



cutting through complexity

# UNDP Country Programme Final Evaluation

Final Report



**UNDP**  
**Mozambique**

*December 2016*

## Document review and approval

### Revision history

Version	Author	Date	Revision
1	Artur Gobe, Momed Jamú	13 June 2016	
2	Artur Gobe, Momed Jamú	12 October 2016	
3	Artur Gobe, Momed Jamú	23 December 2016	

### This document has been reviewed by

	Reviewer	Date reviewed
1	Binit Varajidás	13 June 2016
2	Frederico Ferreira	14 June 2016
3	Frederico Ferreira	14 October 2016
4		
5		

### This document has been approved by

	Name	Subject matter expert	Signature	Date reviewed
1	Miguel Alvim			17 June 2016
2	Miguel Alvim			16 October 2016
3	Miguel Alvim			27 December 2016
4				
5				

## **Disclaimer**

*This report is furnished to you solely for your benefit and exclusive use, and cannot be disclosed, circulated, quoted or otherwise, in whole or in part, to any third party without KPMG's prior written consent.*

*The information contained is of a general nature and is not intended to address the circumstances of any particular individual or entity. Although we endeavour to provide accurate and timely information, there can be no guarantee that such information is accurate as of the date it is received or that it will continue to be accurate in the future. No one should act upon such information without appropriate professional advice after a thorough examination of the particular situation.*

*Our advice in this document is limited to the conclusions specifically set forth herein and is based on the completeness and accuracy of the representations, assumptions and documents analysed. If any of the documents, assumptions or representations is not entirely complete or accurate, it is imperative that we be informed immediately, as the inaccuracy or incompleteness could have a material effect on our conclusions.*

*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.*

## **Contents**

Executive Summary	1
<b>1 Introduction</b>	<b>6</b>
1.1 Background	6
1.1.1 Country context	6
1.1.2 UNDAF and UNDP Country Programme	7
1.2 Scope of the evaluation	10
<b>2 Methodology</b>	<b>12</b>
2.1 Data collection methods	12
2.2 Risks and potential shortcomings	13
2.3 Criteria for rating the performance	14
<b>3 Findings</b>	<b>15</b>
3.1 Our Understanding of UNDP’s CPD Theory of Change and Outcomes	
Relevance	15
3.2 Effectiveness and M&E	29
3.3 Efficiency	40
3.4 Sustainability	43
<b>4 Conclusions and Recommendations</b>	<b>46</b>
4.1 Conclusions	46
4.2 Recommendations	49
<b>A Annexes</b>	<b>51</b>
A.1 List of institutions interviewed	51
A.2 Evaluation Matrix	52
A.3 Additional Questions for Outcomes	55

## **Executive Summary**

This report aims to evaluate the UNDP Country Programme 2012-16 and its purpose is to capture and demonstrate the evidence of the contributions to development results at the country level as articulated in both the United Nations Development Assistance Framework for Mozambique 2012-2016 Action Plan (UNDAF) and the UNDP Country Programme Document for Mozambique 2012-2016 (CPD). The Evaluation Plan of UNDP Mozambique includes one Outcome evaluation and one Country Programme Document Final Evaluation to assess the impact of UNDP's development assistance across the major thematic and cross-cutting areas with a view to inform both the new CPD and UNDAF under preparation.

The UNDP CPD was designed in line with UNDAF objectives and is contributing to six of the eight UNDAF outcomes in the economic and governance areas to realize the following:

- Vulnerable groups (with particular focus on women) demand and ensure production and productivity in the primary sector in order to increase their own food security (UNDAF Outcome 1/CPD 59). UNDP intervention aimed at strengthening the institutional and legal framework to foster inclusive growth centred in rural economy.
- Vulnerable groups access new opportunities for improved income and livelihoods, with special focus on decent employment (UNDAF Outcome 2/CPD 60). UNDP intervention focus included working to increase economic opportunities for micro, small and medium sized enterprises in rural areas through inclusive market strategies and to increase the availability of financial services by developing inclusive and innovative microfinance products and services.
- Sustainable and effective management of natural resources and disaster risk reduction benefit all people in Mozambique, particularly the most vulnerable (UNDAF Outcome 3/CPD 61). Under this outcome, UNDP aims to strengthen the legislative framework as well as planning and management capacities; support to the National Demining Institute to clear all land mines by 2015.
- Strengthened democratic systems and processes for equity, rule of law and human rights at all levels (UNDAF Outcome 6/CPD 62). The goal of UNDP intervention consists of strengthening democratic systems and institutions for accountability and human rights, focusing on duty bearers, justice sector, as well as independent bodies such as Technical Secretariat for Electoral Administration (STAE) and National Crime Observatory (NCO).
- People's participation in shaping and monitoring a transparent and equitable national development agenda (UNDAF Outcome 7/CPD 63). For this outcome, UNDP intends to contribute in strengthening and improving the quality of participation of civil society, particularly their role in shaping and monitoring the development agenda, as well as providing support to development observatories, district consultative councils and African Peer Review Mechanism (APRM) national forum. UNDP supports vulnerable groups, ensuring they are aware of their rights and using justice services effectively.
- Government and civil society provide coordinated, equitable and integrated service delivery at decentralized level (Outcome 8/CPD 64). UNDP focus for this outcome includes operationalization of decentralization policy and strategy through the strengthening the capacity of local governments, integrating cross-cutting issues as well as development of

knowledge management systems for local governance; stimulate the participation of civil society in the process to increase local authorities accountability.

The scope of the evaluation includes the analysis of the following: (i) 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) assess whether UNDP frameworks and strategies are designed to support the national priorities and the UNDAF planned objectives; (iii) assess the progress made towards achieving CPD/UNDAF outcomes, identifying contributing factors and constraints; (iv) lessons learned for future UNDP support to Mozambique.

The standard set of evaluation criteria used takes into account the following dimensions:

- *Equity*: the extent to which UNDP CP results have contributed to reducing disparities and inequalities between women and men, girls and boys the most vulnerable groups.
- *Relevance*: consistency of UNDP CPD with country needs, national priorities, and, the country's international and regional commitments.
- *Effectiveness*: focus on the achievement of results and objectives.
- *Efficiency*: the extent to which outcomes were achieved with the available amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.).
- *Sustainability*: the extent to which the benefits from a development intervention are likely to continue, after it has been completed.

Section one of the report summarizes the context of Mozambique development and presents the scope of the evaluation; section two discusses the methodology used to assess the performance criteria, outlines the data collection methods anticipates risks and shortcomings and concludes with the presentation of the ratings used for performance criteria. The third section is the main body of the report; it discusses the theory of change assumed in the design of the programme, evaluates the relevance, effectiveness, efficiency and sustainability of the CPD implemented and uncover the M&E emerging issues from the implementation process. Section four is the concluding chapter, it presents the main findings of analysis and recommendations.

The main findings of the evaluation and recommendations are that the UNDP CP was formulated according to UNDAF (2012-2016) which is in turn aligned to PARP (2011-2014), Plano Quinquenal do Governo (PQG 2010-2014) and other strategies and policy documents. All Government documents are aligned to MDGs. Although not explicit, there was a theory of change for each outcome indicating the transmission mechanisms through which the programme implementation would foster development changes. There are good coordination bodies at higher level, however, weaknesses at implementation units have caused some critical activities not to be completed. For example, the main program output under outcome 59 was not achieved delaying the chain of effects that would generate the desired outcome.

Regarding monitoring and evaluation (M&E), there is an apparent disconnection between outcomes and their indicators that poses a challenge to assess progress and weakens the accountability. Although the majority of implemented activities are in line with outcomes, there is a need for a closer alignment between the theory of change, outcome indicators and the outputs. It is important that the theory of change is explicit and actually explains how the change will come about, not just some activities and expected outcomes. One should be able to understand how a certain activity will contribute to the achievement of the outputs and how these will influence the outcome achievement. Additionally, the indicators should be able to capture the expected



developmental changes. In some instances, there are CPD indicators which are not relevant to the proposed outcomes, as shown in specific sections.

Equity was met by geographical targeting of those areas where the citizens are worse off and the interventions aimed at improving the welfare of the most disadvantaged groups as well as through increasing production and productivity in the primary sector and expanding the access to opportunities for increased income. In addition, the interventions under the governance outcomes (CPD 62, CPD 63 and CPD 64) contributed to equity by strengthening the rule of law and by stimulating the participation of CSO in monitoring the development agenda.

With regard to effectiveness, in general, the implementation of UNDP CP was satisfactory as most activities were successfully implemented and outputs achieved as well as there was progress at the outcome level. However, there are some exception such as the main activity under outcome 59 that was not completed, the implementation of two micro-insurance products for rural population under outcome 60 and the surveys on public's perception on access and quality of public services under outcome 64. Additionally, it is worth noting that two out of three Knowledge Management Centres for local governance (outcome 60) are already operating in the same province what may suggest a need to review the regional distribution. Overall, based on the information available, the impact of the UNDP CP implementation is considered as significant.

The assessment of the efficiency indicates that most activities were implemented in a cost effective manner. However, there are few cases where that principle is not met namely, the development of the legal framework for the right to food security and nutrition (outcome 59), the incomplete implementation of knowledge management centres (outcome 64) the capacity building activities for the functioning of the monitoring system of APRM (outcome 63) and, the institutionalization of civic education at secondary schools (outcome 62). Moreover, the predictability of funding is reported to hamper the cost-effective implementation of the programme. More specifically, implementing partners suggest that the planning should only consider funds already mobilized to avoid planning interventions that will not take place due to scarcity of resources.

In regard to sustainability, most of the initiatives implemented under UNDP CPD are likely to be sustainable. This is explained by the nature of UNDP intervention as they focus on capacity building through training on the job, sharing knowledge through conferences, seminars study tours and technical assistance. There is however an exception, it refers to activities under (outcome 60) where sustainability may require further action such as the development and implementation of national framework for business linkages.

The table below provides a summary of the ratings for each outcome based on the criteria defined.

Evaluation Criteria						
Outcome	Relevance	Effectiveness	Efficiency	Sustainability	M&E	Impact
<b>CPD outcome 59</b>	Relevant (R)	Unsatisfactory (U)	Unsatisfactory (U)	Likely (L)	Moderately Satisfactory (MS)	Negligible (N)
<b>CPD outcome 60</b>	Relevant (R)	Highly Satisfactory (HS)	Highly Satisfactory (HS)	Likely (L)	Moderately Satisfactory (MS)	Not possible to assess
<b>CPD outcome 61</b>	Relevant (R)	Satisfactory (S)	Satisfactory (S)	Moderately Likely (ML)	Moderately Satisfactory (MS)	Significant (S)
<b>CPD outcome 62</b>	Relevant (R)	Satisfactory (S)	Highly Satisfactory (HS)	Likely (L)	Moderately Satisfactory (MS)	Significant (S)
<b>CPD outcome 63</b>	Relevant (R)	Satisfactory (S)	Moderately Satisfactory (MS)	Likely (L)	Moderately Satisfactory (MS)	Significant (S)
<b>CPD outcome 64</b>	Relevant (R)	Satisfactory (S)	Moderately Satisfactory (MS)	Likely (L)	Moderately Satisfactory (MS)	Significant (S)

The major recommendations of the evaluation are below presented:

- (i) the coming UNDP CPD should articulate a clear theory of change - articulating a theory of change for each programmatic area would allow the programme to precisely define causal links between what program implementers will do and the impacts the program will have, including the interim results (outputs and outcomes) that would help measuring progress.
- (ii) UNDP needs to strengthen the use of effective RBM and M&E systems to monitor and manage the CP - Results need to be attributable to the UNDP to ensure accountability and show progress. The indicators to be included in the results framework need to be intrinsically related to the outcomes to be able to establish whether progress is being achieved or not.
- (iii) There is a need to move away from project activities to programme focus, this would allow having a holistic programme implementation and maximization of synergies among those interventions aimed at tackling different aspects of the problem.
- (iv) Speeding up fund disbursements - several implementing partners (IPs) emphasized that UNDP needs to find more innovative ways of improving and speeding up funds disbursements to enable timely implementation of the activities planned.
- (v) The planning process needs to consider on funds already mobilized – IPs suggest that funds to be mobilized should not be considered in the planning process as it may hinder programme implementation if they are not made available on time.
- (vi) Improve coordination mechanisms - coordination mechanisms and integration among different stakeholders is still a problem, there are good coordination bodies at macro level, 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.



