



cutting through complexity

Evaluation of UNDP Support to UNDAF Outcome 3

Final Report



UNDP
Mozambique

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Document review and approval

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We assume that this report is accepted as final with any kind of qualifications and recommendations for change if comments, suggestions and recommendations are not provided to KPMG in the period of one month after receiving the same report.

Acronyms and Abbreviations

CC	Climate Change
CPD	Country Programme Document
CTA	Chief Technical Advisor
DRR	Disaster Risk Reduction
E-sistafe	Sistema Electrónico de Administração Financeira do Estado (Government System for Financial Management)
GEF	Global Environment Facility
GoM	Government of Mozambique
GRIP	Global Risk Identification Program
INAM	Instituto Nacional de Meteorologia (National Institute for Meteorology)
IND	Instituto Nacional de Desminagem (National Institute for Demining)
INGC	Instituto Nacional de Gestão de Calamidades (National Institute for Disaster Risk Management)
IP	Implementing Partner
LDCF	Least Developed Countries Fund
MASA	Ministério da Agricultura e Segurança Alimentar (Ministry for Agriculture and Food Security)
M&E	Monitory and Evaluation
MEF	Ministério da Economia e Finanças (Ministry of Economy and Finance)
MICOA	Ministério para a Coordenação da Acção Ambiental (Ministry for the Coordination of Environmental Affairs)
MISAU	Ministério da Saúde (Ministry of Health)
MITADER	Ministério da Terra, Ambiente e Desenvolvimento Rural (Ministry for Land, Environment and Rural Development)
MMAIP	Ministério do Mar, Águas Interiores e Pescas (Ministry for the Sea, Inland Water Bodies and Fisheries)
MOPHRH	Ministério das Obras Públicas, Habitação e Recursos Hídricos (Ministry for Public Works, Housing and Water Resources)
NGO	Non-Governmental Organization
NIM	National Implementation Modality

PARP	Plano de Acção para Redução da Pobreza (Action Plan for the Reduction of Poverty)
PECODA	Programa de Educação, Comunicação e Divulgação Ambiental (Programme for Environmental Education, Communication and Dissemination)
PES	Plano Económico e Social (Economic and Social Plan)
PNAM	Plano Nacional de Acção Contra Minas (National Action Plan Against Anti-Personnel Mines)
PQG	Plano Quinquenal do Governo (Government Five Year Plan)
ROAR	Results-Oriented Annual Report
ToC	Theory of Change
UN	United Nations
UNDAF	United Nations Development Assistance Framework for Mozambique
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

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Executive Summary

UNDP implemented its Country Programme (CPD) from 2012-2016, which contributed to the achievement of the objectives for UNDAF, a programme based on the Mozambique Five Year Government Plan (PQG 2010-2014), Action Plan for Poverty Reduction (PARP 2011-2014) and also supported achievement of the MDGs. As part of UNDP policy of yearly and final evaluation of the cooperation with the host Government, the current CPD was assessed to present the status of overall implementation, identify positive and negative impacts, lessons learned and to provide recommendations for future programming.

This report focuses on UNDP support to UNDAF outcome 3, covering the areas of Disaster Risk Reduction, Adaptation to Climate Change, Environment and Demining. The evaluation covered the following key criteria: *relevance, effectiveness, efficiency, sustainability and impact*. Each criteria was assigned a rating based on the analysis of the collected information. Additionally, the evaluation used the Theory of Change approach (ToC), to determine and describe linkages between UNDP supported interventions and observed progress at all levels.

Data collection for CPD evaluation was performed through desk review of M&E reports and UNDP/UNDAF programme documents, and interviews with UNDP project managers and key staff from the Implementing Partners (IPs).

Results provide evidence of the CPD relevance, as it was aligned with Mozambique priorities regarding DRR, Environment and Climate Change, and Demining. Analysis of the output indicators related to UNDAF Outcome 3 shows that 4 targets were achieved, 9 targets were partially achieved and 1 target was not achieved, thus resulting in a satisfactory score for the effectiveness analysis. Achievement of objectives was due to allocation of financial and technical resources by UNDP as per the needs presented by the IPs. As the financial needs of the IPs were not fully covered by available support, due to procurement and disbursement related constraints, it contributed for assigning a satisfactory score for the efficiency of resource use. UNDP support strengthened the establishment of the administrative and policy requirements to ensure sustainability, namely the development of relevant plans (e.g. land utilization plans) and new and revised regulations and policies (e.g. gender included in related DRR and CCA documents). Sustainability was assessed as moderate mainly due to the need to further strengthen the capacity of IPs to reduce dependence on external support at technical level. Impacts were assessed as significant at institutional level, where IPs acknowledged that their capacity (e.g. planning, implementation) increased considerably due to UNDP support, mainly at policy and legislation levels. Impact at the final beneficiaries' level was difficult to assess due to lack of data.

The ToC analysis showed that the CPD approach is effective but improvements are needed at the output level to address the needs of IPs related to M&E system strengthening, improve coordination and capacity building.

In conclusion the CPD 2012-2016 was aligned with the country needs regarding DRR, Climate Change, Environment and Demining targets. Challenges to be addressed in the next CPD include: i) improve M&E systems to allow proper measurement of indicators, ii) increase the focus of UNDP on country-level coordination while ensuring emphasis on local actions and impacts; iii) involvement of the individuals and the organization at different levels of implementation; iv) shift from quantity and focus on the quality and effectiveness of projects as an approach to match existing financial resources; v) determine capacity building targets towards improving IPs abilities to lead and coordinate, including at local level, to ensure sustainability; vi) support data management within IPs; vii) increase geographic coverage to address IPs needs and viii) explore

new/other forms of cooperation (e.g. south-south and triangular cooperation) at national level to improve programme quality.

1 Introduction

The present report is an outcome from the Evaluation of UNDP Support to Mozambique UNDAF Outcome 3 awarded to KPMG by UNDP in Mozambique. The purpose of the evaluation is to capture and demonstrate evaluative evidence of the contributions to development results at the country level as articulated in both the United Nations Development Assistance Framework (UNDAF) for Mozambique 2012-2016 Action Plan and the UNDP Country Programme Document for Mozambique 2012-2016 (CPD). In line with the Evaluation Plan of UNDP Mozambique, one Outcome evaluation (outcomes 3) and one Country Programme Document Final Evaluation are to be conducted to assess the impact of UNDP's development assistance across the major thematic and cross cutting areas taking into consideration the fact that the Country Programme is coming to an end in 2016 and that both the new CPD and UNDAF are under preparation to start in 2017.

The evaluation is to respond to the requirements of the UNDP Mozambique Country Programme Evaluation Plan for the period 2012-2015 which is composed of three main evaluations:

- Country Programme Document Final Evaluation;
- Evaluation of UNDP Support for the UNDAF Outcome 3, covering the areas of Disaster Risk Reduction, Adaptation to Climate Change, Environment, Demining and

The present report is related specifically to the evaluation of UNDP support for the UNDAF outcome 3, covering the areas of Disaster Risk Reduction, Adaptation to Climate Change, Environment and Demining. It aims to present the findings of the evaluation for the activities under outcome 3, their relevance and progress, including recommendations to contribute for the formulation of the interventions under the CPD for the next period (2017-2020).

The evaluation's findings for outcome 3 are specific and will be used to complement the results of a broader assessment conducted under the Country Programme Final Evaluation to draw conclusions on the overall UNDP Country Programme.

1.1 Contextualization of Disaster Risk, Environment, Climate Change and Land Mines in Mozambique

1.1.1 Country context

Mozambique is ranked as one of the poorest countries in the world (low human development – score of 0.416, position 180 of 188¹) albeit steady economic growth in the last years (average 7.6% GDP growth from 2010 to 2014²). Low agricultural production is an important contributing factor for poverty, as the majority of the population live in the rural areas and agriculture is the main source of income (employs 93% of the rural workforce). Therefore the country economy is strongly influenced by the occurrence of natural disasters, climate change and unsustainable use of natural resources as it impacts the livelihood of the population³.

¹ UNDP, 2015, Human Development Report

² KPMG (2015) The Top 100 Companies in Mozambique.

³ MICOA 2012) Public Environmental Expenditure Review 2005-2010. Directorate of Planning and Studies.

UNDP is implementing a country programme (2012-2016), which includes interventions in the areas of adaptation to climate change, disaster risk reduction, environment and natural resource management, with the aim of strengthening the legislative framework, as well as planning and management capacities of national-level institutions as well as of local governments⁴. Additionally, UNDP country programme addresses Mozambique's demining efforts, towards achieving a mine free country.

Climate Change

Climate change has been acknowledged as a risk to overall wellbeing and sustainable development and as disrupting to national economies. Climate change poses a particular threat to developing countries as it exerts pressure on ecosystems and key sectors (e.g. agriculture) with consequences for the human population reliant on them.

Mozambique is a country whose history (e.g. independence, civil war), economy (e.g. large contribution of agriculture to the economy) and geography (e.g. long coast line) aggravate the country's vulnerability to the negative impacts of climate change. Studies performed by national and international organizations confirmed the high vulnerability of the country to climate change. INGC 2009⁵ report on Climate Change concluded that the risk of disasters linked to climate extremes will increase significantly in the future, in particular the ones related to cyclones, floods, droughts and epidemics. The same report indicates that sea level rise will aggravate these problems. The study concluded that it is critical to establish a national climate change response plan.

The Government responded positively to the development challenges inherent to climate change, and considerable efforts were directed towards the inclusion of climate change preparedness and mitigation at policy and operational levels. Clear examples are the National Strategy for Climate Change Adaptation and Mitigation approved in 2012⁶, the periodic formulation of National Adaptation Plans and the National Directorate for Environment (from MITADER) including the formulation and implementation of projects of adaptation and mitigation to climate change in its duly approved functions⁷. Furthermore, the Disaster Management Law, recently approved in 2014, integrates many aspects related to climate change.

Current advancements towards climate change resilience at national level were achieved with the participation of Government partners such as donors, UN Agencies, development agencies, NGO's, CSO's and research institutions.

Disaster Risk Reduction

In Mozambique natural disasters are listed as one of the main risks for the achievement of development and poverty reduction goals⁸. Mozambique is particularly vulnerable to the impacts of cyclones, floods and droughts due to population reliance on agriculture, lack of infrastructure and concentration of population in the coastline⁹. Analysis of the impacts of natural disaster show that from 1956 to 2008, droughts, floods and tropical cyclones had higher occurrence in Mozambique (10, 20 and 13 events respectively), where droughts affected more people⁹.

⁴ UNDP Mozambique Country Programme Final Evaluation, Terms of Reference.

⁵ INGC. (2009). Study on the Impact of Climate Change on Disaster Risk in Mozambique: Main Report.

⁶ MICOA (2012). Estratégia Nacional de Adaptação e Mitigação de Mudanças Climáticas 2013-2025.

⁷ Boletim da República No 51 de 26 de Junho de 2015, Resolução no. 6/2015.

⁸ UNDP, n.d. Country Programme Document for Mozambique

⁹ INGC. (2009). Study on the Impact of Climate Change on Disaster Risk in Mozambique: Main Report.

In Mozambique disaster risk management is coordinated at all levels by the National Institute for Disaster Risk Management (INGC), where at community level INGC implements activities through the Disaster Risk Management Committees. Since its creation in 1999, with support from development partners, INGC have improved the legal framework (e.g. approval of Disaster Management Law) and technical capacity to address adaptation, preparedness, mitigation and resilience to natural disasters (and climate change), with strong interventions at community level.

Environment

In Mozambique the majority of the population live in rural areas and depend on natural resources for their livelihood. Therefore studies performed point environmental sustainability as of great importance, as the main threats to biodiversity in Mozambique include overharvesting or overexploitation of particular species¹⁰. Additionally the immediate and long-term causes of environmental threats are social, political, institutional or governance, and economic.

