, or a variety of political reasons. Because this project is linking research to implementation at the initial stages of the program, it is possible for us to build in randomized program placement, thereby establishing greater credibility for any impact that is identified.

RELEVANCE and INNOVATIVENESS of PARTNERSHIP: *How is each partner contribution critical for achieving the overall project objectives? Describe how the partnership embraces principles of joint decision-making, inclusiveness, knowledge-sharing.*

Oxfam has developed an advocacy initiative in Mozambique since 1998, with a diverse set of partners:

Forum Mulher (Women's Forum) – coordinating body
MULEIDE (Women, Law and Development) – Linking to lawyers and grassroots women
AMMCJ (Association of Mozambique Women Lawyers) – Technical legal support
UNAC (National Union of Peasant Farmers) – Outreach to peasant women in rural areas
AMCS (Association of Mozambican Women Journalists) – Information outreach
WLSA Mozambique (Women in law Southern Africa) – Research

IFPRI's strong research on gender issues and land rights, as well as on impact assessment, will complement this partnership by providing clear evidence of the progress in implementation and consequences for poor women and their families. IFPRI is also recognized as a leader in the analysis of legal pluralism in property rights, with frameworks for understanding how state and customary law affect local practices. Both IFPRI and Oxfam also have strong international policy networks (e.g. International Land Coalition) that can be used to extend the findings of this project to other countries.

EXPECTED RESULTS: *(a) Please state the expected results of your project and its contribution to achieving sustainable food security and reducing poverty; (b) How will you measure your results? Please be as precise and quantitative as possible.*

The project will empower rural women in the communities selected for implementation, with consequent increases in food security and welfare of children. This can be measured through empowerment indicators in the household surveys and documentation of social norms through focus groups and key informant interviews.

Beyond the immediate study sites, the project will identify key principles and challenges for carrying out legal reforms into practice, which can be applied throughout Mozambique. Uptake

can be measured through the number of government and non-governmental organizations that use the project information in adapting their training for officials or community members in legal literacy.

Capacity strengthening will be measured by the number of rural women who receive legal literacy, as well as numbers of officials at various levels who receive training.

REPLICABILITY: *What is the scaling-up potential of your project idea? What is the possibility of implementing your project idea in a different region or globally?*

Lessons learned in selected areas of Mozambique will be applied throughout the country through Oxfam's network of government and civil society organizations. The effective implementation of legal reforms to empower women, particularly regarding rights over land and natural resources, will also have wider applicability throughout sub-Saharan Africa. Findings will be disseminated through IFPRI's policy outreach activities, including academic publications, presentation at national and international fora (including International Land Coalition) and media outreach.

SUSTAINABILITY: *What characteristics of your project will ensure that it is sustainable? How will your project continue beyond the phases funded by the CGIAR grant?*

Close collaboration with government and other civil society organizations will ensure that the implementation of the legal reforms continues beyond the 24 months of the project, using insights on the factors that lead to effectiveness. This is part of a longer-term commitment of Oxfam to strengthening women's rights in Mozambique and other countries of the region.

VI. Proposed Budget

Item	Proposed budget (in US\$)
Personnel	148,000
Research supplies and services	20,000
Equipment	10,000
Training and other knowledge-sharing activities	120,000
Travel	20,000
Communication	20,000
General Administrative Expenses– 10% max	20,000
TOTAL Project Cost	358,000
Co-Financing and Funding (no less than 30% of total project cost)	108,000
GRANT Funding Request (no more than 70% of total project cost)	250,000
Details of co-financing and funding sources	IFPRI will provide \$20,000 of personnel costs for literature reviews, comparative analysis, and international outreach. Oxfam co-financing includes expenditure on training of officials and community legal literacy programs.