- (vii) More attention to operation details - 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 may help to define how operations will occur in practice to implement the programme, monitoring plans, determine the capacity needs, how the risks will be dealt with and approaches to ensure sustainability of the programme achievements.
- (viii) Maximization of UNDP comparative advantages - financial resources are always scarce and never enough, on the other hand, there are many needs and requests. The new programme should aim for quality and effectiveness and not just for quantity.
- (ix) Geographical targeting as way to focus on the most disadvantaged groups - UNDPs definition of provinces of intervention may need to be more flexible. When a certain province initially targeted for intervention shows improvements due to programme intervention, the operations could be moved to another province to replicate the experience.

# 1 Introduction

This report is an outcome from the Evaluation of UNDP Mozambique Country Programme (CP) awarded to KPMG by UN 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 Assistance Development Framework for Mozambique 2012-2016 Action Plan (UNDAF) and the UNDP Country Programme Document for Mozambique 2012-2016 (CPD). In line with the Evaluation Plan of UNDP Mozambique, one outcome evaluation and one Country Programme Document Final Evaluation are to be conducted in 2015 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 2012-2016 which is composed of two 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 and Environment, and

This document is related specifically to the Country Programme Document Final and will focus on UNDAF outcomes 1 (CPD outcome 59), 2 (CPD outcome 60), 3 (CPD outcome 61), 6 (CPD outcome 62), 7 (CPD outcome 63) and 8 (CPD outcome 64). It aims to present the findings and recommendations on the relevance, effectiveness, efficiency, impact, M&E, and sustainability of UNDP CP. Equity is also considered in the analysis as a cross-cutting element and is referred to where appropriate.

Although, this report covers all outcomes aforementioned, it is important to highlight that a specific evaluation of outcome 3 was conducted to capture peculiarities of this programmatic area.

## 1.1 Background

### 1.1.1 Country context

The population of Mozambique is 26.4 million in 2016, according to the National Institute of Statistics. Sixty eight per cent of the population lives in rural areas<sup>1</sup>. Poverty levels are unchanged since 2003, at approximately 54 per cent, as measured by the Third Poverty Assessment conducted in 2008<sup>2</sup>. Mozambique registered a GDP growth of over 7.7% in the past five years<sup>3</sup>; it is one of the ten fastest growing economies in the world. This growth is primarily attributed to the expansion of the extractive industries. This growth has not been equitable, and economic and social disparities have increased.

Growth has largely been generated by “megaprojects”, and evidence suggests that these have not linked with the local economy, have had a weak effect on national employment creation, and have not made a significant contribution to State revenues. Meanwhile, production and productivity in rural areas are very low by regional standards and remain vulnerable to climatic shocks.

---

<sup>1</sup> Relatório Final do Inquérito ao Orçamento Familiar - IOF-2014/15.

<sup>2</sup> 3 Mozambique Country programme document 2012-2015.

<sup>3</sup> Balanço do PES 2011-2015.

Mozambique has become one of the destinations for mining and natural gas developments in Africa. The country's achievement of Extractive Industry Transparency Initiative (EITI) compliance status is an important milestone in the economic management of natural resources. Alongside its natural resources, Mozambique's long coastline positions it as a natural gateway to global markets for neighbouring land-locked countries.

The Mozambican economy presents little structural transformation, relying mostly on mega-projects in the aluminium, extractive industries and the energy sectors. Its capital intensive nature does not generate enough jobs to provide sufficient opportunities for the fast growing young population. Fiscal revenues cover little more than 74.8%<sup>4</sup> of the annual budget, while mega-projects benefit from generous fiscal incentives. The weak human capital and the country's deficient infrastructure seriously cripple economic and social development. Increasing public spending on infrastructure and salary increases contributed to the widening fiscal deficit, while the narrow tax base limits revenue collection growth. At the same time, external aid is declining.

The significant economic growth, however, has not yet translated into structural changes necessary to sustain the country's capacity to reduce poverty and foster human development. One third of the population is chronically food-insecure, and half a million children aged 6-23 months are undernourished. Malnutrition in children under five remains alarmingly high at 43%<sup>5</sup>.

Recurrent climatic shocks such as drought, floods and cyclones, compromise income from farming and contribute to food insecurity, while also causing loss of life, ruined livelihoods and damaged infrastructure. Malaria remains the most common cause of death, responsible for 18%<sup>6</sup> of child mortality. Limited progress has been achieved in improving water and sanitation and alleviating hunger and malnutrition.

Nevertheless, Mozambique has made important progress in some areas. School enrolment rates - and gender parity in enrolment - have increased dramatically over the past decade, while infant and maternal mortality rates have consistently declined.

Moreover, there was a significant progress made in Mozambique in health, education, water and sanitation and social protection. The persistence of a high HIV/AIDS prevalence (11.5%, 2009)<sup>7</sup> and impact of reoccurring, and frequent natural disasters intensify existing vulnerabilities.

Progress has been made in terms of democratic and institutional development. Increased capacities and growing awareness on regulation of law and human rights is taking place and elected legislative bodies are gaining importance at national, provincial and municipal levels as well as new institutions such as the national human rights commission.

Lastly, the country has been declared mine free in 2015 what represents a significant achievement in the promotion of economic development.

### **1.1.2 UNDAF and UNDP Country Programme**

Mozambique was one of the eight countries to pilot the Delivering as One (DaO) UN Reform, and as such has been committed to moving towards the "five ones". Since 2007, the UN Mozambique has been developing and refining new ways of working together with the Government to achieve coherence, effectiveness and efficiency in delivering development results.

---

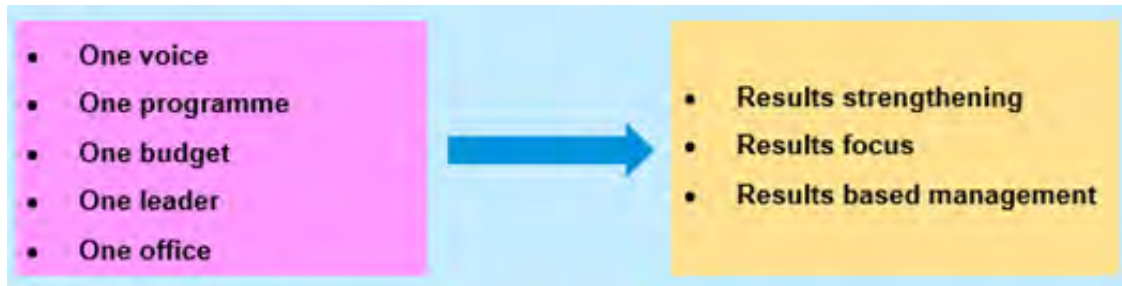
<sup>4</sup> Proposta de Orçamento do Estado para 2016.

<sup>5</sup> World Food Programme – Mozambique Publications Archive / <https://www.wfp.org/countries/mozambique>

<sup>6</sup> World Health Organization (WHO) Mozambique Statistical Profile 2015.

<sup>7</sup> UNAIDS - Country Progress Report 2014.

### **Delivering as One – From The “Five Ones” to The “Three Rs”**



While the first phase of the reform focused on five pillars in place (one voice, one programme, one budget, one leader, one office), 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 United Nations Development Assistance Framework (UNDAF) 2012-2016 has focused on the three “Rs” - Results strengthening, results focus and result based management. 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 PARPA. The UNDAF brings together the priority areas for UN collaboration, and defines all outcomes towards which more than one UN agency contributes, with a respective monitoring and evaluation framework. These commonly defined outcomes form a basis for the UNDP country programme, structure results and resources 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 a related outcome, as shown below.

<b>Focus 1: Economic Area</b>	<b>Focus 2: Social Area</b>	<b>Focus 3: Governance</b>
<ul style="list-style-type: none"> <li>• <b>Outcome 1 (CPD 59):</b> Vulnerable groups (with a particular focus on women) demand and ensure production of productivity in the primary sector in order to increase their own food security.</li> <li>• <b>Outcome 2 (CPD 60):</b> Vulnerable groups access new opportunities for improved income and livelihoods with a special focus on stable employment.</li> <li>• <b>Outcome 3 (CPD 61):</b> Sustainable and effective management of natural resources and disaster risk reduction benefit all people in Mozambique, particularly the most vulnerable.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Outcome 4:</b> Equitable provision of quality and essential social services ensure improved wellbeing for all vulnerable groups.</li> <li>• <b>Outcome 5:</b> Vulnerable groups demand, access and use quality and equitably delivered social services.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Outcome 6 (CPD 62):</b> Strengthened democratic governance systems and processes guarantee equity, rule of law and respect of human rights at all levels.</li> <li>• <b>Outcome 7 (CPD 63):</b> People in Mozambique participate in shaping and monitoring a transparent and equitable national development agenda.</li> <li>• <b>Outcome 8 (CPD 64):</b> Government and civil society organizations provide coordinated, equitable and integrated services at decentralized level.</li> </ul>

Source: UN Development Assistance Framework 2012-2016.

In line with this, UNDP is contributing to six of the eight UNDAF outcomes in the economic and governance areas.

More specifically, UNDP is contributing in the following components of the UNDAF outcomes:

- Strengthening of the institutional and legal framework for fostering inclusive growth, centred in rural economy (Outcome 1/CPD 59).
- Working to increase economic opportunities for micro-, small and medium sized enterprises in rural areas through inclusive market strategies and to increase the availability of financial services by developing inclusive and innovative microfinance products and services (Outcome 2/CPD 60).
- Disaster risk reduction, adaptation to climate change, environment and natural resource management, with the aim of strengthening the legislative framework as well as planning and management capacities; Support to the National Demining Institute to clear all land mines by 2015 (Outcome 3/CPD 61).
- Strengthening democratic systems and institutions for accountability and human rights, focusing on duty bearers, justice sector, as well as independent bodies such as Technical Secretariat for Electoral Administration (STAE) and National Crime Observatory (NCO) (Outcome 6/CPD 62).
- Strengthening and improving the quality of participation of civil society, particularly their role in shaping and monitoring the development agenda, as well as providing support to development observatories, district consultative councils and African Peer Review Mechanism (APRM) national forum. UNDP supports vulnerable groups, ensuring they are aware of their rights and using justice services effectively (Outcome 7/CPD 63).

- Operationalization of decentralization policy and strategy through the strengthening the capacity of local governments, integrating cross-cutting issues as well as development of knowledge management systems for local governance; Stimulate the participation of civil society in the process to increase local authorities accountability (Outcome 8/CPD 64).

In terms of geographical focus, UNDP intervention is mainly in Cabo Delgado, Nampula and Gaza, due to its long-standing presence as well as for being part of the most vulnerable in the country.

## **1.2 Scope of the evaluation**

The UNDP office in Mozambique is conducting the CPD Final Evaluation and the Outcome evaluations to capture evidence of its contributions of the relevance, effectiveness, efficiency, sustainability and impact of current programming which can be used to strengthen new initiatives.

The evaluation of the CPD, as specified in the ToRs, will cover the following aspects:

- 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 and whether they are well conceived for achieving planned objectives.
- iii. The progress made towards achieving CPD/UNDAF outcomes, through specific outputs and advisory services, and including contributing factors and constraints and assessment of progress to achieve UNDAF and CPD Outcome indicators' targets.
- iv. The progress to date under these CPD/UNDAF outcomes and what can be derived in terms of lessons learned for future UNDP support to Mozambique.

This evaluation takes place against backdrop and with reference to other recent and relevant evaluations and studies. The standard set of evaluation criteria is to be used, namely:

- *Equity*: The extent to which UNDP CP results have contributed to reducing disparities and inequalities between women and men, girls and boys. How have the UNDP CP addressed other disparities and/or targeted specific population groups, particularly those at risk and the most vulnerable ones, including children, young mothers, HIV positive, refugees and migrants. The evaluation will specifically look at the UNDP CP's ability to address development and human rights' needs in urban, peri-urban and rural areas as well as the geographic distribution of impact between provinces and districts.
- *Relevance*: The extent to which the objectives of UNDP CP are consistent with country needs, national priorities, and, the country's international and regional commitments, including on human rights and the recommendations of Human Rights mechanisms, sustainable development, environment, and the needs of women and men of all ages, young people, boys and girls and most vulnerable groups in the country. To what extent was the UNDP CPD informed by substantive human rights and gender analyses that identified underlying causes and barriers to human rights and gender equality?
- *Effectiveness*: The extent to which the UNDP CP contributed to, or is likely to contribute to, the outcomes defined in the UNDAF and to the degree to which were the results and efforts distributed among the targeted groups. To what extent were a human rights based approach and a gender mainstreaming approaches taken into account in the implementation of the



UNDP CP? Did the intervention contribute to empowerment of rights holders, especially women and young people to claim and duty bearers to fulfil human rights and gender equality standards?