The importance of the environmental sector for the country economy and sustainable development has been translated in policies and action plans to address key environmental issues that include national resource management, land degradation, natural disasters and climate change, pollution, land use, water supply, waste management and sanitation¹¹.

Environment is presented as a crosscutting issue in Government plans (e.g. PARP 2011-2014), where MITADER (former MICOA) is the Government ministry responsible for coordinating the implementation of the national environmental strategy. The environmental sector mission is presented in the MICOA strategic plan for 2005-2015 whose objectives include economic growth and social equity. Government plans for the environmental sector are implemented with support from donors and other development partners whom align their support to these plans.

Demining Portfolio

Mozambique is a state subscriber of the Ottawa Convention: The Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction. Therefore, Mozambique is implementing since 2002 a National Action Plan Against Anti-Personnel Mines (PNAM), which had two implementation periods: 2002-2008 and 2008-2014.

PNAM is implemented mainly by the National Institute for Demining (IND) with support from UNDP. IND has the mandates to i) elaborate the demining policy for the country (including its execution), ii) coordinate the demining process with the Government partners, iii) create and manage a database on anti-personnel mines to accommodate all demining information of the country.

The demining component is part of UNDAF Outcome 3, thus the present report will address UNDPs contribution for IND.

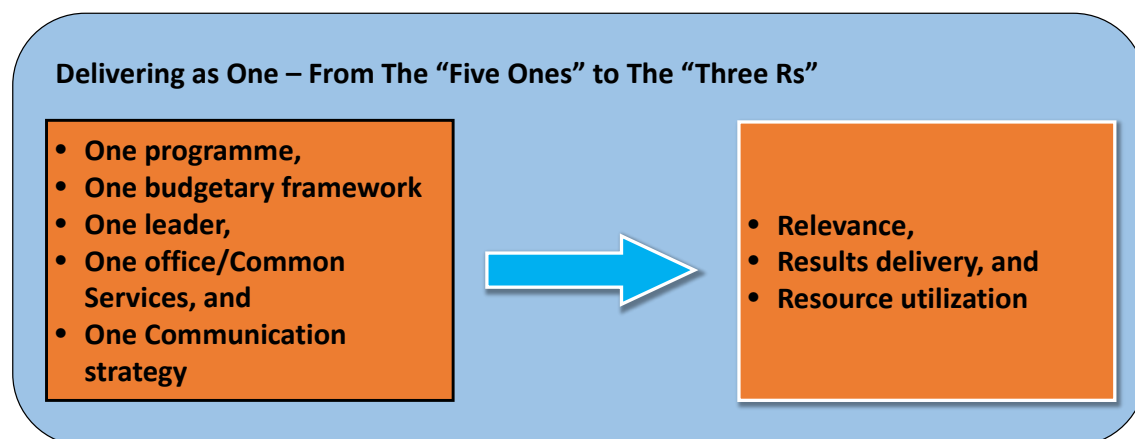
1.1.2 UN cooperation strategy for Mozambique

Mozambique was one of the eight countries to pilot the Delivering as One (DaO) UN Reform, and as such is committed to moving towards the “four ones”. Since 2007, the UN Mozambique

¹⁰ USAID, 2013, Mozambique Environmental Threats and Opportunities Assessment. USAID-Mozambique

¹¹ MICOA 2012) Public Environmental Expenditure Review 2005-2010. Directorate of Planning and Studies.

has been developing and refining new ways of working together with the Government to achieve the aims of the reform of coherence, effectiveness and efficiency in delivering development results.



While the first phase of the reform focused on five pillars in place (one programme, one budget, one leader, one office, one communication strategy), since 2012, the UN Mozambique has moved into "the second generation" of the reform aimed at transforming the process-related changes of the five DaO pillars into strengthened development results.

The second generation of the DaO in Mozambique captured in the United Nations Development Assistance Framework (UNDAF) 2012-2016 has focused on the three “Rs” - Relevance, Results delivery and Resource utilization. This aims to strengthen UN's advisory policy and normative role on top priority of national issues and optimize the use of available financial and human resources.

The UNDAF fits squarely within the UN reform process aimed at ensuring greater coherence and coordination of UN agencies’ activities, and greater alignment with national priorities, in order to better achieve the MDGs. It also responds to the principles established in the *Paris Declaration* and reiterated in the *Accra Agenda for Action* regarding the need for greater country ownership, harmonization and alignment, mutual accountability and results based management. It is important to remark that UNDAF is also aligned to principles stated in Busan Partnership for Effective Development Cooperation such as focus on results, transparency and shared responsibility.

The UNDAF is a strategic programme framework covering the collective response of the United Nations Country Team (UNCT) to the national development framework – in the case of Mozambique, mainly, the PARP 2011-2014. The UNDAF brings together the priority areas for UN collaboration, and defines all outcomes towards which more than one UN agency contribute, with a respective monitoring and evaluation framework.

The current UNDAF which covers the period 2012-2016 was developed at the same time as PARP 2011-2014 and with Government and UN staff participating in both processes allowed a greater alignment of the UN with the national planning systems. The UNDAF 2012-2016 is built up on three focus areas: Economic, Social and Governance, each with related outcomes, as shown below.

Table 1: UNDAF 2012-2016 focus areas.

Focus 1: Economic Area	Focus 2: Social Area	Focus 3: Governance
• Outcome 1: Vulnerable groups	• Outcome 4: Equitable provision	• Outcome 6: Strengthened

<p>(with a particular focus on women) demand and ensure production of productivity in the primary sector in order to increase their own food security.</p> <ul style="list-style-type: none"> • Outcome 2: Vulnerable groups access new opportunities for improved income and livelihoods with a special focus on stable employment. • Outcome 3: Sustainable and effective management of natural resources and disaster risk reduction benefit all people in Mozambique, particularly the most vulnerable. 	<p>of quality and essential social services ensure improved wellbeing for all vulnerable groups.</p> <ul style="list-style-type: none"> • Outcome 5: Vulnerable groups demand, access and use quality and equitably delivered social services. 	<p>democratic governance systems and processes guarantee equity, rule of law and respect of human rights at all levels.</p> <ul style="list-style-type: none"> • Outcome 7: People in Mozambique participate in shaping and monitoring a transparent and equitable national development agenda. • Outcome 8: Government and civil society organizations provide coordinated, equitable and integrated services at decentralized level.
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Source: UN Development Assistance Framework 2012-2016.

As per the UN approach both the Government and UN agencies contribute for each focus area and outcome. In this scope UNDP's contribution is presented in the UNDP Country Programme Document (CPD) for 2012-2016, which presents UNDP contribution for Outcomes 1, 2, 3, 6, 7 and 8. The CPD was created to respond to shortcomings identified during past evaluations which proved the relevance of UNDP interventions towards the aforementioned outcomes.

UNDP contributed to Outcome 3 through key actions that include technical assistance and capacity development for key Government institutions. This report presents the final assessment of UNDPs performance related to this outcome, which will be included in the overall CPD final evaluation report.

1.2 Scope of the evaluation

1.2.1 Objective

The present report assesses the UNDP support to UNDAF outcome 3. UNDP support is summarized in a group of outcome and output indicators which are described in the UNDP CPD and UNDAF as described next:

- **UNDP CPD (as Outcome 61):** Related to UNDP support to UNDAF outcome 3, there are four outcome indicators defined:
 - Number of vulnerable communities with capacities to adapt climate change (Baseline: 5; Target: 200);
 - Number of localities implementing territorial planning tools (Baseline: 40; Target: 88).
 - Number of districts classified as mine-free and available for use (Baseline: 105; Target: 128);
 - % of sectors with specific responses to the needs of women, girls, men, and boys in the contingency plan (Baseline: 25%; Target: 80%).

- **UNDAF outcome 3: Sustainable and effective management of natural resources and disaster risk reduction benefit all people in Mozambique, particularly the most vulnerable** (definition in the UNDAF Action Plan). Outcome 3 has five outputs:
 - **Output 1: INGC and MICOA have an operational policy and regulatory framework for effective coordination and implementation of Disaster Risk Reduction and Climate Change Adaptation.** MICOA was restructured in 2015 after the last presidential elections and is now the Ministry of Land, Environment and Rural Development (MITADER). The new structure was not in place during program implementation, but it was in place during the evaluation thus it was considered. In relation to INGC there was no changes. This output has three indicators:
 - Number of construction codes relevant to Climate and Disaster risks improved, updated and/or completed with adequate regulations and policies (Baseline 0; Target: 3);
 - Legislation and regulation of the disaster management and National Action Plan for the Climate Changes approved and under implementation (Baseline: no; Target: yes);
 - Gender is present in the policies, strategies, plans, reports and budgets (new and revised) of INGC and MICOA (Baseline: limited; Target: in all docs related to DRR and CCA).
 - **Output 2: Local communities participate actively in risk reduction activities and natural resources management in districts at risk.** This output has the following indicator:
 - Number of community risk reduction and natural resources management committees created and officially registered (Baseline: 10 CGRN created and 6 legalized. Target: 80).
 - **Output 3: MINAG, INGC and MICOA have an information management and monitoring systems for disasters, natural resources use and environment integrated.** MINAG and MICOA were restructured in 2015 after the last presidential elections and are now, respectively, the Ministry of Agriculture and Food Security (MASA) in the matters of agriculture and food security, and refers to the Ministry of Land, Environment, and Rural Development (MITADER) in the matters of land or rural development. The new structure was considered in the CPD evaluation although was not in place during CPD implementation. In relation to INGC there is no change, and in relation to MICOA, now it refers to MITADER. This output has two indicators:
 - Number of early-warning and national monitoring (climate, agrarian, environment and disasters) reports timely produced, based on credible and correct data per year (Baseline: 2/year; Target: 6/year);
 - Environment and disaster risk national database available and disaggregated up to district level (Baseline: no; Target: yes).
 - **Output 4: Communities in disaster prone areas effectively benefit from emergency preparedness, humanitarian assistance and early recovery actions.** This output has three indicators:
 - % of communities with needs assessed 72 hours after an emergency has occurred (Baseline: 0%; Target: 100%);

- % of disaster prone districts with rapid response teams. (Baseline: 69%; Target: 85%);
- % of timely identified needs (food, non-food items) of the affected people and covered according to the international norms, desegregated by type, sex and age (Baseline: 30%; Target: 100%).
- **Output 5: Policy and regulatory framework for sustainable management of natural resources strengthened.** This output has the following indicator:
 - Number of land utilization (provincial and district) plans approved (Baseline: 6; Target: 30).

1.2.2 Scope

The evaluation of the UNDP support to UNDAF outcome 3, as specified in the ToRs, assesses:

- i. The relevance and strategic positioning of UNDP support to Mozambique efforts to reduce poverty and disparities to improve the lives of the most disadvantaged people;
- ii. The frameworks and strategies that UNDP has devised for its support to the national priorities and the UNDAF Outcome 3 and whether they are well conceived for achieving planned objectives;
- iii. The progress made towards achieving CPD/UNDAF outcome 3 through specific outputs and advisory services, and including contributing factors and constraints and assessment of progress to achieve UNDAF Outcome 3 and CPD Outcome indicators' targets.
- iv. The progress to date under these CPD/UNDAF outcome 3 and what can be derived in terms of lessons learned for future UNDP support to Mozambique.

The evaluation also assesses the extent to which programme design, implementation and monitoring have taken Human Rights and Gender Equality into consideration, in particular to which extent poor, indigenous, women and other disadvantaged and marginalized groups have benefitted from UNDP's interventions, and in what extent has gender been addressed.

The evaluation sustains and clarifies five key evaluation criteria: *relevance, effectiveness, efficiency, sustainability and impact*.

- **Relevance:** Is “the extent to which the CPD/UNDAF outcome 3 is suited to the priorities and policies of the target groups”. The evaluation looked specifically to assess if UNDP interventions within the context of the UNDAF outcome 3 are responding to national priorities, and if the areas of intervention took into account strategic considerations, including UNDP's role in the particular within the development context in Mozambique and its comparative advantage vis-a-vis other partners. It also evaluated the extent to which the used methods are adapted to the development context of Mozambique. Moreover, it evaluates if the objectives of the programme are still valid, if activities and outputs of the programme are consistent with the overall goal and the attainment of its objectives, and if the activities and outputs of the programme are consistent with the intended impacts and effects.
- **Effectiveness:** Is “a measure of the extent to which an activity attains its objectives” or, “the capability of producing a desired result”. The evaluation looked at the evidence that UNDP

activities within UNDAF outcome 3 have contributed to an improvement in national government capacity, including institutional strengthening. Moreover, it looked to the technical capacity. The evaluation also discussed to what extent the objectives were achieved, and what were the major factors influencing the achievement or non-achievement of the objectives.

- *Efficiency*: Is a “measure of the outputs, qualitative and quantitative, in relation to the inputs” or, “bringing out the maximum results with minimum resources and minimum time”. With specific focus on UNDP interventions under Outcome 3, the evaluation compared alternative approaches to achieve the same outputs to see if the most efficient process was adopted, and discusses if the activities carried out were cost-efficient and achieved in time. It also looks at the extent to which the resource allocation took into account or prioritised most marginalised groups including women and girls and measures if the indicators were achieved or not.
- *Sustainability*: Expresses “the continuation of benefits from a development intervention after major development assistance has been completed”. The evaluation assesses, within UNDP CPD activities under UNDAF outcome 3, the probability of continued long-term benefits, and the risk that the net benefit will dilute over time. It looks in particular, if the short-term development of individual and institutional capacity has been translated into long-term institutional capacity, looking to the technical expertise, financial independence and the mechanisms through which rights-holders, particularly of the vulnerable groups, may participate in and assert the fulfilment of their rights. It also evaluates to what extent UNDP CPD activities contributed to the development of an enabling environment and institutional changes, to what extent is it autonomous, and what were the main factors that influenced the achievement or not of the sustainability of the programme.
- *Impact*: In a broader sense, impact refers to “the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended”. It includes main impacts and effects resulting from the activities, intended and unintended, as well as positive and negative impacts. The evaluation discusses the main results of the UNDP CPD activities under UNDAF outcome 3, the impacts in the different target groups and institutions, the primary and secondary long-term results, and measures the outcomes against the intended results as expressed by different indicators.

The main guiding documents that form the basis and the background for this evaluation are:

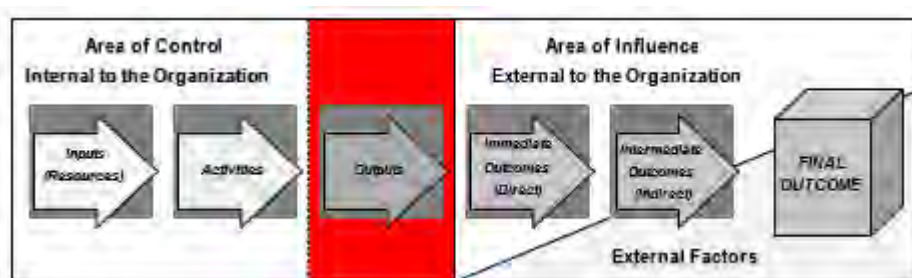
- Terms of Reference for the UNDP Mozambique Country Programme Final Evaluation;
- United Nations Assistance Development Framework (UNDAF) for Mozambique 2012-2015. Action Plan;
- United Nations Assistance Development Framework (UNDAF) for Mozambique 2012-2015 approved by Council Ministers in September 2011;
- Country programme document for Mozambique (2012 - 2015);
- UNDP Strategic Plan, 2014-2017: Changing with the World. Helping countries to achieve the simultaneous eradication of poverty and significant reduction of inequalities and exclusion;
- Plano de Acção para Redução da Pobreza (PARP) 2011-2014;
- Programa Quinquenal do Governo para 2010-2014;

- Programa Quinquenal do Governo para 2015-2019;
- Estratégia Nacional de Adaptação e Mitigação de Mudanças Climáticas 2013-2025;
- Lei da gestão de calamidades 15/2014;
- Estratégia e Plano de Acção de Segurança Alimentar e Nutricional 2008-2015.

Other relevant documentation was also used, including Mozambique results oriented annual reports (ROAR) and UNDAF annual progress reports.

1.3 Approach and Methodology

This evaluation focuses particularly on the UNDP's role and interventions to achieve UNDAF outcome 3. For the purposes of effectiveness, the fundamental question in this evaluation is whether or not the outputs were achieved, and most importantly, whether they contributed to the outcome 3. Anything beyond this immediate outcome level encompasses a much broader level of contribution of UNDP. The shaded area of the diagram below demonstrates that the key direct accountability of the UNDP in its programming is at the output level.



Source: Adapted from Centre of Excellence for Evaluation, Canada

The evaluation used a combination of methods to capture the extent of achievement of outputs and its indicators, including data collection interviews with direct partners, documentation, including a thorough review and assessment of programme and thematic evaluations, and focus interviews with a range of stakeholders. Moreover, the analysis looked specifically into the relevance, effectiveness, efficiency, sustainability and impacts of the programme.

Annex I presents the guiding matrix used by the evaluation team, listing the primary evaluation criteria, the related evaluation questions, the data sources used to answer the questions, and the data collection methods.

1.3.1 Data collection methods

The methodology used for data collection process includes the review of UNDAF outcome 3 and UNDP CPD action plans and M&E reports, followed by triangulation of the information with government partners, and the collection of documentary evidence (e.g. progress reports for specific projects) to validate data where possible. Stakeholder participation covered government staff members who could speak about the evaluation questions.

The data collection tools consisted of:

- Document review of: a) background documentation, b) donor-specific documents, and c) external reports and assessments;
- Semi-structured interviews and small group meetings: Interviews conducted with personnel of the UNDP staff and from government partner institutions in the relevant sectors to triangulate and validate findings.

The questions presented in the evaluation matrix (annex 1) were used during the interviews to collect information related to the strategic, organizational and operational aspects of the evaluation.

1.3.2 Criteria for rating the performance

The following table presents the description of the ratings used for the evaluation criteria.

Table 2: Criteria for rating the performance

Ratings for Outcomes, Effectiveness, Efficiency, M&E	Sustainability ratings	Relevance ratings	Impact Ratings
6. Highly Satisfactory (HS): no shortcomings were identified. 5. Satisfactory (S): minor shortcomings were identified. 4. Moderately Satisfactory (MS) 3. Moderately Unsatisfactory (MU): significant shortcomings were identified 2. Unsatisfactory (U): major problems 1. Highly Unsatisfactory (HU): severe problems.	4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	2. Relevant (R) 1. Not Relevant (NR)	3. Significant (S) 2. Minimal (M) 1. Negligible (N)
Additional ratings where relevant: Not Applicable (N/A) Unable to Assess (U/A)			

Each rating is supported by the evidence found in the documentation and in the interviews.

1.3.3 Limitations of the Evaluation

The data collection approach relied mainly on the availability of key documents and interviews with UN Agencies, IPs and development partners (e.g. NGOs, CSOs). The availability of key stakeholders was a big limitation of the evaluation. UNDP was the only agency interviewed from all UN agencies. Other development partners, NGOs and CSOs were not interviewed. Within the IPs, the changes that happened, not only in the personnel but also institutional changes, brought some limitations once they are a key source of the information. Additionally, the scope of work did not include field visits to the projects being implemented, thus the information related to specific projects were solely extracted from available reports and from the interviews.

2 Findings

UNDP strategy set in the CPD 2012-2016 contributes to UNDAF outcome 3 through the implementation of interventions in the area of disaster risk reduction (DRR), adaptation to climate change and environment and demining portfolio. UNDP interventions focus on supporting government institutions and other implementing partners on improving the legislative framework and planning and management capacities. Additionally, UNDP-CPD addresses national commitment to achieve the demining goals by including support within this component.

UNDP uses the National Implementation Modality (NIM) approach while also following Government procedures. NIM entails that the Implementing Partners implement the projects with support from UNDP staff. Therefore, UNDP interventions towards Outcome 3 are implemented by a specialized unit (project managers) within UNDP, responsible for project design, project management, monitoring and evaluation, and placement of technical advisors within their specific area of intervention (i.e. DRR, Environment/Climate Change and Demining Portfolio).

The CPD is derived from the UNDAF which is fully aligned with the Government 5-year plan (PQG) and development plans and strategies such as the MDGs, PARP, among others. In addition to consulting Government guiding documents, UNDP work with the implementing partners (IPs) for the identification of necessities, which are addressed through specific interventions. These interventions are summarized as concept notes and submitted for approval by the central government and relevant funding entities (e.g. the Global Environmental Facility-GEF approves related environment projects). Plans are also harmonized with other partner entities, including other UN agencies, donors and development agencies (e.g. USAID). Each project has a project board responsible for approving annual plans, composed by senior staff and other members from the implementing partners (e.g. national directors, permanent secretaries) and chaired by the Senior staff from the IPs.

This approach ensures that UNDP activities cover Government priorities and contribute to address existing gaps at technical and financial level. The Government of Mozambique is the main implementing partner contributing with financial, human and in kind means. Where there is lack of capacity from the Government, UNDP partners with other entities to implement activities, such as UN Agencies, NGOs, Foundations and CSOs.

The main IPs for UNDAF Outcome 3, from the Government, were the National Institute for Disaster Risk Management (INGC), the Ministry for Coordination of Environmental Affairs (MICOA, currently the Ministry for Land, Environment and Rural Development -MITADER), the Ministry of Economy and Finance, the National Institute for Meteorology (INAM) and the National Institute for Demining (IND). IPs from NGO/Foundation and CSOs include Handicap International, Halo trust, APOPO, WWF, Carr Foundation, and others.

All UNDP implementing units follow closely the implementation of activities, where the programme officers are responsible for monitoring and evaluation (M&E). UNDP has a dedicated M&E team which manages the information provided by each unit and produces programme level reports. All units use tools and M&E platforms to follow indicators, such as the Integrated Work Plan. Data collection to feed indicators is performed through meeting with steering committees, field visits and reports produced by implementing partners.

As the stage of activities implementation varies within each area of intervention, where suitable, the evaluation criteria, presented above, will segregate findings per intervention. Furthermore, this report presents information collected from interviews in boxes and at the end of the evaluation of each criteria, the rating is presented as per the methodology presented above. The summary of

the evaluation for CPD relevance, effectiveness, efficiency, sustainability and impact is presented in Table 3.

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Table 3: Summary of evaluation and criteria rating.