- *Efficiency*: The extent to which outcomes were achieved with the available amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.). The extent to which the resource allocation of UNDP programmes took into account or prioritised most marginalised groups including women and girls.
- *Sustainability*: The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed. In particular, if the transition from developing individual capacity in the short-term to creating institutional capacity in the long-term has been made. The range of requirements should be considered, including creation of technical expertise, financial independence and mechanisms through which rights-holders particularly of the vulnerable groups may participate in and assert the fulfilment of their rights. To what extent did the UNDP CP contribute to developing an enabling environment (including capacities of rights holders to claim their rights and duty bearers to fulfil their duties) and institutional changes?

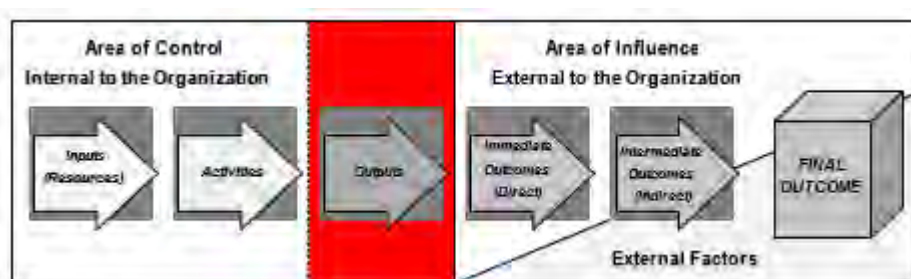
The main guiding documents that form the basis and the background for this evaluation are:

- Terms of Reference for the UNDP Mozambique Country Programme Final Evaluation;
- Action Plan for United Nations Assistance Development Framework (UNDAF) for Mozambique 2012-2016;
- United Nations Assistance Development Framework (UNDAF) for Mozambique 2012-2016 approved by Council Ministers in September 2011;
- UNDP Country programme document for Mozambique (2012 - 2016);
- 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 were used, including UNDP Mozambique results oriented annual reports (ROAR), UNDAF annual progress reports, Balanço do PES for several years and others with relevant information to this evaluation.

## 2 Methodology

This evaluation focused particular attention on the achievement of UNDP CP outcomes. For the purposes of assessing effectiveness, the fundamental question in this CPD Evaluation is whether or not the outputs were achieved, and most importantly, whether they contributed to improved outcomes. Anything beyond this immediate outcome level encompasses a much broader level of contribution of UNDP interventions. 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 outcomes, including interview from direct partners, desk review, including a thorough assessment of programme and thematic evaluations, and key focus interviews with a range of stakeholders. Moreover, a special attention in the analysis will be on relevance, equity, sustainability and efficiency.

The Evaluation Matrix (annex A2) lists the primary evaluation criteria, the related evaluation questions, the data sources required to answer the questions, and the data collection methods.

Finally, impact in the context of this report refer to what governments and other counterparts achieve in terms of bringing about changes in the country, partly as a result of UNDP's interventions. It is particularly difficult to assess the extent to which UNDP may have contributed to the achievement of these impacts on the part of primary stakeholders, as there are several influencing factors. Even though complete data for inferring on impact for the outcomes may not be always available, the evaluators used existing data and analysed the pattern of evolution of certain indicators to form an opinion in terms of potential impacts. Please note that this was not based on impact evaluation analysis<sup>8</sup>.

Most of the UNDP interventions discussed in this report occurred in the provinces of Cabo Delgado, Nampula and Gaza. However, there are those interventions that have taken place at the central level.

### 2.1 Data collection methods

The methodology for data collection process considers a review of UNDP CP followed by triangulation with government and NGO partners and document evidence to validate data, where possible. Stakeholder participation primarily covered Government and NGO staff members who can speak about the evaluation questions.

<sup>8</sup> "Impact evaluation" is an assessment of how the intervention being evaluated affects outcomes, whether these effects are intended or unintended. The proper analysis of impact requires a counterfactual of what those outcomes would have been in the absence of the intervention.

The data collection tools consist 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 were conducted with personnel of the UNDP staff within their DRGs. Interviews with Government, a sample of UNDP implementing partners and donors were carried out in the relevant sectors to triangulate and validate findings.

Interview guides were developed based on the evaluation questions and addressed the strategic, organizational and operational evaluation questions.

## **2.2 Risks and potential shortcomings**

The following elements were identified as factors that affected the assignment:

- A first limitation refers to the attribution to UNDP CP, that is establishing a causal linkage between a given development initiative and an observed result. In reality, in the context in which UNDP operates it is very difficult to attribute the observed results to the initiative of a single organization, for two main reasons: (i) several actors cooperate in UNDAF projects and programmes, such as national public institutions, civil society, NGOs, implementing partners other UN Agencies and other donors; and (ii) other exogenous factors may determine certain development results. In order to accommodate the “attribution issue” the team adopted a contribution analysis which does not expect to firmly establish causality but rather seeks to achieve a plausible association.
- A second limitation was the timing of the process close to the holiday season; with many staff away for an extended period, coordination with government and UN staff may be challenging. In order to mitigate the effect of the holiday period on the evaluation, the consultants’ team tried to meet all relevant informants before they went on leave. There were some meetings that took place after the holiday season.
- A third limitation is the impossibility of meeting with the stakeholders at the provincial and district level due to time and resource constraints. However, the consultants interacted with the stakeholders operating at the district level whose central offices are located in Maputo.

## 2.3 Criteria for rating the performance

The CP evaluation was carried out based in the Results Framework which provides performance and impact indicators for programme implementation along with their corresponding means of verification. The evaluation have taken into consideration the criteria of: relevance, effectiveness, efficiency, sustainability and impact. The following Ratings were used for the performance criteria.

<p><b>Ratings for Outcomes, Effectiveness, Efficiency, M&amp;E</b></p> <p>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.</p>	<p><b>Sustainability ratings:</b></p> <p>4. Likely (L): negligible risks to sustainability                      3. Moderately Likely (ML): moderate risks                      2. Moderately Unlikely (MU): significant risks                      1. Unlikely (U): severe risks</p>	<p><b>Relevance ratings</b></p> <p>2. Relevant (R)                      1. Not Relevant (NR)</p> <p><b>Impact Ratings:</b></p> <p>3. Significant (S)                      2. Minimal (M)                      1. Negligible (N)</p>
<p><b>Additional ratings where relevant:</b>                      Not Applicable (N/A)                      Unable to Assess (U/A)</p>		

## **3 Findings**

This section presents the main findings in terms of degree to which planned UNDP CP outcomes have been/have not been achieved, factors that have affected positively or negatively UNDP contribution. This discussion will be structured based on the evaluation criteria. For each criterion assessed, conclusions and recommendations will be presented.

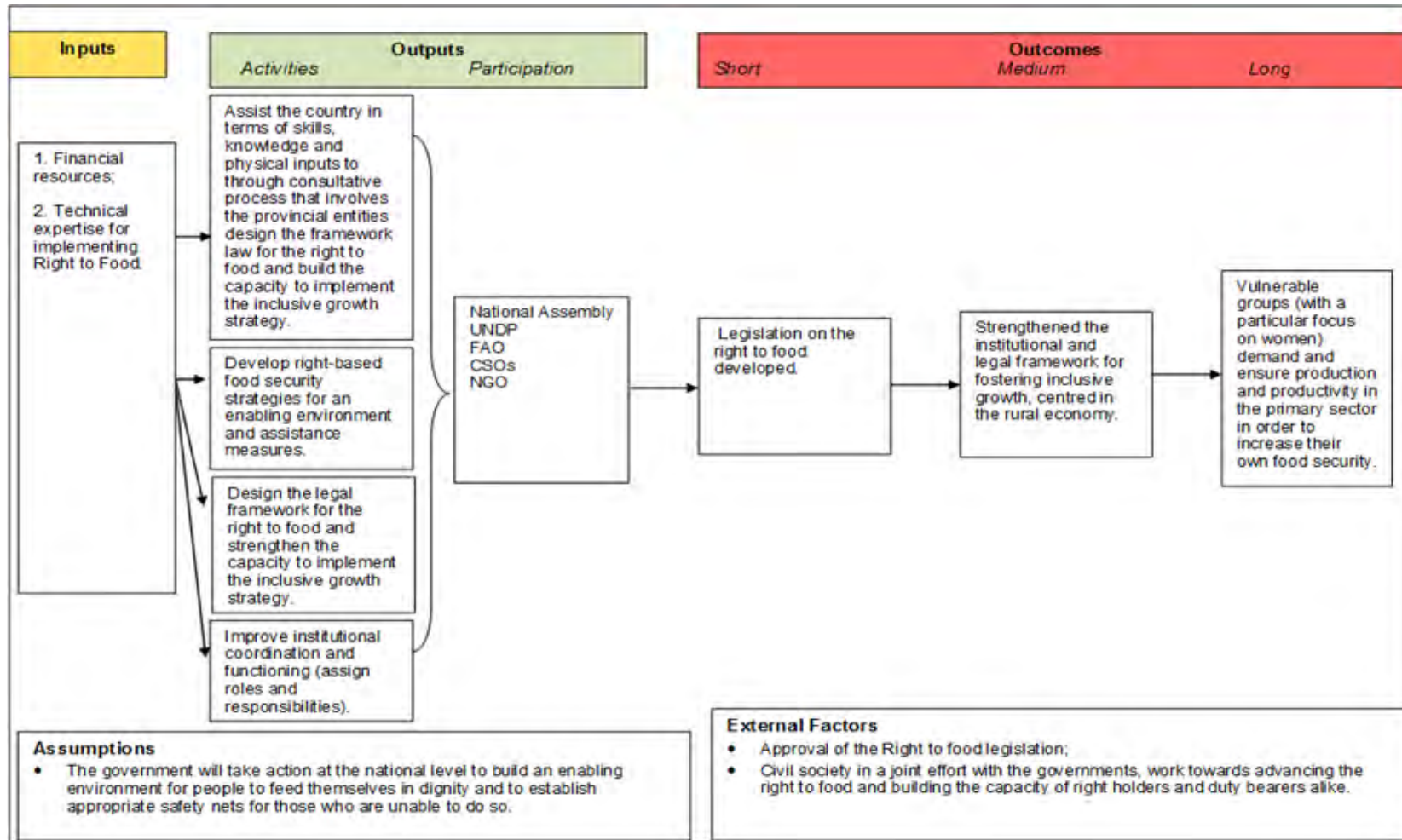
### **3.1 Our Understanding of UNDP's CPD Theory of Change and Outcomes Relevance**

As per the ToRs, the evaluation must include the theory of change (ToC) which is an approach to determine and describe linkages between UNDP supported interventions and observed progress at all levels. A ToC describes a process of planned social change from the assumptions that guide its design to the long-term goals it seeks to achieve.

The evaluators' understanding is that there were not ToCs explicitly defined during CPD design, thus it is expected that the team constructs a ToC for the Outcomes to be reviewed, based on the documentation available. In this context, for each Outcome a simple version of a ToC is provided.

This section focuses on UNDP CPD outcomes 59, 60, 61, 62, 63 and 64. For each a simplified diagram representing the evaluators understanding of the theory of change is provided, followed by a brief explanation. In order to complement the analysis, the relevance of each outcome is discussed.