OUTCOME 3 OUTPUTS	Relevance	Effectiveness	Efficiency	Sustainability	Impact	Information Sources	Remarks
1 <i>INGC and MICOA have an operational policy and regulatory framework for effective coordination and implementation of Disaster Risk Reduction and Climate Change Adaptation</i>	R	S	S	ML	S	Reports, ROAR, Interviews	Effectiveness: the indicator 1.1 was not achieved. Efficiency: no resources allocated to indicator 1.1, thus not possible to analyze. Sustainability: for indicators 1.2 and 1.3-further support may be needed due to financial and technical limitations.
2 <i>Local communities participate actively in risk reduction activities and natural resources management in districts at risk.</i>	R	HS	HS	ML	S	ROAR, Interviews	Sustainability: expected lack of human and financial resources to implement activity to cover country needs. Impact: although significant impacts were produced there is the need for further assistance to ensure that the committees remain operational.
3 <i>MINAG, INGC and MICOA have an information management and monitoring systems for disasters, natural resources use and environment integrated.</i>	R	MU	MU	MUL	S	ROAR, Interviews	Effectiveness: no information for the indicator 3.1. Sustainability: expected limitations to implement activities at district level without technical and financial support. Impact: for indicator 3.2 is minimal as it is an ongoing effort of high importance.
4 <i>Communities in disaster prone areas effectively benefit from emergency preparedness, humanitarian assistance and early recovery actions.</i>	R	MS	MS	MUL	S	ROAR, other sources	Efficiency: analysis based on qualitative information from the interviews. Sustainability: due to increasing affected areas in the country, more financial and human resources support will be necessary. Impact: rating provided based on feedback on INGC performance during disaster events (including information from the media, awards won by INGC (e.g. 2014 presidential award "Medalha Nachingwea")).
5 <i>Policy and regulatory framework for sustainable management of natural resources strengthened</i>	R	MS	MS	MUI	U/A	ROAR, Interviews	Efficiency: based on qualitative information from the interviews. Sustainability: expected limitations to implement activities at district level without financial support.
(CPD) 61 <i>Country programme development 61</i>	R	S	MS	MUI	S	M&E framework status update	Effectiveness: no data for indicator 61.2. Efficiency: data from interviews presented constraints on activity implementation due to the proceedings for desimbursement. For indicator 61.4 efficiency was hindered by lack of prioritization from relevant Ips, relatively to other priorities. Sustainability: for indicator 61.3 its N/A as the target was achieved and there is capacity to deal with residual issues. For the other indicators more financial and technical support will be necessary. Impact: the indicators 61.1, 61.2, 61.4 were not able to be assessed, but if the activities were implemented the impacts would be significant.
Overall Outcome 3 rating	Relevant	Satisfactory	Satisfactory	Moderately likely	Significant	Reports, ROAR, Interviews	

2.1 Theory of Change Analysis

The current evaluation includes the theory of change (ToC) approach to determine and describe linkages between UNDP supported interventions and observed progress at all levels. ToC was not defined during CPD design, thus the CPD evaluation team constructed a theory of change for Outcome 3 based on the objectives and expected results for 2012-2015. This exercise also considered the UNDP strategic plan for 2014-2017.

As ToC is a methodology for planning, participation and evaluation, defining first the long-term goals and then, mapping backwards, identifying the necessary preconditions to achieve the desired results.

The ToC described in Annex 4 was created based on the UNDAF/UNDP programme documents, and describes the following levels: Inputs, Programme Outputs and Outcomes. Therefore, the analysis presented herein provides an evaluation of the linkages and performance of each level considered in the ToC.

Input level: UNDP successfully provided the inputs necessary for supporting the revision of policies, training, capacity development and implementation of specific activities. These inputs were mainly implemented at central level and the IPs were responsible to ensure that they reached the final beneficiaries (i.e. all people in Mozambique, especially the most vulnerable). This approach was of paramount importance to ensure capacity is created in the IPs and sustainability is achieved.

Outputs level:

- **Activities:** As per the ROAR 2015 report, most outputs were partially achieved, excepting the outputs related to policy and strategic assistance to DRR/CCA, and related to supporting demining operations and strengthening IND, which were fully achieved. This performance had direct impact in the achievement of short, medium and long term outcomes as described in outcome level analysis.
- **Participation:** Target IPs participated actively in activity implementation. Synergies were explored resulting in the involvement of additional Government entities (e.g. INAM, ANAC) and of NGOs and other UN Agencies. Information collected shows that due to the latest institutional arrangements, responsibilities were transferred amongst institutions where MINAG transferred responsibilities to MITADER for the land and conservation areas, although maintained fund allocation responsibilities for the implementation of related activities. Additionally, a specialized entity was created to operate in the conservation area, the Biodiversity Trust Fund (BIOFUND), whose administrative and technical capacity was created with UNDP support.

Outcomes level:

- **Short term:** As described above, output performance had impact in the outcomes level especially for the short term outcomes. As per the table below, indicator analysis for short term outcomes show a mix of not achieved, partially achieved and fully achieved short term outputs.

Table 4: UNDAF Outcome 3 outputs, indicators and baseline targets

Not achieved	Partially achieved	Fully achieved
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OUTPUTS	Indicators	Baseline and Targets
1	<i>Number of construction codes relevant to Climate and Disaster risks improved, updated and/or completed with adequate regulations and policies.</i>	<i>(Baseline 0; Target: 3)</i>
	<i>Legislation and regulation of the disaster management and National Action Plan for the Climate Changes approved and under implementation.</i>	<i>(Baseline no; Target: yes)</i>
	<i>Gender is present in the policies, strategies, plans, reports and budgets (new and revised) of INGC and MICOA.</i>	<i>(Baseline: limited; Target: in all docs related to DRR and CCA)</i>
2	<i>Number of community risk reduction and natural resources management committees created and officially registered.</i>	<i>(Baseline: 10 CGRN created and 6 legalized; Target: 80)</i>
3	<i>Number of early-warning and national monitoring (climate, agrarian, environment and disasters) reports timely produced, based on credible and correct data per year .</i>	<i>(Baseline: 2/year; Target: 6/year)</i>
	<i>Environment and disaster risk national database available and disaggregated up to district level (Baseline: no; Target: yes).</i>	<i>(Baseline: no; Target: yes)</i>
4	<i>% of communities with needs assessed 72 hours after an emergency has occurred.</i>	<i>(Baseline: 0%; Target: 100%)</i>
	<i>% of disaster prone districts with rapid response teams.</i>	<i>(Baseline: 69%; Target: 85%)</i>
	<i>% of timely identified needs (food, non-food items) of the affected people and covered according to the international norms, desegregated by type, sex and age.</i>	<i>(Baseline: 30%; Target: 100%)</i>
5	<i>Number of land utilization (provincial and district) plans approved.</i>	<i>(Baseline: 6; Target: 30).</i>
(CPD) 61	<i>Number of vulnerable communities with capacities to adapt to climate change.</i>	<i>(Baseline: 5; Target in 2015: 200)</i>
	<i>Number of districts classified as mine-free and available for use.</i>	<i>(Baseline: 105; Target in 2015: 128)</i>
	<i>Number of localities implementing territorial planning tools.</i>	<i>(Baseline: 40; Target in 2015: 88)</i>
	<i>% of sectors with specific responses to the needs of women, girls, men, and boys in the contingency plan.</i>	<i>(Baseline: 25%; Target in 2015: 80%)</i>

The short term output related to the demining targets was fully achieved as Mozambique was declared mine free.

- Medium term: Performance for the short term outcomes resulted also on a mix of achievement levels for the medium term outcomes. The medium term outputs that were fully achieved are the ones related to community participation in DRR activities, policy and regulatory framework for effective coordination and implementation of DRR and CC (including gender mainstreaming) and related to the demining portfolio. For the demining portfolio the mechanisms for residual risks are established (e.g. the national police was trained on explosive identification and disposal) and the data was properly analysed and made available for compliance and reporting in scope of Ottawa Convention.
- Long term: Clearly the country situation has improved considerably on natural resource management, CC and DRR (e.g. national action plan for CC in implementation, IPs activity implementation capability improved, DRR and natural resource management strategies in implementation at community level). However, the long term goal has not been achieved due to several factors that include the performance of IPs, limited funding and social/political environment during CPD implementation. Therefore, as support is mainly implemented at central level, further support is needed to ensure that impact is visible and properly measured at the community level.

The ToC approach can be evaluated as effective, but improvements are needed, mainly at output level, to address current needs of the IPs as follows:

- Inclusion of activities related to strengthening M&E capacity of IPs to properly measure impact at the final beneficiaries' level.
- Improve coordination mechanisms between the stakeholders, including stronger participation on budget estimation and allocation.

- Capacity building of IP's on information and data storage.

2.2 Relevance Analysis

Score: Relevant

Overall the CPD 2012-2015 was aligned with Mozambique priorities regarding DRR, Climate Change, Environment, and Demining. This alignment was translated in UNDP support at policy level, access to finance lines, budget allocation and technical assistance.

UNDP support contributed to the introduction of specific budget codes for the environment component. This created capability for calculating the budget directed to the CC and environmental component, now estimated in 1.4% of the total budget.

As a result of positive UNDP support the Government recently requested additional support to ease access to GEF funding. Additionally, the Government has a USD18 million balance from the LDCF window, for which it also requested UNDP support to access the fund.

Source: Representative of UNDP for CC component.

From the IPs perspective, the relevance of UNDPs intervention is a direct result of CPD alignment with Government guiding documents (e.g. PQG, PARP, and PECODA). Examples of CPD alignment with priority actions for crosscutting issues presented in the PQG 2010-2014 include:

- Establishment of risk management committees at community level (DRR component).
- Strengthen the capacity of the communities to adapt to climate change (CC component).
- Development of land utilization plans (environment component).
- Reach demining targets and establish national capacity to deal with residual mines and explosive devices (demining component).

Moreover IPs hold planning meetings with UNDP to prepare yearly action plans and ensure that they are aligned with PES.

Therefore, UNDP interventions cover areas where the Government has technical and financial limitations, where the support is mainly at institutional level. IPs feel that UNDP support is crucial to implement the PQG, not only in terms of building some of the capacity needed in the IPs, but by also making available financial and human resources for the implementation.

From a geographic coverage standpoint, UNDPs focus only on three pilot provinces (Gaza, Nampula and Cabo Delgado) is considered a constraint by IPs, since IPs have a national mandate with activities in all provinces.

UNDP support to INGC, an entity with a nationwide scope of work, includes other provinces besides the pilot provinces. In fact they have received support for the implementation of resettlement activities in the Zambézia province.

Source: Representative of INGC

IPs have expressed that they were involved in preparing the CPD 2012-2016 but, they did not show to be aware about the contents of the CPD 2017-2020 draft, thus could not provide an assessment on the level of inclusion of their current needs. The reason is that IPs were only involved in the development of the UNDAF, the CPD for 2017-2020 was formalized only in May 2016 and is fully aligned with UNDAF to further be shared with IPs. Overall IPs expressed that the new CPD should provide:

- Opportunity to implement activities recommended on past studies: An example would be to disclose information produced in the seismic risk assessment for Maputo, performed under INGC activities.
- Opportunity to implement follow up activities to ensure the impact of previous activities: IPs are aware that some activities require longer periods of support to ensure that impacts are produced. An example is the technical support to agriculture component of the resettlement neighborhoods, where, according to IPs experience, longer term intervention are required to ensure that beneficiaries adopt the techniques disseminated.
- Further support to improve the technical capacity of IPs staff: the creation of internal capacity within the IPs is acknowledged as of paramount importance. Therefore, IPs wish to receive further support to increase capacity to implement M&E and access to relevant postgraduate opportunities.
- Increased capacity to influence budget allocations: some IPs do not have the opportunity to suggest budget allocations for the projects they will implement. Therefore, often the amounts allocated by UNDP are considered insufficient, resulting on reduction of scope of the activities or changing the approach, both with effect on expected impact.

As per the information presented above, the CPD 2012-2016 was aligned with Government plans, thus it was consistent with the Country needs for the period. Therefore the rating for this criteria is Relevant (R).

2.3 Effectiveness Analysis

Score: Satisfactory

UNDP supported the implementation of 10 projects within the UNDAF Outcome 3. The scope of this evaluation did not include a detailed assessment about the level of implementation for specific projects, having relied on the information obtained from M&E reports (e.g. ROAR reports; project briefs) and information collected during interviews. The analysis considered the level of achievement of the outcome indicators.

M&E reports show that UNDP contributed considerably for the development of guiding documents and studies to strengthen the country capacity for DRR, CC adaptation, environment and to reach demining targets. Additionally, UNDP provided technical and financial support to IPs for the implementation of specific interventions that contributed for the outputs of UNDAF outcome 3 and CPD outcome 61. Information analysis show that the stakeholders agree that the

objectives were achieved, although the assessment of the level of achievement varied amongst them.

INAM considers that all activities implemented with support from UNDP were successfully implemented. For the period in analysis INAM received support for improving the climate database for the early warning system and for establishing the research center on climate change.

From INGC perspective the programme achieved the targets related to strengthening technical capacity of INGC, at central and province level, as they are now more capable of using different tools for programme implementation.

Source: Representative of INAM and INGC.

Achievements

DRR and CC: As per the available information, 3 of the 11 indicators related to DRR and CC were achieved, 7 were partially achieved and 1 was not achieved (refer to table 4). Although relevant activities were successfully implemented within the projects related to CC and DRR (e.g. improved the adaptation capacity of coastal and disaster risk communities, developed institutional capacity for DRR and CC resilience at central and provincial levels) the level of achievement of indicators is satisfactory. Another example of an achievement for this component was the exploration of south to south and triangular cooperation through the implementation of experience exchange workshops on the area of mainstreaming adaptation and DRR, referenced in the ROAR 2015 report.

Environment: The indicators related to the environment component were partially achieved. These indicators are related to implementation of territorial planning tools. The specific achievements include the development of climate proof land use plans in Cabo Delgado, Zambézia and Gaza, development of methodological guidelines for land use planning and 8 land use plans (against a target of 30). Therefore the effectiveness is assessed as moderately satisfactory. On the other hand the projects implemented focused on institutional (e.g. policy and strategy advice) and technical support (e.g. training on development of local adaptation plans) to improve IPs activity implementation and access to funding; which are interventions relevant to the outcome 3. Additionally the country capacity to address environmental conservation issues have been increased through the launch of the BIOFUND, with support from UNDP.

Demining: The ROAR 2015 provides the last update of the key results achieved per output level, and highlights the clearance of the last known mine fields, meaning that the target on the number of districts classified as mine free have now been achieved, thus resulting on country compliance with demining obligations under the Ottawa treaty, a major achievement that makes the country very proud. This achievement has particular importance as it is the culmination of IND attributions, remaining only the need to address residual mine issues in the country.

Constraints

The main reasons given for not fully achieving the indicators, as presented in ROAR reports, are: i) the political and military situation that limited access to intervention areas, ii) low performance of IPs project staff implementing projects under NIM. Additionally, Mozambique undergone elections during 2014 and established a new Government in 2015, resulting in the restructuring

of Ministries and IPs. This process had negative impacts in activity implementation and follow up as some of the IPs staff which were responsible for implementation were assigned to other positions.

From the IPs perspective the constraints faced during programme implementation include budget limitations, delays in disbursements (related to procurement) and limitations in M&E. From the IPs perspective M&E was limited to the submission of financial and narrative reports for seminars and other training events. Additionally, feedback was also provided during meetings of the steering committees and as a result of technical and financial audits performed by UNDP.

From INGC perspective, underperformance was due to a number of factors that could be solved by improving the following aspects:

- Activity design should be a joint effort to reduce implementation of parallel activities by different institutions.
- Budget allocation should be increased to fully cover the budget requested by INGC.
- Funds should be allocated in a timely fashion and when appropriate to match the critical periods for INGC interventions.
- It is necessary to concentrate the activities in priority regions to improve the capacity to measure the impacts.

At MITADER the M&E department was created recently and therefore a specific budget line is still to be created to implement related activities (e.g. to implement systematic M&E site visits). The M&E department manages a database that follows activity implementation. However, this database does not allow to discern results produced per donor/development agency/partner. The database provides aggregates regarding the level of implementation of the different activities (e.g. number of seminars implemented).

Similarly, at INGC, the Department for Planning follows all programmed activities regardless of the source of financial and technical support. Therefore, there isn't a formal evaluation oriented towards activities implemented specifically by UNDP.

Source: Representatives of MITADER and INGC.

As per the information presented above, overall, the objectives for the period were achieved as significant work was done in this area with MITADER (DINAB, DNPC, DINAPOT, ANAC), with MEF, and also with NGOs, in particular with WWF and GRP. Limited evidence was found for the CC and environment component due to the new ministerial setup resulting from last elections. As a result, MITADER was reorganized and staff that was implementing activities under this component were moved, resulting in limited knowledge of project status by the currently assigned staff.

Although relevant activities towards the outcomes 3 were performed within the projects, analysis of the achievement of indicators result in a Satisfactory (S) rating for this criteria.

2.4 Efficiency Analysis

Score: Satisfactory

Efficiency analysis focus on the UNDP inputs, namely financial and technical support. From a financial support perspective, UNDP provided substantial support to IPs although needs were greater, and some arisen during programme implementation. Performance of financial support was influenced by the procurement processes and activities delivery by IPs.

During the period in analysis there were delays related to the procurement process, which were mitigated by the creation of procurement plans that clearly separated and enforced UNDP and Government responsibilities under NIM (e.g. procurement that involve amounts superior to USD30K must be conducted by UNDP).

Delivery of project activities affected financial performance as disbursements are performed in response to the capacity of IPs to produce results. Meaning that, as an agreed requirement, IPs must spend and report at least 80% of received funding prior to the next advance.

UNDP assessment for the climate change and environment component states that at project start the delivery rates were around 60-70%. As a result, UNDP adjusted the financial support to manage resource allocation efficiency. The mechanism used to manage resource allocation was to set the delivery rate to 80% for the period preceding the disbursement.

Source: Representative of UNDP for CC component.

From the IPs perspective, financial resources were made available although a few constraints were registered, namely:

- Delays on disbursements: resulted in the inability to implement activities, with more impact for the IPs that have to respond sporadic necessities (e.g. INGC disaster relief interventions).
- Difficulties on accessing the funds: some activities require administrative procedures for disbursement of fund, which on some occasions hinder implementation. Examples are the seminars and trainings, for which it is required prior information on the participants (e.g. national ID and NUIT). When these activities are implemented at the provincial and district levels the collection of this type of information consumes precious resources and time, producing delays, first for the disbursement and finally for activity implementation.
- Insufficient funds for some activities: IPs that implement activities at national level face budget constraints. This situation affects specially the IPs that do not participate actively in the formulation of the terms of reference for the activities and budgeting. Examples would be the activities performed by INAM with funds channeled through INGC, where INAM is not involved in the budgeting process.

UNDP's technical support approach included the allocation of CTAs, advisors/assessors (at provincial level) and contracting national and international consultants for specific studies and support. The positive outcomes of this approach are acknowledged by IPs, as they feel an increase in UNDPs awareness of their needs. The only setback related to this approach was presented by INGC, where there's a perceived limitation on the influence of the assessors that support INGC activities at provincial level. According to INGC, because the assessors are not placed at the INGC provincial offices, their capacity to properly understand INGC needs (for activity planning) is

reduced. Additionally, despite the use of international and national consultants that helps to build capacity and improve delivery, it is a concern of the IPs that the know-how does not “stay in the house” due to the short term nature of these missions and also due to the fact that the INGC staff was not integrated directly in the team of consultants.

The information presented above allow to conclude that the financial resources allocated responded substantially to the needs of the IPs, although the needs are greater than the available support. Budget implementation was hindered by procurement and administrative issues.

Looking at the efficiency of technical support, there is still space for improving the approach for ensuring that capacity is transferred to the IPs. Nevertheless, the current approach allowed the IPs to fulfil the activities that involved expertise not available within current staff.

Therefore, the aggregated rating for this criteria is Satisfactory (S)

2.5 Sustainability Analysis

Score: Moderately Likely

UNDP assistance aims to create capacity within the IPs to continue interventions after the programme is completed. Overall the analysis show that the level of sustainability varies within each area of intervention.

For the climate change and environment component, as a result of the UNDP support, the Government has increased considerably its capacity to operate autonomously. Some of the examples include:

- The Government has included the component of environmental sustainability in all sectors.
- There are units within other ministries and institutes, besides MITADER, that deal with climate change as are the cases of MEF, MISAU, MASA, MOPHRH, MMAIP and INGC that have staff or units specifically for climate change issues, integrated in their operating structure.
- MITADER has passed legislation that impose that private projects report on their environmental impact.

Although UNDP considers that autonomy has increased for this component, some of the interventions still require further assistance and others have to be introduced in the next CPD do address some of the Government needs and limitations. Interventions to be continued includes further support on climate change interventions, biodiversity protection, conservation areas, and land use planning. Interventions to be introduced includes the Green Economy approach and the need to create a national development strategy as an instrument that aggregates all related strategies being developed by different institutions. Additionally, the Government feedback highlighted the need to ensure an harmonized planning and implementation of activities, using the PQG as the basis for planning, which is the case of UNDAF and CPD 2017-2020 that is fully aligned with PQG and with the SDGs and will help in the establishment of this practice.

For the DRR component, UNDPs approach to ensure sustainability included the appointment of assessors/focal points placed at the department of economy and finance at the provincial level, to ease planning and activity implementation. This approach improved integration of DRR in the planning process at the provincial level, although the assessors influence in the planning process can be enhanced by improving their interaction with INGC. Additionally, efforts were conducted to mainstream DRR. As a result DRR is increasingly acknowledged as not only INGC responsibility.

The demining component has reached its final milestone as the country was declared mine free. Follow up activities are related to management of residual risks, for which the Government currently has technical and financial capacity to implement such activities. Current Government capacity resulted from UNDP support which included:

- Advocacy for the inclusion of the demining component in the PARP and PES documents. In this context the Government allocates financial resources annually for demining activities.
- Training of police officers on demining techniques to allow intervention on mine-fields which may be discovered in the future. This approach is deemed feasible mainly due to the nationwide presence of the police.
- Additionally, IND manifested the intention of transferring the management of the national landmines database to the Government institution responsible for land management.

The main suggestions from the IPs to guarantee sustainability of ongoing interventions are related to the need to ensure that IPs staff are able to implement follow up activities resulting from consultancies and technical assistance.

In the scope of GRIP, national consultants were trained to be able to supply related services to INGC. Currently INGC depends on the trained consultants to implement these activities as currently INGC staff do not have the necessary skills. This results on constraints for activity implementation as additional funds are needed to contract external consultants to implement specific activities.

Source: Representative of INGC.

Although IPs are satisfied with the increasing level of autonomy, they look forward for the continuance of the partnership with UNDP, to allow tackling other areas where support is needed and also broaden the geographical coverage of their interventions to other provinces with the help of UNDP funds.

The information presented shows that at institutional level, the UNDP support allowed the establishment of the administrative and policy requirements to ensure sustainability. At the technical support level there is still the need to strengthen the internal capacity of IPs to reduce dependence on external support to implement some key activities. This was due to the absence of mechanisms to ensure that technical capacity is transferred from external consultants to IPs staff. To improve the impact of capacity building activities the IPs suggested increased access to MSc and PhD programs and establishment of south to south partnerships. Therefore,

The rating for this criteria is Moderately Likely (ML).

2.6 Impact Analysis

Score: Significant

Impact analysis entails assessing the effects (intended and unintended) resulting from CPD interventions. This exercise required access to data relative to the changes within different target groups and institutions. For the CPD there was limited access to documented information especially for the impacts at community level. Therefore impact assessment was based on listing the impacts presented by interviewees and, where possible, by presenting supporting evidences.