Theory of Change for CPD Outcome 59



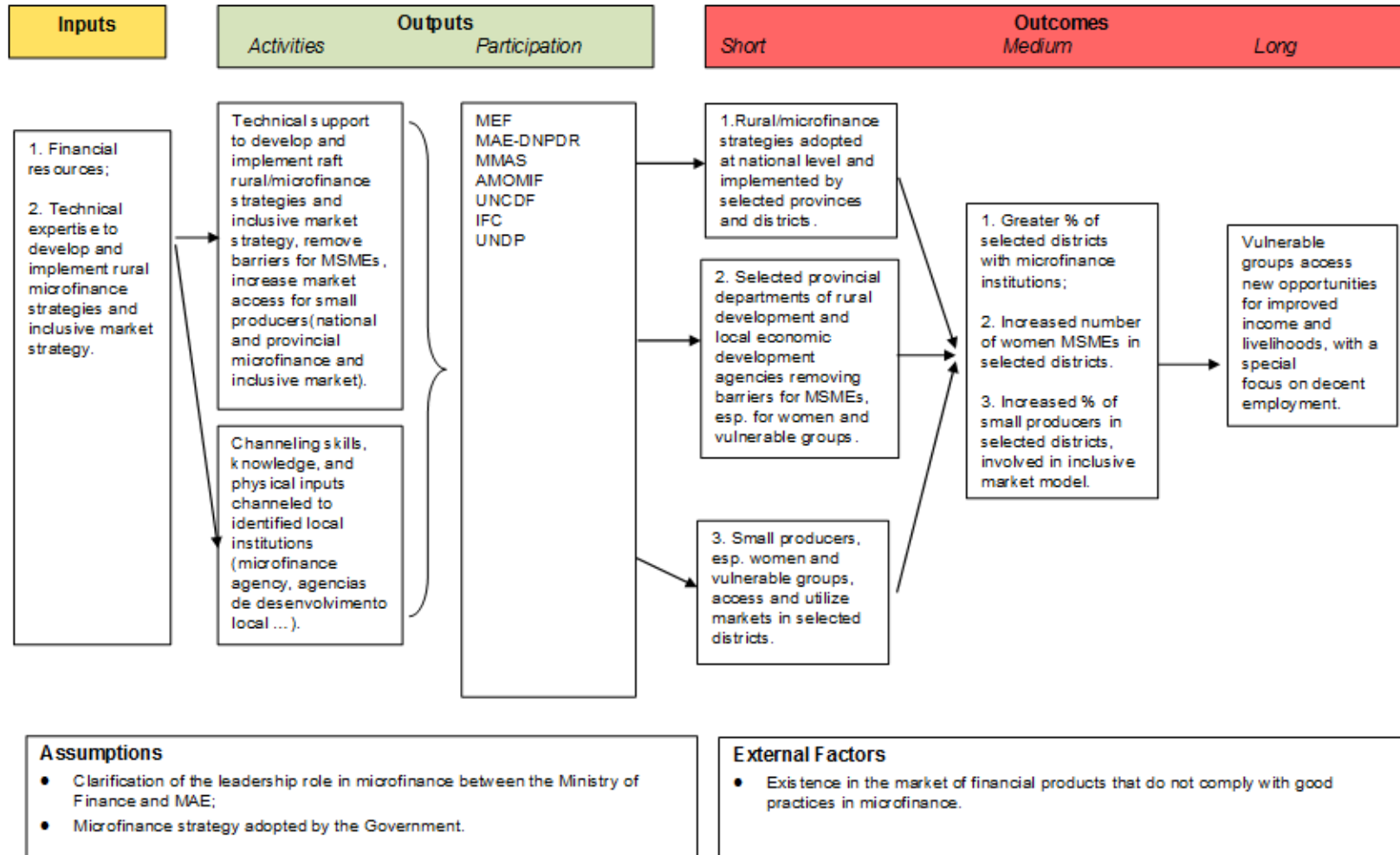


**Situation/Context for Outcome CPD 59 (UNDAF Outcome 1):** Mozambique has been experiencing a remarkable growth over the last years. The average growth rate is ranking Mozambique as one of fastest growing economies in sub-Saharan Africa. However, unemployment is high and formal employment is slim with a large fraction of the labour force in informal sector signalling the inability of the growth process to translate into job creation. Rural and peri-urban are those areas which have less benefited and Women Youth and other vulnerable groups the most affected.

**Focus of UNDP Intervention:** Mozambique's growth is driven by capital intensive extractive industries with poor business linkages both forward and backwards. Without government interventions the growth process by itself will not, in the short run, be able to create jobs and bring on board the sections of the population excluded from the process. Thus, the focus of UNDP assistance is on supporting the government of Mozambique in the creation of enabling environment and developing institutional capacity to allow rural and peri-urban areas and disadvantaged populations groups to share the benefits of growth. UNDP intervention aims to ensure that vulnerable groups are able to access food by unlocking production and productivity in the primary sector. Thus, UNDP assistance is toward creating the legal framework and strengthening institutional capacity for fostering inclusive growth centred on rural economy.

**Relevance of Outcome CPD 59:** Inclusive growth centred on rural economy should be able to lead to food security for rural and peri-urban households and will contribute to other growth related issues such as access to non-food goods and services. Developing the legal framework for the right to food and institutional strengthening through a participatory process is thought to lead to an environment likely to generate food security particularly for vulnerable groups (women and youth). However, the legal framework on its own is not sufficient to bring about the desired outcome. Institutional strengthening is fundamental to engineer throughout time the necessary conditions for production and productivity growth and food security. The critical aspect of institutional development is the sustainability of the capacity and incentives that are likely to maintain the commitment to this medium and long term objective. Therefore, UNDP CPD activities for this outcome are relevant (R) and aligned to national development priorities.

**Theory of Change for CPD Outcome 60**



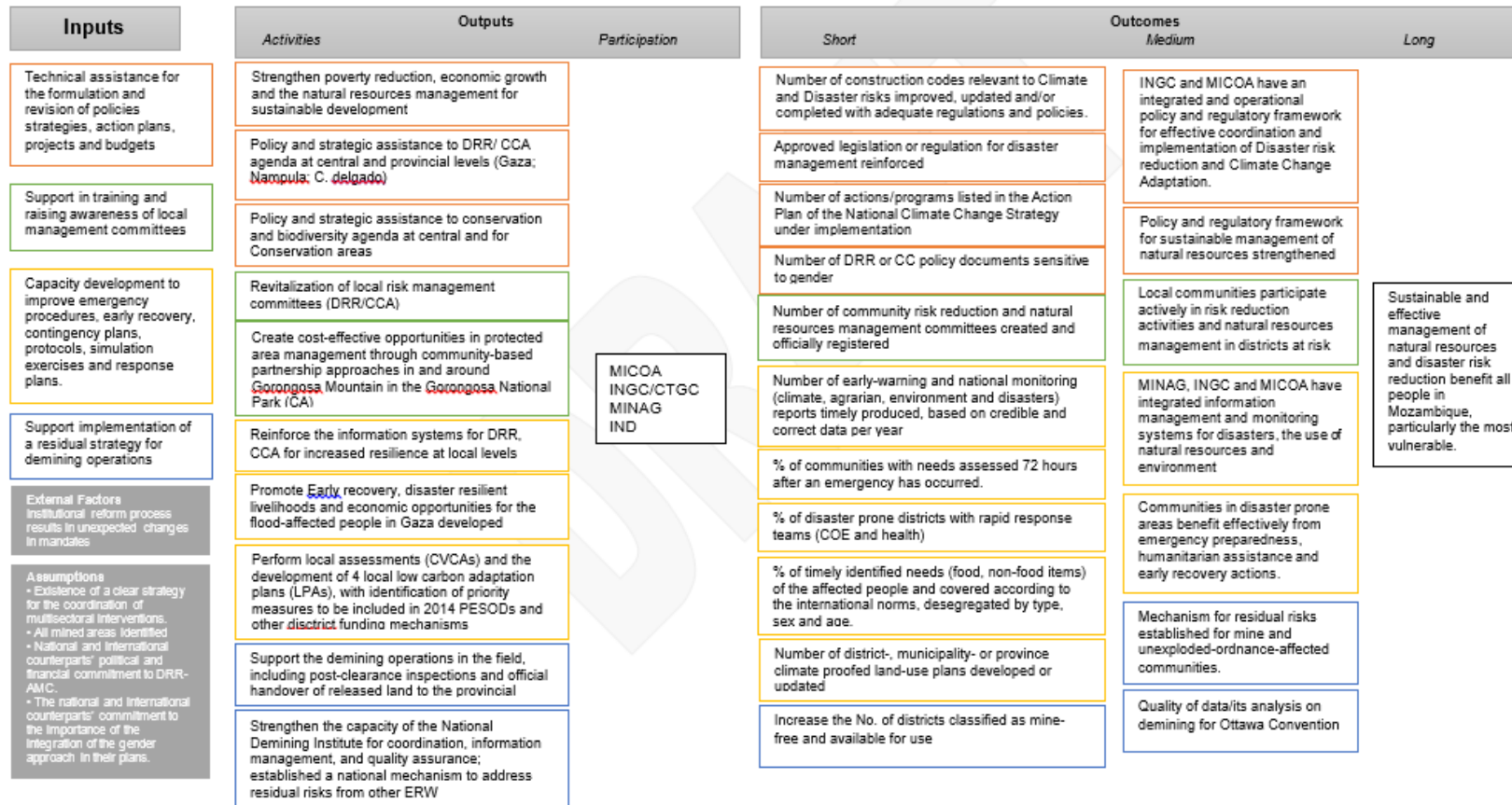
**Situation/Context for Outcome CPD 60 (UNDAF Outcome 2):** Mozambique has been experiencing a remarkable growth over the last years. According to the World Bank, Mozambique exhibits an annual average growth rate of 6.4% what ranks the country as one of fastest growing economies in sub-Saharan Africa. However, unemployment is high and formal employment is slim with a large fraction of the labour force in informal sector signalling the inability of the growth process to translate into job creation. Rural and peri-urban are those areas which have less benefited and women, youth and other vulnerable groups as well. Micro-, small and medium companies have a great potential to provide employment opportunities and sustainable income to both employers and labourers. In this early stage of Mozambique's development, a vibrant MSME community is dependent on various kinds of assistance to address its weaknesses. Some of the constraints to the development of MSMEs are related to barriers to access to markets and finance. Generally the financial needs of MSMEs are met by micro-finance institutions which are limited particularly at the local level. Also, the products and services are not diversified to meet their needs.

**Focus of UNDP Intervention:** Mozambique's growth is driven by capital intensive extractive industries with poor linkages with domestic economy. This limits the opportunities for the development of the MSMEs and consequently the opportunities for employment and income generation. Government is likely to improve the situation by removing the impediments to MSMEs development such as access to markets and access to finance. The focus of UNDP assistance is on helping the government of Mozambique to build the capacity to identify and remove the barriers to access to market, develop and implement a microfinance strategy that will make possible to expand financial services to district level as well as encouraging the design of products and services tailored to the needs of vulnerable groups.

**Relevance of Outcome CPD 60:** MSMEs represent opportunities for employment and income generation for the population in general and vulnerable groups in particular. However these opportunities are untapped due to constraints to the development of MSMEs namely the lack of financial institutions at local level to meet and lack of financial products and services tailored to the needs of vulnerable groups and the presence of barriers to access to markets. To address the current scenario, it important to develop and implement a micro-finance strategy and financial products, as well as services that meet the needs of vulnerable groups particularly women and youth. It also requires building the capacity to remove market barriers will unlock the potential of MSMEs to generate more employment opportunities and income for the population in general and vulnerable groups in particular. However, MSMEs constraints at the current stage of Mozambique's development may go beyond the access to finance and markets barriers and to unlock their potential may need additional interventions aimed at addressing internal weaknesses. Thus, to realize fully the outcome it would important to develop a comprehensive strategy of MSMEs development that addresses their problems in a more holistic way.

Overall, the logic of intervention and the outcome itself is relevant (R) and aligned to national development priorities.

### Theory of Change for CPD Outcome 61



**Situation/Context for Outcome CPD 61 (UNDAF Outcome 3):** 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 focuses 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 2014.