Impacts presented by UNDP

UNDP interventions are mainly implemented at central level, although impacts are expected at the level of final beneficiaries (i.e. community level). UNDP points out positive impacts mainly at central level and medium impacts at beneficiaries' level, as the latter depend considerably on the performance of the IPs.

For the CC and Environment component, positive impacts at central level include:

- Planning process was improved.
- Technicians are capable of integrating CC in their activities.
- Initially the CC component was disaggregated resulting in disparities, as responsibilities were not clearly determined. Currently there is a single group responsible for this component, thus work plans are now harmonized.

For the CC and Environment component impacts at community level include:

- Risk reduction and natural resource committees are aware of CC and are able to include CC in planning.
- Microfinance to cope with the effects of CC was introduced at community level.

For the demining component:

- All mine free areas have been mapped, which allowed to declare Mozambique as mine free.
- Government is capable of implementing demining activities to clear upcoming mine findings.

Source: Representatives of UNDP for CC and Demining.

Impacts presented by IPs

Although the impacts are evaluated as positive, some of the IPs interviewed had difficulties on providing evidences as M&E capacity is limited and mainly based on following the indicators for the activities.

MITADER:

- Considers that the impacts of the cooperation with UNDP are visible at central level.

- At community level impacts are visible for the work performed with associations (support on improving performance and income) and environmental clubs (support on moving from theory to action).

INAM:

- Impacts are assessed as positive as activities were successfully implemented.
- Mainly training activities were implemented and the terms of reference received for their design did not include indicators to be measured. M&E was based on the compilation of descriptive and financial reports.

INGC:

- Positive impacts mainly at institutional level as capacity has increased considerably. As a result, INGC currently has updated tools to work at central and provincial level.
- Data collected at the resettlement neighborhoods show that the interventions resulted in income increase for the covered families.
- INGC is aware of the limitations on ensuring and measuring impacts of the activities and wishes to receive further support from UNDP in this area.

IND:

- Besides Mozambique being declared mine-free, the success of the interventions resulted in Mozambique hosting the 3rd Review Conference of the Mine Ban Treaty.
- IND followed closely the demining process by implementing quality control at field level with support from UNDP. For quality control the handover of all demined areas was under supervision of IND and UNDP.

Source: Representative of MITADER, INAM, INGC and IND.

Impact Rating

At the planning level the current capacity of ANAC (e.g. strategic and financial plans under implementation) and BIOFUND are clear impacts of UNDP support. Additionally INGC is implementing a legislation in DRR and as a result DRR is being integrated in sectorial and local plans (indicators have been drafted and submitted for approval)¹².

The impacts at community level lack evidences due to limited access to supporting data. This constitutes a need for improvement acknowledged by some of the IPs and therefore is their desire to address this issue in the next CPD. On the other hand risk management committees have benefitted from training on DRR and CC and are assessed by the GoM as more involved in disaster management¹².

Nevertheless it is important to refer that the theory of change analysis presented herein shows that the CPD actions provided great advancements towards the desired changes at institutional and final beneficiaries' levels. A similar evaluation is presented in the final evaluation of the UNDP project on Coping With Drought and Climate Change, although project contribution for impact is assessed as minimal.

¹² GoM (2016) Balanço do Plano Económico e Social de 2015.

Impact assessment at the final beneficiaries was hindered by limited access to supporting data. On the other hand, positive impacts are clear at institutional level and acknowledged by both UNDP and IPs. Therefore, the rating for this criteria is Significant (S).

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3 Conclusions and Recommendations

Overall the CPD 2012-2015 was relevant to the country and very much aligned with Mozambique priorities regarding DRR, Climate Change, Environment, and Demining Portfolio. This alignment was translated into UNDP support at policy level, access to finance lines, budget allocation and technical assistance. The objectives defined for the CPD 2012-2016 were in general achieved with some limitations linked to the new ministerial setup coming from the formation of the new government resulting from last elections.

From a financial support perspective, UNDP provided substantial support to IPs although IPs desired additional support to cover nationwide interventions. The performance of financial support was influenced by the procurement processes and by the implementation capacity activities of the IPs. There were some initial delays related to the procurement processes, which were mitigated by the creation of new arrangements in procurement. Nevertheless, the IPs consider that there is still room for improvement through actions that include: reduction on bureaucracy for disbursements related to the implementation of seminars and training sessions; and increase IPs autonomy on use of funds through the use of E-sistafe.

Looking at the technical support to establish the needed capacity in the IPs, in particular the allocation of CTAs was acknowledged to be very positive, but there is still space for improvement to ensure that capacity is transferred to the IPs. This can be achieved through the increase of 'on the job trainings' and follow up on recommendations from previous consultancies using IPs staff as the main activity implementers.

One of the key aspects of UNDP support is sustainability to enable IPs to fulfil their role. Overall the analysis showed that concrete and effective steps have been taken in increasing the IPs capacity, but there are still many challenges coming from the critical needs in the country, in particular the ones related to DRR and Climate Change, and the limited capacity within the governmental institutions. There is still much needed support in technical and financial support to ensure capacity is created, and it is still premature to talk about sustainability in these areas. On the other hand, in the case of demining, we could state that sustainability has been achieved, but that is the result of the lengthy cooperation that has been established in the past.

In terms of impacts, they have been felt mainly at the central level, where UNDP interventions are mostly implemented. At the local level, where needs are higher, impacts have been limited and linked to IPs capacity to implement at local level. There is a need to reverse this situation and put more emphasis in local actions and impacts.

From the assessment made, the team has the following general recommendations:

- Monitoring and Evaluation procedures are still very weak within IPs, they rarely report measured indicators making the evaluation process susceptible to misinterpretation and dependent on biased assessments. There is a strong need for capacity building in M&E, in particular in the areas of DRR and CC where local data is critical to measure and monitor impacts. Most of the IPs have made the request that M&E should be part of the next programme. UNDP's programs, outputs and targets, should contribute and be integrated within Government plans and monitoring procedures with clear responsibilities and implementation plans. To achieve that, those programs should include specific actions or steps to ensure that they are part of the normal monitoring and evaluation processes in the country, which would reinforce ownership and leadership

from government institutions. To achieve that UNDPs planning and implementation cycles have to be integrated with the Government's planning and implementation cycles;

- Coordination mechanisms and integration among different stakeholders is still a problem, there are good coordination bodies at higher levels, but that is not enough. Views at the implementation level are very much compartmented and short sighted. Workshops to formulate, launch, evaluate and monitor are important to reach the needed leadership, ownership and responsibility with clear targets and indicators adjusted to local conditions and specificities. The coordination approach through the Ministry of Foreign Affairs and Cooperation in some cases is not enough and sometimes is not effective when talking about activities at the local level with specific IPs and partners that requires faster dynamics. It was felt that there is a need to establish formal coordination bodies and mechanisms at different levels or tiers of planning within IPs, that would guarantee better implementation mechanisms and appropriate M&E at all levels, with decisions being made at the lowest possible level;
- In relation to the present structure within UNDP to support its actions (project managers and technical assistance), IPs have pointed out that project managers and technical assistance should play a more effective role in fulfilling the IPs abilities to lead and coordinate, but also in building the capacity at the local level towards implementation. Their ToRs should include aspects related to capacity building, their role and integration within the IPs and its coordination bodies, and also their role in implementation at local level. Impacts from UNDP's programs have been traditionally more effective at policy level, and that has to change with focus more around implementation, delivery and getting concrete development results;
- In the formulation of the new programme, more attention should be given to the operational detail and to the institutional analysis that includes the individuals and the organization at different levels of implementation. This will allow to pinpoint key weaknesses at different levels that can be dealt properly when designing the programme;
- Financial resources are always scarce and never enough, on the other hand, there are many needs and requests. UNDP's main role, focus, know-how and key advantage is not in scaling up processes to different regions but in pioneering, developing procedures and methodologies, and building capacity within national institutions. The new programme should aim for quality and effectiveness and not just for quantity. The role of UNDP in Mozambique is clearly not only budget support or project formulation and management, UNDP's activities have to be aligned with the country's programs and priorities, but also have to implement UNDP's strategic plan, and be aligned with the SDGs. The five key development issues for UNDP are: poverty eradication as the greatest global challenge, sustainable development, gender equality and women's empowerment, transitions from relief to development, and resilience. The last one (resilience), is particularly relevant to disaster risk reduction, climate change adaptation and mitigation, and sustainable development, and for that, it should constitute the main objective and focus of Outcome 3 in the future, including methodologies to measure resilience, and effectiveness of measures related to either risk management, adaptation or mitigation, or to environment and sustainable development. So the UNDP's intervention should be aligned with that and should be scaled down to existing financial resources, meaning that activities should be tailored to available funds even if that means reducing or eliminating some of the activities. The implementation of the processes to different regions of the country is

clearly a mandate of the IPs, UNDP's role is more building the needed capacity, pioneering and developing the needed methodologies and procedures;

- Building capacity in institutions is a key aspect of the sustainability. The weight or attention given in UNDP's programs is still not enough. Programs should have a clear formulation of the goals in this area (capacity building) with clear indicators and targets. Capacity is not only obtaining higher education degrees or the number of short courses attended or developed, it is the capacity of an institution of being able to do or implement. Other different forms including in job training, tailor made short-courses, and others, should be explored more effectively. Those training initiatives should not be abstract, they should be linked to real actual problems or limitations to be solved, or capacities to be built within the IPs. The program has no clear indicators, targets or activities related specifically to building the needed capacity within IPs, and once this is one of the main focus and justification of UNDP's involvement, it is suggested to look into more detail to these aspects when formulating new programs, exploring more options for training directly linked to the IPs mandate and weaknesses;
- Information, data storage and exchange is still a big constraint within IPs and projects, and capacity building in this area is also very much needed. There are no clear solutions yet, even in institutions like INAM and INGC with their core business in the areas of measuring, storing and sharing information. Once we are talking about official national data, it is critical to define the capacity that is needed in the country to formulate key indicators that should measure development in the areas of DRR and CC. Those initiatives should establish appropriate links (formal and informal) to the national official system of data collection (INE);
- UNDP's definition of provinces of intervention (Gaza, Nampula and Cabo Delgado) should be revised. They are not aligned with the UNDP's philosophy of targeting the most vulnerable groups, they can create or promote asymmetries, inequality and discrimination, and they are difficult to justify. Emphasis should be given to most vulnerable groups and most vulnerable places that are defined based on clear criteria's and that pose the most challenge to development, and also should be linked to IPs weaknesses or limitations for intervention;
- UNDP's activities have to aim specifically towards higher quality programs, greater organizational openness, agility and adaptability, and improved management of financial and human resources. New partner institutions have to be explored at national level, in particular with national and local Mozambican institutions that have a clear advantage/mandate and have not been involved. Today there are many more resources at local level, in particular higher education institutions that could give the needed technical support to IPs and also would benefit their own programs and capacity. At the international level the South-South and triangular cooperation that has not been fully explored but has already shown many advantages in Mozambique and abroad should also be explored more. All areas are a possibility but, from what has already been done in Mozambique with already some roots and experience, includes the areas linked to early warning systems specifically in translating meteorological information into practical recommendations for agriculture, urban centers, and fisherman communities along the coast that are very vulnerable to storms, and also the area of DRR that has benefit from the south-south cooperation with some Latin American countries. Countries with good and relevant experience to Mozambique includes, Bangladesh in relation to floods,

Vietnam and South Africa in relation to development in general, Brazil and Botswana in relation to development of semi-arid regions and REDD+, and many other countries and fields.

A Annexes

A.1 Evaluation Matrix

EVALUATION MATRIX			
Criteria	Questions to be addressed	Data sources	Data collection methods
<u>Overview questions</u>	<ul style="list-style-type: none"> Is the current UNDP CPD support to UNDAF outcome 3 (CPD-OUT3) well defined within the scope of the interventions defined in the UNDAF outcome 3, and do they take into consideration UNDP strategy and Mozambican government priorities and strategies (specify, explain and give evidences where appropriate)? Do CPD-OUT3 interventions respond to the national strategies, policies, and priorities, and do they promote ownership by national partners (specify and give evidences where appropriate)? Have all key national institutions (government, scientific, NGOs, CBOs and others) and key most vulnerable target groups been involved in the program, and if not, which ones were missing and why (specify, explain and give evidences where appropriate)? Are tasks, responsibilities and targets for different institutions that are directly involved in CPD-OUT3, well defined with clear roles, activities and targets (explain and give evidences where appropriate)? Are indicators well formulated (are they smart: specific, measurable, attainable, relevant and time-bound) to monitor and evaluate measure the most important aspects of the CPD-OUT3 interventions, and if not which ones could have been included (specify, explain and give evidences where appropriate)? Are coordination mechanisms clear with well-defined responsibilities and roles among different institutions involved in CPD-OUT3 (specify, explain and give 	<ul style="list-style-type: none"> UNDP guiding documents; UNDP programmes and action plans; Main Government guiding documents (PARP and programa quinquenal); Key sectorial government programs, plans, policies and strategies; UNDAF annual reports; UN staff; Government staff; Research and higher education staff; Partner NGOs and CBOs staff; Civil society partner associations staff. 	<ul style="list-style-type: none"> Desk review of secondary data; Interview with government partners; Interview with UN development partners; Interview with key research and higher education institutions; Interview with key NGOs, CBOs and civil society partner associations; Interview with key international agencies and donors.

EVALUATION MATRIX			
Criteria	Questions to be addressed	Data sources	Data collection methods
	<p>evidences where appropriate)?</p> <ul style="list-style-type: none"> • What monitoring and evaluation mechanisms were established within CPD-OUT3 interventions and how effective were they to steer and adjust the program when needed (specify, explain and give evidences where appropriate)? • What were the main lessons learned and recommendations coming from CPD-OUTC3 interventions in particular the ones related to formulation, implementation, coordination, partnership, monitoring and evaluation (specify, explain and give evidences where appropriate)? • Do you believe that UNDP role with the local partners and donors at this stage could be assumed by one or more Mozambican partner institutions, and if so what would be the new role for UNDP and the main challenges or gaps for Mozambican institutions (specify and explain)? • Are there any direct links coming from this program to long-term national key impacts formulated in PARP and plano quinquenal do governo, and if so which ones (specify, and give evidences where appropriate)? • Are there any direct links coming from this program to long-term international key impacts like the MDGs or other goals, and if so which ones (specify, and give evidences where appropriate)? • To what extent and in what way have the comparative advantages of UNDP been used in the national context specifically in relation to other Development Partners active in the country (specify and explain)? 		
<u>Relevance</u>	<ul style="list-style-type: none"> • Did CPD-OUT3 interventions respond to the national priorities and were most vulnerable target groups properly reached considering 2012 priorities and conditions in Mozambique (specify which key priorities and vulnerable groups were included or not, explain and give evidences where appropriate)? • To what extent CPD-OUT3 interventions were aligned with UNDP Strategic-Plan 	<ul style="list-style-type: none"> • UNDP guiding documents; • UNDP programmes and action plans; • Main Government guiding documents (PARP and programa quinquenal); 	<ul style="list-style-type: none"> • Desk review of secondary data; • Interview with government partners; • Interview with UN development partners;

EVALUATION MATRIX			
Criteria	Questions to be addressed	Data sources	Data collection methods
	<p>2014-2017, and did they took into account UNDP's comparative advantages to other partners within 2012 context in Mozambique (specify which ones were aligned or not, which comparatives advantages where used or not, explain and give evidences where appropriate)?</p> <ul style="list-style-type: none"> • Are the objectives of CPD-OUT3 still relevant today and what would be the most relevant objectives today within UNDP areas of intervention (specify which ones are or not and explain why)? • Have CPD-OUT3 interventions been consistent within the intended impacts and have the defined overall objectives been reached (specify which intended impacts have benefit from UNDP intervention, which objectives have been reached due to UNDP interventions, which impacts and objectives have been missed, explain and give evidences where appropriate)? • Were CPD-OUT3 activities and outputs consistent with intended impacts, which key intended impacts were not reached and which ones were missed (explain and give evidences where appropriate)? • Has CPD-OUT3 program defined or used indicators to measure relevance, if so what were their main results or conclusions and if not, which indicators could have been used (specify, explain and give evidences where appropriate)? • To what extent has CPD-OUT3 interventions contributed to strengthen institutional capacity at different levels (national, provincial, district and community) (specify, and give evidences where appropriate)? • Have UNDP activities been able to contribute to the needed gaps of national institution to fulfil their tasks within the scope of UNDAF outcome 3 (specify, explain and give evidences where appropriate)? • How national key institutions evaluate the contribution from this programme in terms of its relevance to their main responsibilities, and what were the main positive and negative contributing factors? 	<ul style="list-style-type: none"> • Key sectorial government programs, plans, policies and strategies; • UNDAF annual reports; • UN staff; • Government staff; • Research and higher education staff; • Partner NGOs and CBOs staff; • Civil society partner associations staff. 	<ul style="list-style-type: none"> • Interview with key research and higher education institutions; • Interview with key NGOs, CBOs and civil society partner associations; • Interview with key international agencies and donors.

EVALUATION MATRIX			
Criteria	Questions to be addressed	Data sources	Data collection methods
	<ul style="list-style-type: none"> How the most vulnerable groups involved directly or indirectly evaluate this programme in terms of its relevance to reduce their vulnerability or improve resilience to climate change and disaster risk, and what were the main positive and negative contributing factors? Did CPD-OUT3 interventions respond to significant changes happening at the country level, how did they respond or adapted, and what could have been done differently (specify, explain and give evidences where appropriate)? Did CPD-OUT3 interventions respond to significant changes happening at international level, in particular when UNDP Strategic Plan 2014-2017 was formulated, how did CPD-OUT3 respond or adapted, and what could have been done differently (specify, explain and give evidences where appropriate)? 		
<u>Effectiveness</u>	<ul style="list-style-type: none"> How CPD-OUT3 interventions have contributed to build national government capacity, in particular institutional strengthening within UNDAF outcome 3 goals (specify and explain where appropriate)? How effective was UNDP working with other UN institutions, and in coordinating with relevant international and national partners to achieve the defined goals within UNDAF outcome 3 context? Were institutional arrangements and technical capacity of UNDP country office appropriate and well suited to provide the necessary support to national and local governments within CPD-OUT3 interventions, and what were the main factors that contributed to enhance or impede UNDP performance (specify, explain and give evidences where appropriate)? Were the objectives defined for CPD-OUT3 interventions achieved or not, what were the main positive and negative contributing factors, and how obstacles or negative factors have been dealt (specify, explain and give evidences where appropriate)? Has CPD-OUT3 program defined or used indicators to measure effectiveness, if so 	<ul style="list-style-type: none"> UNDP guiding documents; UNDP programmes and action plans; Main Government guiding documents (PARP and programa quinquenal); Key sectorial government programs, plans, policies and strategies; UNDAF annual reports; UN staff; Government staff; Research and higher education staff; Partner NGOs and CBOs staff; 	<ul style="list-style-type: none"> Desk review of secondary data; Interview with government partners; Interview with UN development partners; Interview with key research and higher education institutions; Interview with key NGOs, CBOs and civil society partner associations; Interview with key international agencies and donors.

EVALUATION MATRIX			
Criteria	Questions to be addressed	Data sources	Data collection methods
	<p>what were their main results or conclusions and if not, which indicators could have been used (specify, explain and give evidences where appropriate)?</p> <ul style="list-style-type: none"> • Which specific institutional capacities have been built in government institutions as a result (direct or indirect) of CPD-OUT3 interventions, and which intended ones were not been built (specify, explain and give evidences where appropriate)? • Which specific institutional capacities have been built in the most vulnerable groups involved directly or indirectly with CPD-OUT3 interventions, and which intended specific institutional capacities have been missed (specify and give evidences where appropriate)? • Has CPD-OUT3 interventions contributed to setup a monitoring and evaluation system that would specifically look at effectiveness of the program and if so, what has been done and what could have been improved to make the programme more effective; • Has CPD-OUT3 interventions used UNDP's comparative advantage effectively, and if so name them? • Do you think that CPD-OUT3 activities have been effective to achieve UNDAF outcomes (explain and give evidences where appropriate)? • How do you rate UNDP's cooperation with relevant local partners (GoM, CBOs, NGOs, university and research institutions) and what could be done better to make those relations more effective (specify, explain and give evidences where appropriate)? • How do you rate UNDP coordination mechanisms with relevant local partners (GoM, CBOs, NGOs, university and research institutions) and what could be done better to make that role more effective? • How do you rate the UNDP's cooperation with other relevant donor's agencies in the country and what could be done better to make them more effective or was is not important or relevant for the outcomes? 	<ul style="list-style-type: none"> • Civil society partner associations staff. 	

EVALUATION MATRIX			
Criteria	Questions to be addressed	Data sources	Data collection methods
<u>Efficiency</u>	<ul style="list-style-type: none"> • What alternative approaches could be used to implement CPD-OUT3 program and how would they measure in terms of efficiency compared to the chosen arrangements (specify, explain and give evidences where appropriate)? • To what extent the indicators defined in CPD-OUT3 have been achieved, what were the main positive and negative contributing factors (specify, explain and give evidences where appropriate)? • Have the implementation settings used in CPD-OUT3 interventions promoted efficiency, and what could have been improved or different to make it more efficient (specify, explain and give evidences where appropriate)? • To what extent resource allocation within CPD-OUT3 interventions took into account marginalised groups (women, rural, and HIV), and are there recommended percentages to guarantee the inclusion of vulnerable groups (specify, explain and give evidences where appropriate)? • Do you think that available funds were sufficient to implement CP-OUT3 interventions, and have been properly used (explain and give evidences where appropriate)? • Do you think that CPD-OUT3 activities were cost efficient, achieved in time, and what could be improved (specify, explain and give evidences where appropriate)? • Are national and local government institutions familiar with the M&E arrangements used in CPD-OUT3, how well did M&E work, and what effects did they have in steering of the project? • Has CPD-OUT3 program defined or used indicators to measure efficiency. If so what were their main results or conclusions. If not, which indicators could have been used (specify, explain and give evidences where appropriate)? 	<ul style="list-style-type: none"> • UNDP guiding documents; • UNDP programmes and action plans; • Main Government guiding documents (PARP and programa quinquenal); • Key sectorial government programs, plans, policies and strategies; • UNDAF annual reports; • UN staff; • Government staff; • Research and higher education staff; • Partner NGOs and CBOs staff; • Civil society partner associations staff. 	<ul style="list-style-type: none"> • Desk review of secondary data; • Interview with government partners; • Interview with UN development partners; • Interview with key research and higher education institutions; • Interview with key NGOs, CBOs and civil society partner associations; • Interview with key international agencies and donors.
<u>Sustainability</u>	<ul style="list-style-type: none"> • Do you believe that UN role with the local partners and donors at this stage could be assumed by one or more Mozambican partner institutions, if so what would be the 	<ul style="list-style-type: none"> • UNDP guiding documents; • UNDP programmes and 	<ul style="list-style-type: none"> • Desk review of secondary data;