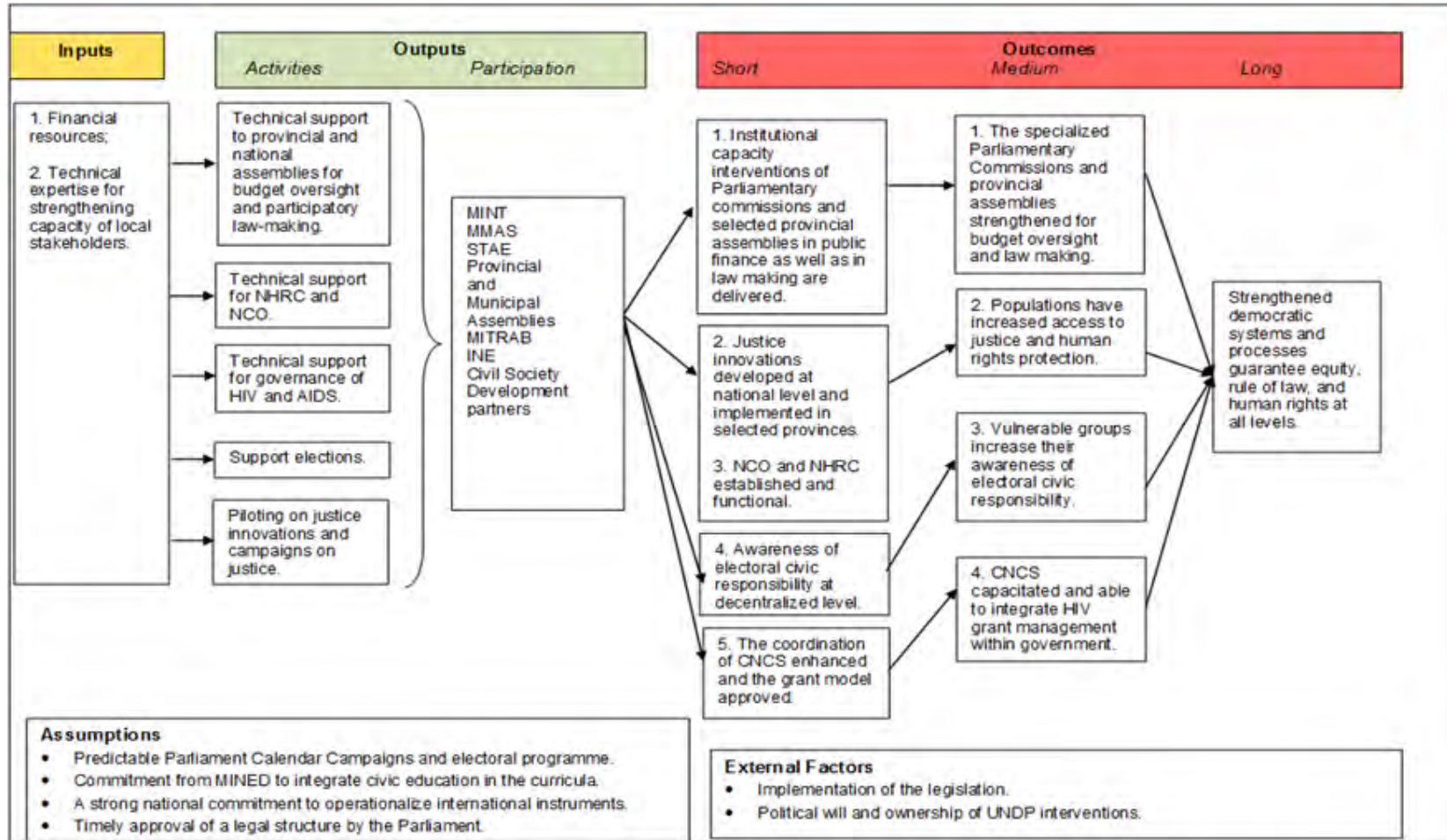
**Focus of UNDP Intervention:**

- 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 MICOA, INGC/CTGC, MINAG 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 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, mitigate and improve management of 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 cover natural resources management and UNDP will support the creation of opportunities for protected area management. Results can be measured as the increase of the number of risk management committees.
  - **Capacity development to draft national disaster management law and strategies on climate change, environment and gender:** changes at policy level can be complemented by improvement of the capacity of the institutions involved in DRR, CCA (MINAG, INGC and MICOA). In this scope UNDP shall 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 shall 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.
  - **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 (demining operations) level 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 communities. Results can be measured by following the increase in the number of districts classified as mine-free.

**Relevance of Outcome CPD 61:** Interventions under this outcome are aimed at tackling critical issues affecting the country and therefore are relevant (R).



Theory of Change for CPD Outcome 62

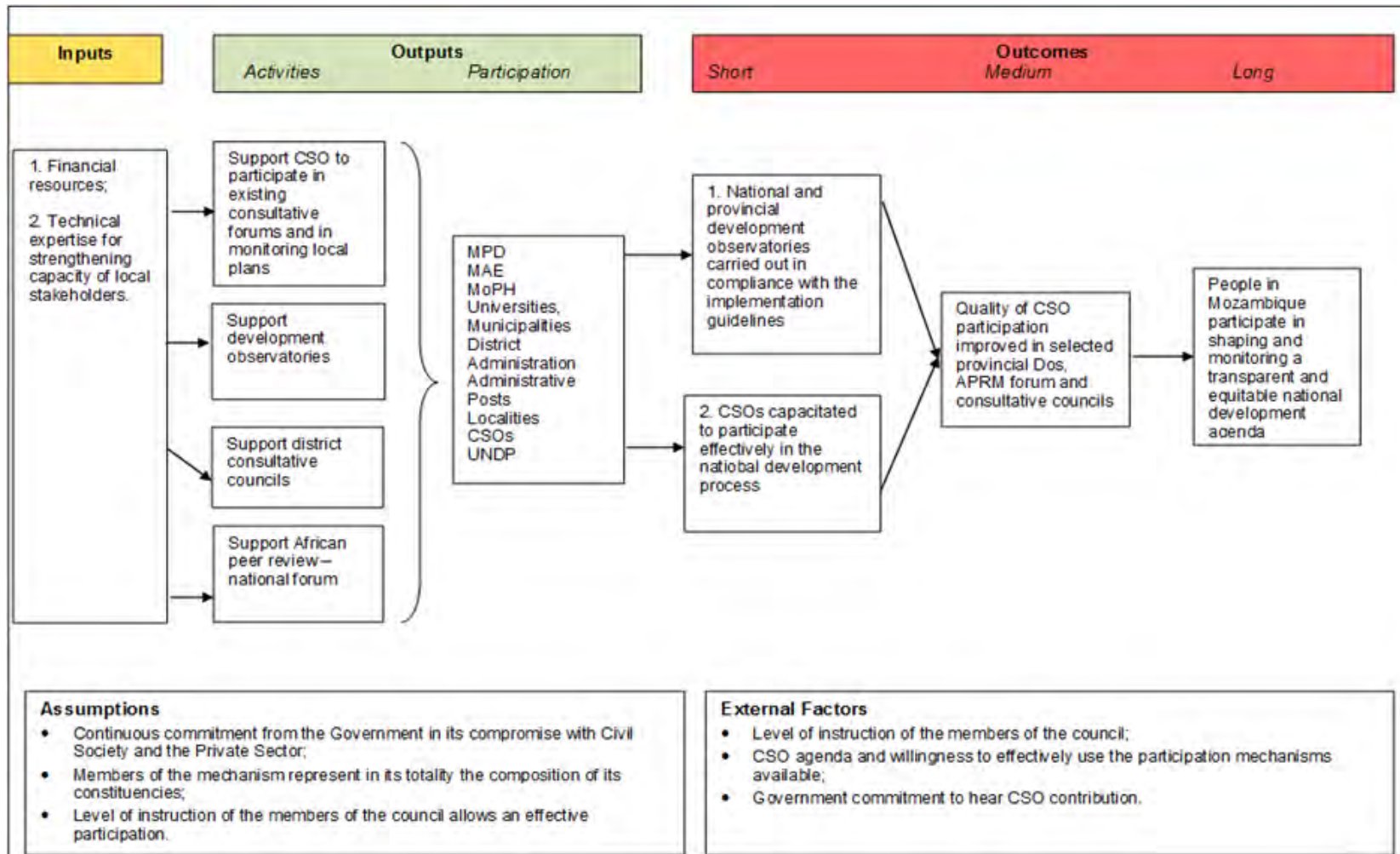


**Situation/Context for Outcome CPD 62 (UNDAF Outcome 6):** The idea of “rule of law” implies that every individual in a society is bound by the law. Additionally, the constitutional limits on power also implies the existence of rule of law. In fact, rule of law includes among other features a strong constitution, an effective electoral system, a commitment to gender equality, laws for the protection of vulnerable groups, and a strong civil society.

**Focus of UNDP Intervention:** The specific contribution of UNDP consists of strengthening democratic systems and institutions for accountability and human rights, focusing on duty bearers (Parliament and selected newly established Provincial Assemblies); the justice sector; and independent bodies such as the Technical Secretariat for Electoral Administration (STAE), the National Human Rights Commission and the National Crime Observatory (NCO).

**Relevance of Outcome CPD 62:** The rule of law provides the normative and institutional framework which can enable the achievement of basic rights and fair access to benefits resulting from the resources available in the country. It also helps to ensure stability, clarity, predictability and transparency in the country. Enacting or adopting appropriate substantive bodies of law or regulation designed to stimulate a certain development perspective may not be the major challenge in Mozambique. However, enhancing the quality of institutions charged with the responsibility for enacting laws and regulations as well as institutions charged with the subsequent administration and/or enforcement of those laws or regulations may represent a constraint. UNDP CP aims to tackle both elements. In this context, if formal institutions are functional, either ensuring rule of law exists as well as protecting civil and human rights, there will be predictability and security in the country what will foster investment and promote economic growth. If there is economic growth in the country, the GoM may adopt interventions to make it more inclusive. Therefore, UNDP CPD activities under this outcome are relevant (R) and aligned to national development priorities.

Theory of Change for CPD Outcome 63



**Situation/Context for Outcome CPD 63 (UNDAF Outcome 7):** Democratic institutions in Mozambique are mostly still young and the habit of democratic engagement is new. The access to information is difficult and public voice is constrained by a lack of capacity and of appropriate institutional forms. Civil society organizations (CSOs) while growing are still weak, and even though institutions for engaging and holding the government accountable exist, their capacity to engage in governance process needs to be strengthened (human and institutional) at local level. A CSO mapping conducted in Mozambique<sup>9</sup> highlighted the fact that CSOs have a limited mastery over specialized technical knowledge, have limited agility in information sharing, and also have limitations in processing and application of information made available to them.

In response to the demands of CSOs to formalise civil society participation in development processes, the Government set up the Development Observatories (DOs) – initially called Poverty Observatories - in 2003. In 2005, these were extended to a number of provinces. The Observatories are a consultative forum which monitors the implementation of the National Poverty Reduction Strategy (PARPA) and includes civil society representatives. Additionally, Mozambique acceded to the African Peer Review Mechanism (APRM) which seeks to assist participating countries to improve the quality of governance in the broad areas of administration. In Mozambique, a national forum was created for overseeing the national process self-assessment and approve the documents produced, whose composition must be diverse and representative of various interest groups, and autonomous.

The case of the DO is a clear example of the interaction between Government and CSOs in Mozambique. However, at provincial and district levels, the situation is especially difficult due to the lack of capacity and funding for CSOs.

**Focus of UNDP Intervention:** Support activities aiming at strengthening CSO ability to shape and monitoring country development agenda as well as support national existing consultative fora at central, provincial and district level.

**Relevance of Outcome CPD 63:** Poverty reduction is not simply an issue of increasing the growth rate or more aid to development. It is important to ensure mechanisms to hold governments accountable. A development agenda requires being able to encapsulate the necessary monitoring and accountability mechanisms so that people can claim their rights and access effective remedies when responsibilities are not met.

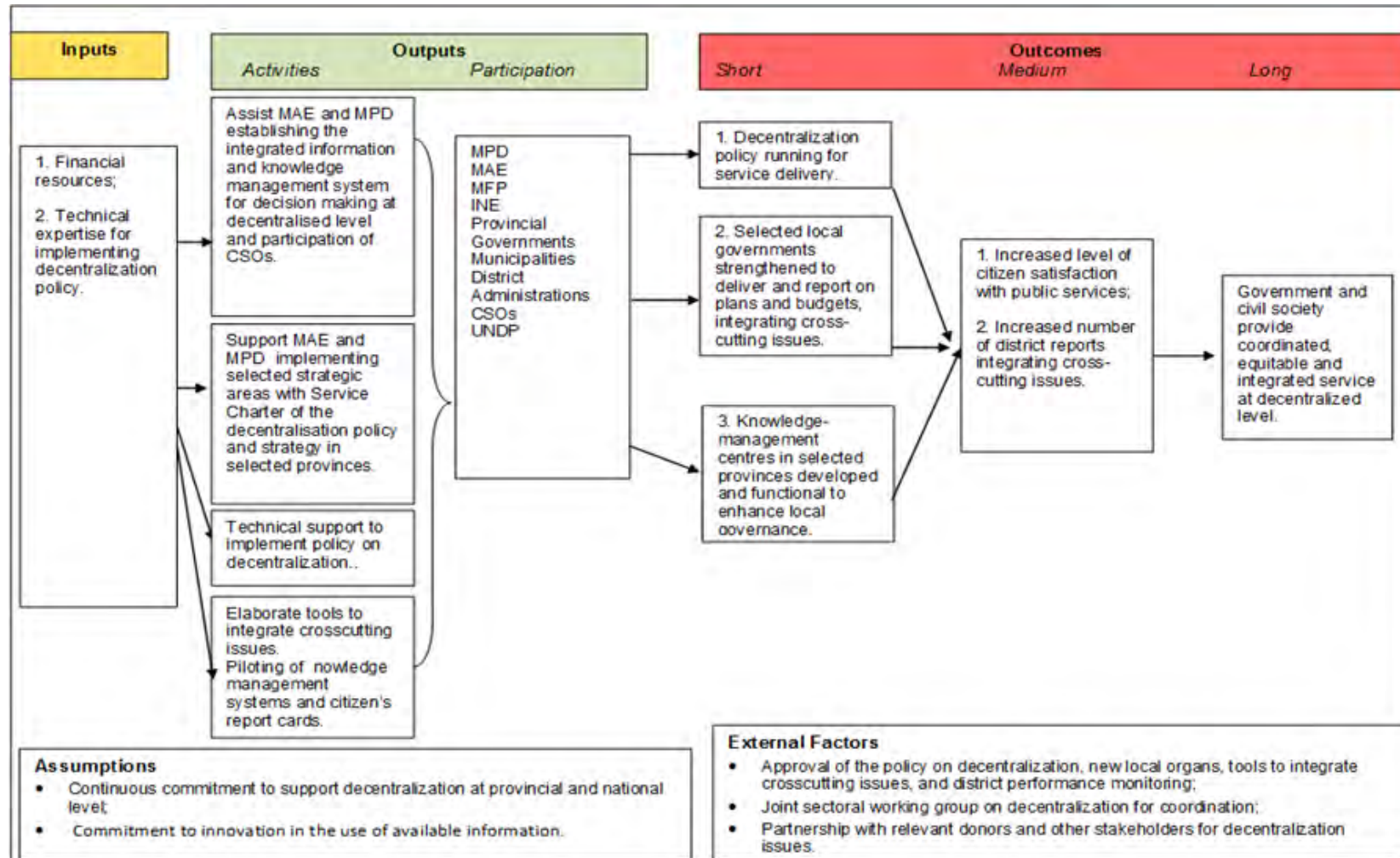
Ensuring that participation of effective CSOs creates an opportunity for stimulating regular people's ownership of the development process, enabling marginalized groups to influence governments' policy decisions and resource allocations. This scenario requires strengthening CSOs ability to influence agenda setting, policy formulation and implementation as well as having an active role in the monitoring and evaluation process. On the other hand, supporting DOs, district consultative councils and African Peer Review national forum constitutes a way to ensure that these continue functional and offer an opportunity integrate inputs from CSOs.

If all these elements happen, then there will be a more participatory development which may contribute to better achieve a self-reliant and sustainable development and social justice. In fact, there may be more Mozambicans participating in shaping and monitoring the national development agenda. Therefore, the interventions under this outcome are relevant (R).

---

<sup>9</sup> Topsøe-Jensen, B. and et al. (2015) Mapping Study of Civil Society Organizations in Mozambique. Available at: [https://eeas.europa.eu/sites/eeas/files/20151020\\_mappingstudy\\_onlineversion.pdf](https://eeas.europa.eu/sites/eeas/files/20151020_mappingstudy_onlineversion.pdf) (Accessed: 20 January 2016).

Theory of Change for CPD Outcome 64



**Situation/Context for Outcome CPD 64 (UNDAF Outcome 8):** Since the mid-1990s, UNDP has been supporting the Government of Mozambique to build capacity for decentralized planning and local economic development. In 1998 UNDP in collaboration with the United Nations Capital Development Fund (UNCDF) launched a project on decentralization and local economic development in Nampula Province.

UNDP's interventions have significantly contributed to the strengthening of the capacities of state and non-state institutions to engage in decentralization and local economic development processes in Mozambique. UNDP has been instrumental in the development of Mozambique's national policy, legislation and programme on decentralization<sup>10</sup>.

**Focus of UNDP Intervention:** Following more than 10 years of support to decentralization, UNDP moved to the next stage by focusing on the operationalization of the decentralization policy and strategy. This encompasses the provision of technical support to the decentralization policy, elaborate tools to integrate cross-cutting issues as well as piloting of knowledge management systems and citizen's report cards. It is important to remark that implementing this policy also requires strengthening selected local governments to deliver, and report on plans and budgets as well as integrating cross-cutting issues.

**Relevance of Outcome CPD 64:** The majority of the literature on decentralization tends to see this process as an important avenue for efficiency gains by enabling a direct link between local provision of services and local preferences. It is then expected that decentralization helps to promote economic growth. There is, however, little empirical evidence to substantiate this claim.

In the context of UNDP CP, it is expected that having a decentralization policy running properly will contribute to better service delivery while at the same time linking the quality of services to the taxes collected at local level. Local authorities can be an essential element in the process of poverty reduction as they manage those investments designed to enable the poorest population sectors to access basic services (health and education in particular), because they know the local context and are able to attract the support of the people. Moreover, they play a major management of investments, thereby guaranteeing them a longer lifespan.

It is important to stress that the decentralization policy on its own is not sufficient to bring about the desired outcome. Institutional strengthening is fundamental to stimulate equitable and integrated service delivery at decentralized level and UNDP is contributing to the development of institutional capacities through the provision of technical assistance at provincial level.

All UNDP activities designed and implemented under this outcome are in line with government priorities and development objectives and should therefore be rated as relevant (R).

---

<sup>10</sup> Mugabe, J. (2012). UNDPs Decentralization and Local Development Programme in Mozambique – Evaluation Report. Maputo, Mozambique. [E-reader version].



## **3.2 Effectiveness and M&E**

This section aims to explore the progress within the six UNDP CPD outcomes, looking at the contribution of the results at output level. This analysis relies fundamentally on the review of ROAR reports, programme documentation, the UNDAF SR MTR, and interviews with UNDP personnel and implementing partners (IPs) including the government and civil society.

In general, UNDP CP was well aligned to Mozambique development priorities, however in a context where there are several actors working towards the same common goal it is difficult to measure the results that can be attributed to the UNDP CP. This is a common problem in evaluation process as due to the following factors: (i) several actors cooperate in the projects and programmes, and (ii) other exogenous factors may determine certain development results. In this context, rather than seeking attribution, the analysis focuses on identifying a “plausible association” between those developmental changes and UNDP interventions. The key idea is whether “a reasonable person, knowing what has occurred in the programme and that the intended outcomes actually occurred, agrees that the programme contributed to those outcomes?”<sup>11</sup>

The review of effectiveness is divided into sub-sections according to UNDP CPD outcomes. Each sub-section provides an analysis of effectiveness per outcome and its corresponding findings. This sort of assessment requires a reference to the theory of change which was set in the previous section.

### **3.2.1 CPD outcome 59: Vulnerable groups demand and ensure production and productivity for increased food security**

Under outcome 59 (UNDAF outcome 1) the UNDP intervention was to assist the Government of Mozambique in developing the Right for Food and Nutrition Law. In parallel, the UNDP rightly thought of building capacity within the law making institution, the parliament, and in academia, to deal with related legal issues in future through training, study tours and participation in conferences. The design of the law would take into account a consultation process with the civil society all over the country as a way of creating awareness of the population on their rights.

With the Right to Food and Nutrition Law it was expected that the country would have in place a legal framework that would lead to a change in behaviour of economic actors towards addressing the food security and nutrition essential needs of the population in general, and vulnerable groups in particular.

While the capacity building to deal with legal issues related to right to food security and nutrition was achieved, the development of the law has experienced very little progress. This program output was not achieved and can only be completed in the next cycle.

---

<sup>11</sup> Hendricks, Michael (1996). Performance Monitoring: How to Measure Effectively the Results of Our Efforts. Presented at the American Evaluation Association Annual Conference, Atlanta. November 6.

*Table 1: Performance of Outcome 59 from 2012 to 2015*

Outcome Indicators	Baseline	Target 2015	Achievement 2015	Comments
% of population with chronic food and nutrition insecurity	35%	25%	24%	The data refers to households in situation of chronic food insecurity. No data is available on the population as a whole. Source: Relatório do Estudo de Base de Segurança Alimentar e Nutricional em Moçambique - November 2014 - SETSAN - Ministry of Agriculture
% of rural women and men assisted by public extension services including subcontracted services.	44%	52%	49.8%	No data available on the rural women/men assisted by public extension services as such. The only data available refers to the number of rural producers assisted in production techniques by the State in 2015. Total number: 622579 (men: 312476 / women: 310103). Source: Balanço do Plano Económico e Social (PES) of 2015. February 2016. Ministry of Economy and Finance.
Production of cereals	Production of cereals	3,5 million tons	2.51 million of tons	These data includes both 1 <sup>st</sup> and 2 <sup>nd</sup> semesters of 2015. Source: Balanço do Plano Económico e Social (PES) - 1st semester of 2016.
Fish catches by domestic artisanal fishermen	125,000 tons	151,250 tons	259,373	The data refers to the year 2015. Source: Balanço do Plano Económico e Social (PES) of 2015. February 2016. Ministry of Economy and Finance.

Source: MOZ 2012 - 2015 Mozambique CPD Outcomes M&E Framework ROAR 2015, Balanço do PES 2015

However, an analysis of the the selected outcome indicators suggests an improved outcome without the program output being achieved. This does not necessarily mean the lack of a correlation or causal link between the activity and the outcome. In this particular case, the selected indicators are high level and are influenced by various other factors. In this specific case, the activity had neutral effect on the outcome but other factors have had a positive influence which led to the outcome change.

Furthermore, in the selection of indicators there must be some care in linking the interventions and the outcomes as some activities may have lengthy external lags in which case the impact of the intervention can only be felt after significant time have elapsed. This is the case of enacting a law in which situation a change in behaviour takes time and the impact is felt after the economic actors have changed their decisions in the direction of the new incentives. Thus, if the law had been enacted there would have been an erroneous tendency of relating the current outcome change to a new legal framework conducive to improved food and nutrition security.

Given that the key program output was not achieved though there was some progress in capacity building, the evaluator's rating for this outcome in terms of effectiveness is: unsatisfactory (U). From M&E perspective the indicators chosen are moderately satisfactory (MS) as they are related to the outcome but it is not clear how they are linked to UNDP programme implementation

**Reflection on potential impacts:** As the theory of change outlines, the impact of the activity is to be felt over time, in short, medium and long term horizons. In the short term, it is the development of the legislation; in the medium term it is the strengthening of the institutions and legal framework for inclusive growth centred in rural economy and, in the long term, it is the increased production and productivity by the vulnerable groups particularly women in the primary sector. None of these outcomes are observed as a consequence of the activities so far implemented. Thus the impact of the implemented activities is negligible (N).



### 3.2.2 CPD outcome 60: Vulnerable groups access opportunities for improved income and livelihoods

Outcome 60 (UNDAF outcome 2) is concerned with the unleashing of new opportunities for improved income and livelihoods with special focus on decent employment for vulnerable groups particularly women and youth. To this end, the UNDP intervention consisted of developing market linkages for small producers with special focus on women in the context of inclusive markets strategy, organizing financial fairs to facilitate access to financial services by rural households within the financial inclusive model. The UNDP has also planned the design of national strategy as well as selected provincial and district strategies for rural finances, a study and design of micro-finance innovative products and services for rural households in collaboration with UNCDF. UNDP interventions have contributed in selected provinces and districts (Nampula, Gaza and Cabo Delgado) to small producers (especially women) to access formal markets by developing business linkages with big-projects and other domestic players and, thus creating opportunities to improved incomes and livelihoods. Also, by strengthening the capacity of District Business Centres (DBC) through the provision of technical capacity to assist MSMEs in the development of their businesses UNDP has also contributed to the improvement of business skills which will impact on improved income generation for rural MSMEs and women in particular. UNDP have also contributed to financial inclusion through the organization of financial fairs which resulted in more people adhering to formal financial services. These activities, if replicated all over the country are expected to give a huge contribution in business skills, access to finance and sustainable poverty reduction.

Table 2: Performance of Outcome 60 from 2012 to 2015

Outcome Indicators	Baseline	Target 2015	Achievement 2015	Comments
% of durable goods owned by women (women headed households) as compared with men	31% women 69% men	PARP targets to be used	Cell phone (26% women, 74% men)  Radio (17% women 83% men)	This indicator is aggregated while information provided in IOF is divided by type of durable goods without disaggregation by gender. An example on 2 durable goods is provided., Source: Mulheres e Homens em Moçambique 2015 <sup>12</sup> .
Number of knowledge transfer centres	0	3 incubators and 3 knowledge centres	2	2 Knowledge Centres established (Namaita and Namialo). 10 district Business Services Centres established (3 in Gaza province, 4 in Nampula province and 3 in Cabo Delgado province). Source: Inclusive Markets and Finance project report. UNDP/Ministry of State Administration.
Number of youth and women with access to employment after professional training	101,726	100,000 per year	0	No data on people with access to employment after professional training is available. However, the Government reported that 129,043 people received professional training in 2015 (women: 41,160/ men: 87,883). Source: Balanço do Plano Económico e Social (PES) of 2015. February 2016. Ministry of Economy and Finance.
Number of Mediation and Arbitration Centres at the national level for labour conflicts operationalized	0	10 (1 per province)	11	11 Mediation Centres operationalized. The mediation centres were able to work on thousands of cases with good ration of cases solved at mediation level without going to the court. The arbitration mechanisms are not in place. Source: ILO
Number of rural population with access to micro-finance services	200,000	310,000	400,000	Estimation of people accessing MF services (Clients control systems still not in place). Source: Ministry of State and Administration. In addition, the Government reported that 9124 new clients had access to formal and informal finance systems in the first semester of 2015.