EVALUATION MATRIX			
Criteria	Questions to be addressed	Data sources	Data collection methods
	<p>main challenges and constraints, and if not what would be required to do so?</p> <ul style="list-style-type: none"> • To what extent and in what ways have national capacities (main partner institutions, and other key partner institutions) been enhanced in terms of technical capacity, financial independence and mechanisms to exercise rights, and what would still be necessary to guarantee that those institutions could assume main roles in key processes (specify, explain and give evidences where appropriate); • To what extent and in what ways have local capacities within the communities and regions of intervention, have been enhanced in terms of technical capacity, financial independence and mechanisms to exercise rights (specify, explain and give evidences where appropriate); • Do you think the initiatives and programs that CPD-OUT 3 has been involved within the areas of intervention and within the most vulnerable groups are sustainable in the sense that they can be planned, steered and implemented by national institutions without “foreign” support (explain and give evidences where appropriate)? • How have these initiatives been transferred and implemented in other regions of the country, and if not, what would be the main challenges to have capacity to do so (explain and give evidences where appropriate)? • Do you think the initiatives and programs within CPD-OUTC3 will be able to continue without the help of the UNDP (explain and give evidences where appropriate)? 	<p>action plans;</p> <ul style="list-style-type: none"> • Main Government guiding documents (PARP and programa quinquenal); • Key sectorial government programs, plans, policies and strategies; • UNDAF annual reports; • UN staff; • Government staff; • Research and higher education staff; • Partner NGOs and CBOs staff; • Civil society partner associations staff. 	<ul style="list-style-type: none"> • Interview with government partners; • Interview with UN development partners; • Interview with key research and higher education institutions; • Interview with key NGOs, CBOs and civil society partner associations; • Interview with key international agencies and donors.
<u>Impacts</u>	<ul style="list-style-type: none"> • What were the most important direct and indirect positive impacts coming from CPD-OUT3 interventions at different levels (national, provincial, district and local or community level) (specify, explain and give evidences where appropriate)? • What were the most important direct and indirect negative impacts coming from CPD-OUT3 at different levels, and how could they have been avoided (specify, explain and give evidences where appropriate)? • How do you evaluate achieved versus planned impacts at the different levels of the implementation of the CPD-OUT3 program (specify, explain and give evidences where appropriate)? 	<ul style="list-style-type: none"> • UNDP guiding documents; • UNDP programmes and action plans; • Main Government guiding documents (PARP and programa quinquenal); • Key sectorial government programs, plans, policies 	<ul style="list-style-type: none"> • Desk review of secondary data; • Interview with government partners; • Interview with UN development partners; • Interview with key research and higher

EVALUATION MATRIX			
Criteria	Questions to be addressed	Data sources	Data collection methods
	<p>appropriate)?</p> <ul style="list-style-type: none"> • Are indicators well formulated (are they smart: specific, measurable, attainable, relevant and time-bound) to measure the most important key impacts of the program and if not which one should or could have been included (specify, explain and give evidences where appropriate)? • Are the indicators well formulated to measure the key impacts of the different aspects of climate change and disaster risk management (related to results of adaptation or mitigation measures, related to implementation aspects, and related to the impacts on climate change or disaster risk) formulated in the program and if not which one should or could have been included (specify, explain and give evidences where appropriate)? 	<p>and strategies;</p> <ul style="list-style-type: none"> • UNDAF annual reports; • UN staff; • Government staff; • Research and higher education staff; • Partner NGOs and CBOs staff; • Civil society partner associations staff. 	<p>education institutions;</p> <ul style="list-style-type: none"> • Interview with key NGOs, CBOs and civil society partner associations; • Interview with key international agencies and donors.

A.2 List of Institutions Interviewed

1. Government Institutions

MITADER – Ministry for Land, Environment and Rural Development

INGC – National Institute for Disaster Risk Management

IND – National Institute for Mine Clearance

MEF – Ministry for Economy and Finance

INAM – National Meteorology Institute

2. United Nations Agencies

UNDP

A.3 List of Consulted Documentation

Boletim da República No 51 de 26 de Junho de 2015, Resolução no. 6/2015.

INGC. (2009). Study on the Impact of Climate Change on Disaster Risk in Mozambique: Main Report.

KPMG (2015) The Top 100 Companies in Mozambique.

MICOA (2012) Public Environmental Expenditure Review 2005-2010. Directorate of Planning and Studies.

MICOA (2012). Estratégia Nacional de Adaptação e Mitigação de Mudanças Climáticas 2013-2025.

Results-Oriented Annual Report (ROAR), 2014

Results-Oriented Annual Report (ROAR), 2015

UNDP, n.d, Country Programme Document for Mozambique

UNDAF, 2011, United Nations Assistance Development Framework for Mozambique 2012-2015 – Action plan.

United Nations, 2013, UNDP Strategic Plan 2014-2017,

UNDP, 2015, Programme Overview and Project Briefs

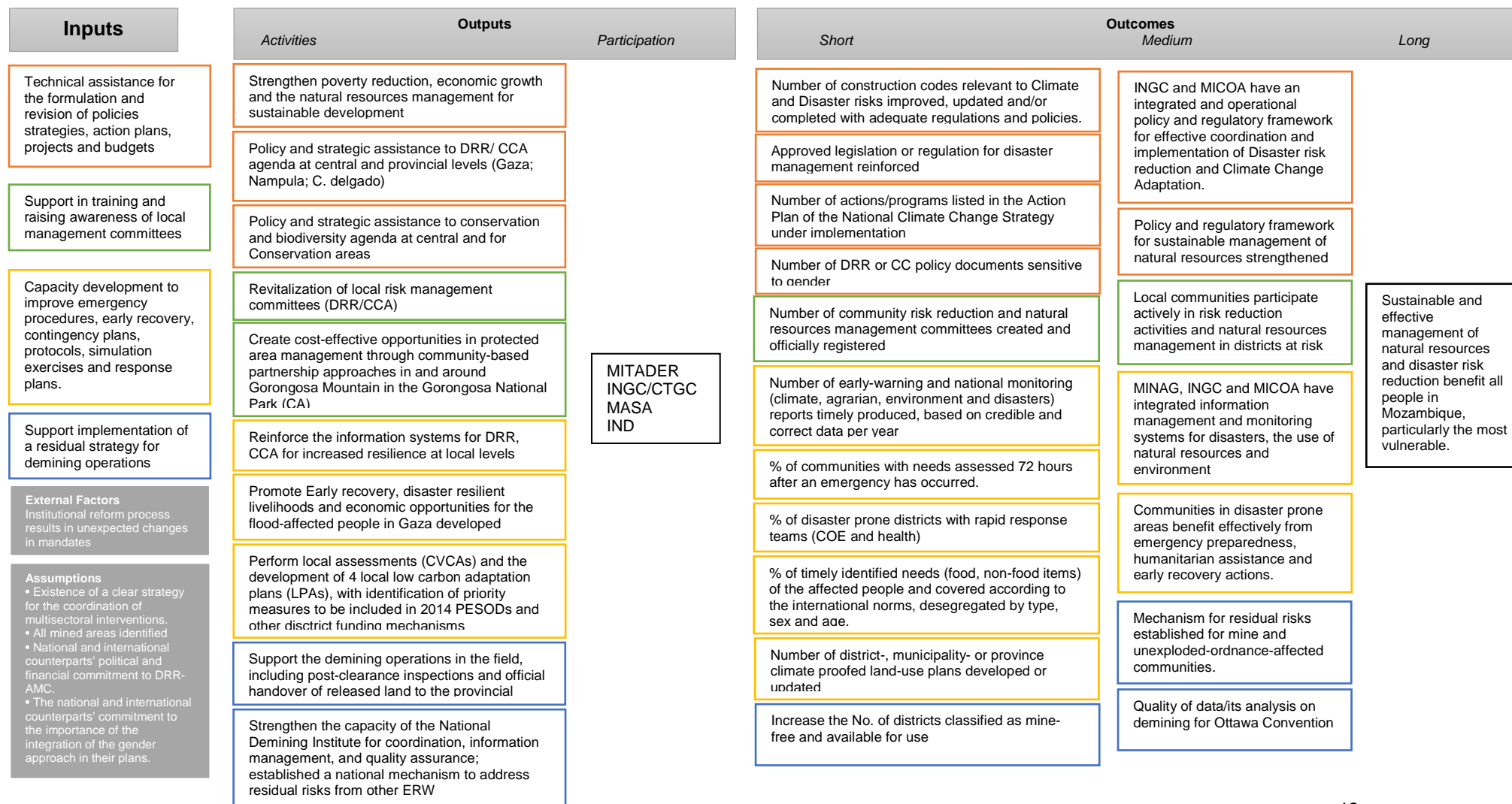
UNDP, 2015, Human Development Report

UNDP Mozambique Country Programme Final Evaluation, Terms of Reference

UNDP, n.d, Country Programme Document for Mozambique

USAID, 2013, Mozambique Environmental Threats and Opportunities Assessment. USAID-Mozambique

A.4 Theory of Change



Situation Analysis: Findings from past evaluations confirmed the impact of UNDP activities in Mozambique and also pointed the need for greater investment in disaster risk reduction, crisis prevention and recovery. Therefore UNDP will focus on the closely linked concerns of disaster risk reduction, adaptation to climate change, and environment and natural resource management, with the aim of strengthening the legislative framework as well as planning and management capacities of national-level institutions as well as of local governments. In addition, UNDP will advocate for reflecting the needs of the most vulnerable. UNDP will also work with the National Demining Institute to clear all landmines by 2014¹³.

ToC Rationale and Assumptions:

Contribution to the long term outcome of “Sustainable and effective management of natural resources and disaster risk reduction benefit all people in Mozambique, particularly the most vulnerable”, can be achieved by engaging with relevant Government Institutions, namely MITADER, INGC/CTGC, MASA and IND.

Support to these institutions shall be made via the following main inputs:

- **Revise national disaster policy and environmental laws:** improvement of coordination and implementation of disaster risk reduction and climate change adaptation can be achieved via changes at policy level. For this purpose UNDP contribution shall cover policy and strategic assistance to DRR/CA and conservation at central and provincial levels. Results can be measured as the increase in the number of relevant regulations and legislation related to DRR and CC, including integration of gender issues.
- **Improve disaster risk assessments:** disaster risk reduction can be achieved by strengthening the capacity of communities to adapt, reduce risk, mitigate disasters and improve management of local natural resources. For this purpose UNDP shall focus on supporting the Government in implementing the verified approach of creating and strengthening risk management committees at community level. These committees shall also deal with natural resources management and UNDP shall support the creation of opportunities for protected area management. Results can be measured by looking at data about the increase of the number of risk management committees and by assessing their capacity to support the community in DRR and CC.
- **Capacity development to draft national disaster management law and strategies on climate change, environment and gender:** changes at policy level can be complemented by improving the capacity of the institutions involved in DRR/CCA (MASA, INGC and MITADER). In this scope UNDP can contribute for capacity development of target institutions by reinforcing information systems, enhancing resilience and disaster recovery for flood prone communities, supporting assessments toward the creation of low carbon adaptation plan to be included in relevant planning tools and funding mechanisms. Capacity development of relevant institutions may contribute for i) improved coordination (via improved information management and monitoring), ii) improved services provided to the communities in case of disasters (at the relief and early warning levels). Results can be measured by verifying the number and quality of the early warning reports; evaluating the capacity created for disaster response, and needs assessment and climate proofing at the district, municipality and province levels.
- **Support to clear landmines:** Contribution to the realisation of the demining targets can be achieved by supporting the National Demining institute (IND). UNDP shall support IND at the field level (demining operations) and at the monitoring level by supporting information management towards data acquisition for Ottawa convention. Additionally UNDP shall support the establishment of a mechanism for residual risk for mine and unexploded-ordnance-affected

¹³ Source: UNDP, Country programme document for Mozambique (2012 - 2015).

communities. Results can be measured by recording information on the increase in the number of districts classified as mine-free.