Source: MOZ 2012 - 2015 Mozambique CPD Outcomes M&E Framework ROAR 2015, Balanço do PES 2015, Homens e Mulheres 2015

<sup>12</sup> Instituto Nacional de Estatística (2016) Mulheres e Homens. Maputo.

The financial sector development strategy which encompasses rural micro-finance strategy has been developed with the assistance of the World Bank and a contribution of UNDP and other stakeholders. Also, a study on micro-insurances products and services has been implemented with the identification of two products to be implemented. The UNCDF has suspended its operations in Mozambique which has caused limited assistance to micro-finance institutions.

At the planning stage it was thought that the rural micro-finance strategy would encourage the emergence of more micro-finance institutions across districts. Data reported indicate that the target set was met and surpassed.

With respect to the indicator on women managed MSMEs involved in the inclusive market model<sup>13</sup>, the performance depends on the population of women owned MSMEs and on the potential market linkages possible in each district. The results achieved are credited to a single market broker recruited by UNDP as technical assistance provided to DNDR-MITADER based in Maputo who identified the cases and worked to link the small producers with the big projects and other markets players. The target set suggests that each selected district through the District Business Centres (DBC's) and the Agência de Desenvolvimento Local (ADLs) would be able to implement the market linkages with special focus on women owned MSMEs. The nature of work and the skills required to develop linkages are not yet mastered by the said local institutions in which case the target set will not be met as such.

The third indicator which refers to small producers involved the inclusive market model, also without the baseline it is difficult assess how far the achievement compares with the target. Again, the reference of the target in terms of selected districts assumed that such work would be carried out by the DBCs and ADLs which was not the case as already mentioned.

With respect to outcome indicators, of the five selected indicators only two have a close association with the intervention carried out, namely the percentage of durable goods owned by women headed households as compared to men and number of population with access to micro-finance services. The first was not possible to assess as the related data is dependent on households budget survey with latest data still being processed. The second indicator shows a change in the right direction as the rural population with access to micro-finance services have substantially increased.

However, it is not clear the association between the implemented intervention under outcome 2 and number of youth and women who get employment after professional training and, the number of Arbitration and Mediation Centres operationalized at national and provincial levels for labour conflicts. The design of outcome indicators is meant to measure a change in outcome as a consequence of a specific intervention which contributed to that change solely or with other contributing factors. In this context, professional training for women and youth although contributes for the trainees to access employment, it is not part of the intervention. The same conclusion applies for the labour conflicts resolution.

Furthermore, many training institutions both private and public do not have the tracking systems that would allow to assess how many are actually getting jobs after training.

With respect to the second outcome indicator, the number of knowledge transfer centres, the two existing knowledge transfer centres are under the control of the State Administration and Civil Service Ministry and currently are focused on servicing the needs of public administration. It is not clear they have the mandate and capacity to service the needs of the private sector in which case together with the incubators would contribute to the realisation of this outcome.

Most of the achievements under this outcome are relevant and contribute to improvement of income and livelihoods of the vulnerable groups. Thus, the evaluator's rating is: highly satisfactory (HS). In regards to the M&E component for this outcome, the rating is moderately satisfactory (MS).

**Reflection on potential impacts:** The long run desired impact of the activities under this outcome is the access to new opportunities for improved incomes and livelihoods with special focus on decent employment.

---

<sup>13</sup> This indicator existed in the initial UNDP results framework but was dropped in later versions.

As already mentioned the development of business linkages have already provided decent employment opportunities to women and youth in a few districts which suggests that the scaling-up of such activities can bring about a significant impact in the whole economy. In the short run, the expected development and implementation of the rural micro-finance strategy, the involvement of provincial departments of rural development and local economic agencies in the removal of trade barriers for MSMEs in selected districts and the access to markets by small producers all of which have been met. However, the medium term impact, although there are some positive signs with respect to more women and youth involvement with the inclusive market model, is difficult to assess without related data.

### 3.2.3 CPD outcome 61: Sustainable and effective management of natural resources and disaster risk reduction

UNDP supported the implementation of 10 projects within the current CPD under Outcome 61. 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.

*Table 3: Performance of Outcome 61 from 2012 to 2015*

Outcome Indicators	Baseline	Target 2015	Achievement 2015	Comments
Number of vulnerable communities with capacities to adapt climate change	5 communities (in Guijá and Chicualacuala)	200 communities	148	Additional 98 communities successfully targeted under the framework of the SUNRED /ACAFA (Africa Climate Adaptation and Food Security) project implementation. Source: SUNRED (Sustainable Use of Natural Resources and Equitable Development)/ ACAFA (Africa Climate Adaptation and Food Security), UNDP and MITADER (Ministry of Land, Environment and Rural Development).
Number of districts classified as mine-free and available for use	105 districts	128 districts	128	Target met. Mozambique was officially declared mine free in September 2015.
% of sectors with specific responses to the needs of women, girls, men, and boys in the contingency plan	25%	80%	30%	3 sectors out of the 10 represented in the contingency plan have specific responses to the needs of women, girls, men and boys. Source: Contingency Plan for the rainy and cyclone season 2014-2015. Ministry of State Administration.

Source: MOZ 2012 - 2015 Mozambique CPD Outcomes M&E Framework ROAR 2015

In terms of achievements, the following can be highlighted:

- **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. 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.

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.

As per the information presented above, overall, the objectives for the period were achieved as significant work was done under 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.

Based on the indicators for this outcome, the effectiveness is rated as Satisfactory (S). In regards to M&E, the rating is Satisfactory (S) as the indicators reflect an alignment to UNDP programme implementation, are measurable and allow to show UNDP contribution to developmental changes.

**Reflection on potential impacts:** 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 Local Risk Management Committees have benefitted from training on DRR and CC and are assessed by the GoM as more involved in disaster management<sup>12</sup>.

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. Therefore, the evaluator's rating for this criteria is significant (S).

### **3.2.4 CPD Outcome 62: Strengthened democratic systems and processes for equity, rule of law and human rights**

This outcome is closely aligned to PARP objective of ensuring good governance and encompasses: (i) improvement of the access and quality of public service delivery to citizens at all levels, (ii) fight against corruption in public institutions, (iii) consolidate democratic rule of law, and (iv) improve coordination of HIV&AIDS and gender equity response.

Along the current cycle, UNDP activities under this outcome were focused on the following elements: (i) improved access to justice, (ii) approval of the new Penal Code by Parliament, (iii) increase the participation to the electoral processes eased and electoral management bodies' capacities strengthened, (iv) Human Rights and (v) HIV-AIDS.

In regards to improved access to justice, it is worth to mention that this area experienced a progress with alternative measures to imprisonment being introduced as well as with inauguration of the Human Rights Commission which comes to establish the basic conditions for the respect for human rights in Mozambique. Moreover, UNDP technical and financial support to the Justice sector contributed to an increased access to justice thanks to the finalization and operationalization of 5 Houses of Justice (HoJ). This fact contributed to increase the number of people assisted through women and children victims of violence help desk.

Additionally, the approval of the new Penal Code by Parliament represents a positive achievement since it replaced an obsolete law of 1895. UNDP supported the drafting of the Action Plan for the implementation of the Anticorruption Package of Laws.

In terms of participation to the electoral processes eased and electoral management bodies capacities strengthened, UNDP supported an approach which emphasized the whole cycle rather than specific elections events. Through this support, specific focus is given to electoral civic education at decentralized level. In addition, UNDP strengthened electoral management bodies (EMB) capacities by training EMB members in the crucial pre-electoral period following the late approval of the new electoral law contributing to the orderly conduct of the elections. Strategic partnerships between the EMBs and selected CSOs were forged to work on electoral civic education initiatives at decentralized level. The combination of these approaches contributed for having 86% of the districts covered by civic education.

*Table 4: Performance of Outcome 62 from 2012 to 2015*

Outcome Indicators	Baseline	Target 2015	Achievement 2015	Comments
Number of people assisted through women and children victims of violence help desk	19965	30,000	16040	The data refers to the first 9 months of 2015. Final 2015 data are not available. It is worth to mention that achievement in 2014 was 24380. Source: Ministry of Interior reports provided by UNICEF.
% of districts covered by institutionalized permanent system of electoral civic education	4%	23%	0%	86% of the districts covered by electoral civic education (ECE). However, institutionalized permanent system of ECE is pending approval by the Government.

% of national budget allocated to provinces and districts	24% for provinces; 5,2% for districts	29% for provinces; 6% for districts	Provinces: 20,2% / Districts: 13,3%	Source State Budget 2015. Ministry of Economy and Finance. Comments: The online system does not allow to include information for both Provinces and Districts as required by the Indicator
Number of international and national Human Rights instruments which are ratified.	8	12	12	Although no new HR instrument ratified in 2015, the target had been achieved in 2014
Number of government statistical surveys with disaggregated data by sex, age and with national, provincial and district coverage, publicly available with a demonstrated impact on PESODs.	1	6	0	Indicator not measurable

Source: MOZ 2012 - 2015 Mozambique CPD Outcomes M&E Framework ROAR 2015, State Budget 2015. Ministry of Economy and Finance

Regarding the human rights component, the 2<sup>nd</sup> Cycle Universal Periodic Review (UPR) Country Report was produced and submitted in December 2015 to the Human Rights Council. UNDP support to the implementation of the Universal Periodic Review recommendations resulted in the ratification of the OPCAT in July 2014. Along the current cycle 12 HR instrument were ratified. Finally, UNDP coordinated UN Agencies (UNAIDS, ILO, UNWomen) technical assistance in the formulation of the National Strategic Plan to Fight against HIV/AIDS which was approved by the Council of Ministers in October 2015.

A thorough analysis of the proposed outcome indicators shows that two out of five proposed indicators in the results framework do not have a clear link with the evaluator’s interpretation of the theory of change. More specifically, it is not clear how the number of surveys carried out as well as the percentage of national budget allocated to provinces and districts can influence the strengthening of democratic institutions in the country. Lastly, it was not possible to measure the number of surveys carried out.

Regarding the number of international human rights instruments ratified, it does not capture any developmental change from practical standpoint. In these scenarios, it is more relevant to measure elements related to operationalization of those instruments ratified.

Although, a significant proportion of districts were covered by electoral civic education, it is important to remark that there was not an institutionalized system of electoral civic education. This is probably one of those indicators for which it is difficult to hold UNDP accountable at the output level as the approach is pending on Government approval. For this case, the suggestion would be include an indicator in the results framework which has a direct link to UNDP CP.

Therefore, some of the indicators presented in the results framework for this outcome seem unfocused and difficult to link with UNDP CP what limits the ability to hold UNDP accountable at output level. From M&E perspective the evaluators suggest a rating of moderately satisfactory (MS) for this outcome.

Despite this weakness in the choice of indicators to monitor the progress of this outcome, most of the achievements aforementioned in this sub-section are closely aligned to the end goal for this outcome and experienced a remarkable performance what justifies a satisfactory (S) rating from effectiveness perspective.

**Reflection on potential impacts:** If formal institutions are functional, either ensuring rule of law exists as well as protecting civil and human rights, there will be pre-conditions in Mozambique to foster investment and promote economic growth. If there is economic growth in the country, the GoM may adopt interventions to make it more inclusive. The majority of short-term and mid-term outcomes indicated in the theory of change have been achieved as described in this sub-section. This fact, gives an indication that desired impact may be significant (S).

### 3.2.5 CPD Outcome 63: People participate in shaping and monitoring national development agenda

CPD Outcome 63 is focused on improving government consultative mechanisms, empowerment of community members to demand for improved accountability and effective service delivery and increasing capacities of civil society to monitor local development. These objectives are aligned to national priorities such as improvement of the access and quality of public service delivery to citizens at all levels, consolidation of democratic rule of law, decentralization and local governance.

The government consultative mechanisms improved consistently and UNDP contributed to the establishment of Local Consultative Councils (LCC) in all districts of the country. UNDP technical assistance provided to selected provinces contributed to the increase from 8 to 37 in the number of LCCs that are functioning according to the government established guidelines (ROAR 2015). Moreover, UNDP continues to support the Development Observatories (DO) nationally with the objective of enhancing transparency and accountability of the public institutions. In 2015, sixteen DOs sessions were successfully held.

Table 5: Performance of Outcome 63 from 2012 to 2015

Outcome Indicators	Baseline	Target 2015	Achievement 2015	Comments
Number of local councils functioning according to the established standards	7 districts	50 districts	43	Source: Ministry of Economy and Finance
Number of Development Observatories in which civil society has a common position	1	11	16	Source: Strengthening Civil Society Participation in Policy project report. UNDP/Ministry of Economy and Finance.
% of drafted new or revision of existing laws in which civil society has demonstrably participated.	To be established	To be established	Indicator not measurable.	Indicator not measurable.
The fight against corruption strengthened through the justice sector (Number of processes)	Proceedings instituted 623; charged 178; abstained/achieved 102; tried 43.	PARP targets to be used	1,023 cases	1,023 cases (provisional data) went through legal proceedings, of which 405 cases were prosecuted and 618 are still ongoing processes. Source: Balanço do Plano Económico e Social (PES) of 2015. February 2016. Ministry of Economy and Finance.
% of women MPs, Ministers, Deputy Ministers, Governors, Ministerial and Provincial PSs, District Administrators, Heads of Administrative Posts, District PSs, Heads of Localities, and Provincial Directors	Parliament 39.2%; Ministers 28.5%; Deputy Ministers 19%; Governors 27.2%; Ministerial PS 24%; Provincial PS 45.5%; District Administrators 20.3%; Heads of Administrative Posts 11%; Provincial directors 20.7%	50%	Ministers: 22.7%; Deputy Ministers: 44%; Governors: 36%; Ministerial PS: 30%; Provincial PS: 45.4%; District Administrators: 26.5%; Heads of Administrative Posts: 17%; Provincial Directors: 17.5%. Source Ministry of Gender, Children and Social Action.	Source: Ministry of Gender, Children and Social Action

Source: MOZ 2012 - 2015 Mozambique CPD Outcomes M&E Framework ROAR 2015, Balanço do PES 2015

Additionally, UNDP has been supporting the empowerment of community members to demand for improved accountability and effective service delivery through “community scorecards” what influenced improvements in local service delivery (mainly education and health services) in selected Districts.

In terms of increasing capacities of civil society to monitor local development, UNDP contributed through supporting the implementation of the African Peer Review Mechanism (APRM). On the other hand, 39 out



of the 45 districts (baseline in 2012 was 4) targeted by UNDP intervention conducted participatory monitoring of their respective District Social and Economic Plans (PESOD) through the use of innovative community scorecards (Cartão de Pontuação Comunitário CPC). The CPC is a participatory monitoring and evaluation tool that allows citizens to assess the quality of public services in health centres, schools, and others. It is used to inform citizens about their rights, the services available and to solicit their views on the accessibility and quality. By providing an opportunity for direct dialogue between service and community providers, its implementation gives an opportunity to the public to express their opinion in relation to the services provided as well as participate in the process of change in public services, becoming active subject in this process. This exercise is an opportunity for direct dialogue between service providers and the beneficiary community services in which gaps in service provision are jointly identified and contribution to improvements are made. This approach allows not only empowerment of citizens but also improves communication between service providers and communities served.

It is important to remark the improvement of the quality of the civil society participation in the development agenda is also evidenced by the number of Development Observatories (DOs) where civil society presented a common position which increased from 14 in 2014 to 16 in 2015.

The approach used by UNDP consisted to provide technical assistance to both District Governments and LCCs through the deployment of the provincial advisors. The focus was also improvement in the quality of such participation through several capacity building and knowledge sharing initiatives on the role of the LCCs and on advocacy methods.

The results framework for this outcome includes five indicators as illustrated in the table above. Regarding the indicators on the number of LCCs and DOs, the link to the theory of change and its relevance are clear as both fora contribute for strengthening and improving the quality of participation of civil society in shaping and monitoring the national development agenda. However, the indicator on the percentage of drafted new or revision of existing laws in which CSO participated is unfocused. Although CSO participation is critical in the country development agenda, the quality of participation and their ability to influence the law making process seem more important. On the other hand, this indicator was not measured during the whole cycle. The technical teams working on this programmatic area could have proposed a replacement of this indicator in order to measure other dimensions of programme.

The indicator on fight against corruption is subject to double interpretation, i.e., a large number of reported cases through justice may illustrate that citizen's trust in the justice sector. However, fewer reported cases may mean, in one hand, that the country managed to reduce the corruption cases. On the other hand, it may reflect the difficulties that regular citizens face to report corruption cases. In this scenario, this is neither specific nor correctly measured.

Lastly, , the indicator aimed to capture the percentage of women assuming leadership position in the government is not correlated with UNDP CP as it is mainly influenced by other factors out of UNDP control. From M&E perspective, the quality of indicators and results framework for this outcome, it is moderately satisfactory (MS) while in terms of effectiveness the performance under this outcome was satisfactory (S).

**Reflection on potential impacts:** Ensuring effective participation of CSOs creates an opportunity for stimulating ordinary people's ownership of the development process. This implies that CSO are able to influence agenda setting, policy formulation and implementation as well as having an active role in the monitoring and evaluation process. UNDP support to DOs, district consultative councils and African Peer Review national forum constitutes a way to ensure that these continue functional and offer an opportunity integrate inputs from CSOs. Data reported in "Balanço do PES" for 2015, indicate that the number of functional LCCs and operational DOs has been increasing substantially. Based on the results aforementioned in this sub-section, the expected impact of UNDP intervention for this outcome is significant (S).



### 3.2.6 CPD Outcome 64: Coordinated, equitable and integrated service delivery at decentralized level

To meet CPD Outcome 64 (UNDAF outcome 8), UNDP has committed to assist the government of Mozambique in the operationalization of the Decentralisation Policy and Strategy by strengthening the capacity of local governments to deliver, monitor and report on annual plans and budgets integrating cross-cutting issues, developing knowledge management systems for local governance and ensuring the participation of the civil society in these processes.

The first output indicator of UNDP intervention is supposed to measure the level of decentralization policy implementation but the target number is not clear to what it refers to and from the information gathered no information made a concrete reference to this indicator. The second indicator (selected communities with risk reduction projects) seems not directly associated with activities carried out under this outcome. It seems appropriate to assess activities implemented under outcome 3. Thus, only the third indicator (number of knowledge centres operational) is appropriate to measure the output of some activities implemented under this outcome.

Table 6: Performance of Outcome 64 from 2012 to 2015

Outcome Indicators	Baseline	Target 2015	Achievement 2015	Comments
Increased satisfaction level of the use of public services (access to service rate and overall quality)	81% and 60%	90% and 75%	No new data available as no survey was conducted.	Priority was given to a survey on civil servants perception on civil service.
Number of districts with PES reports integrating cross-cutting issues	0	70%	83%	Despite the indicator was formulated in terms of "number of", the target was set in terms of percentage. The 2015 actual is therefore reported in terms of percentage. In 2015, 41 out of the 49 districts targeted by UNDP intervention have prepared PES reports integrating cross-cutting issues. Source: Ministry of Economy and Finance.
Number of cases serviced by IPAJ	39,000	77,000	167,016	Data referring to 2015 which is not disaggregated by gender. Source: Balanço do Plano Economico e Social (PES) of 2015. February 2016. Ministry of Economy and Finance.

Source: MOZ 2012 - 2015 Mozambique CPD Outcomes M&E Framework ROAR 2015, Balanço do PES 2015

The available reports do present an alternative indicator to measure progress on the Decentralization Strategy and Policy Implementation. This indicator is the percentage (70%) of the targeted districts (49) able to integrate cross-cutting issues in their plans, budget and reports; to our understanding, wrongly classified as an outcome indicator. This indicator is a direct result of the effort to empower local institutions with technical skills and resources to exercise decentralized management of public services, in which case it is an output of the effort that government and UNDP are making through the intervention.

Looking at these two indicators there seems to be a significant progress on the implementation of the Decentralization Strategy and Policy as, in 2015, the Ministry of Economy and Finance has indicated that 83% of the targeted districts were able to integrate cross cutting issues in their plans surpassing the target and, two knowledge management centres for local governance are already operational. With respect to the knowledge management centres, there are, however, some inefficiencies<sup>14</sup> resulting from the lack of coordination between the former ministries of State Administration and Civil Service that now are more likely to be addressed once the two entities have merged into one in the new government.

<sup>14</sup> It was supposed to have three centers one at each region and currently there are two centres in the same region. Initially they were under different institutions (MAE and MFP) performing almost the same sort of activities what represents an efficiency.

The UNDP's ultimate aim on continued support to decentralization is to increase the level and the quality of integrated service delivery. The selected outcome indicators should be able to provide insights on whether the programed interventions are generating the desired outcome. Again, policies and strategies acting on large number of agents, in principle no immediate consequence should be expected in the short run, the indicators shall provide a sense of the direction of change in a context of multitude of variables operating.

The selected outcome indicators include an assessment of the public satisfaction level of the use of public services in two dimensions, access and quality, number of Districts with PES integrating cross cutting issues and the number of cases serviced by IPAJ. Two of these outcome indicators are not appropriate to make the required assessment namely the number of district with PES integrating cross-cutting issues and the number of cases serviced by IPAJ, The former, has already been discussed as output indicator and the latter seems to have been wrongly drawn from outcome 6. It however reflects access to justice at decentralized level which is in line with the general objective of outcome 8 of improving service delivery and its quality at decentralized level but it is not a direct consequence of the activities implemented under the programed interventions for outcome 8.

With regard the assessment of the citizen's satisfaction on the level and quality of public services, although there was a significant progress in the implementation of decentralization strategy and policy nothing can be said in respect of public's perception on access and quality of public services as the related survey was not implemented, as per the Government decision. Instead of a survey to capture the people's opinion on public services, a priority was given to a survey on civil servants perception on civil service which may be important for civil service reform but not for the outcome under consideration.

Based on the achievements aforementioned in this sub-section, there was a substantial progress in the implementation of the activities with minor problems and the rating is therefore satisfactory (S). In terms of M&E, the proposed rating is moderately satisfactory (MS).

**Reflection on potential impacts:** With respect to impact of the activities implemented under Outcome 8, in the short run it was expected to have the decentralization policy running; to have selected local governments delivering report on plans and budget integrating cross-cutting issues and having the knowledge management centres functional to improve the quality of local government service delivery. The ultimate expected impacts are the coordinated and integrated provision of services at decentralized level by government and Civil society and the increase in the level of citizen satisfaction with public services. There is significant progress on the capacity to integrate cross-cutting issues in the plans and budget at decentralized level; 90% of the targeted districts are able to deliver reports accordingly. However, with regard to the level of satisfaction on access and quality of public services, without data it is not possible to assess. Also, two of the knowledge management centres are operational but their effectiveness is questionable as already mentioned. Although there is still room for improvement in this outcome, the expected impact may be significant (S).

### **3.3 Efficiency**

While budget execution analysis is important as it may unveil issues that might affect the program implementation and the fulfilment of the desired outcomes, the efficiency concept that is the main focus of the following analysis is concerned with the extent to which outcomes were achieved with the available amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.). In essence, the assessment focuses on whether there were other ways less costly of implementing the planned activities to achieve the same outcomes.

For the UNDP outcome 59 the main activities were the design of the law and the capacity building process involving the secretariat of the parliament and the academia (Law Faculty). The two activities are in principle of straight forward implementation but after four years the key activity was not completed with significant costs for the country in the form of lost benefits<sup>15</sup> from the development of the legal framework conducive for food security and nutrition. There are three reasons that justify the delay in completing the draft law namely, the change in priorities by the parliament towards developing agricultural, food and nutrition law instead of the Right to Food and Nutrition Law, the failure to comply with the procurement rules and the misunderstanding within the Parliament Secretariat on the use of allocated funds. The change in priorities is justifiable if the proposed law is more comprehensive by addressing the agricultural issues that hinder food security and nutrition. It is unfortunate that the failure to comply with procurement procedures was not settled quickly despite all the effort at the programme coordination level.

Given that the activity was not fully implemented in which case the expected output was not met, the related outcome has not been achieved and the evaluators have rated the efficiency under this outcome as unsatisfactory (U).

The UNDP outcome 60 was to be met through the development of the Rural Micro-finance Strategy, the implementation of the inclusive finance and market model and the strengthening the capacity of Districts Business Centres. It was assumed that the strengthening of DBCs, would take over the implementation of inclusive finance and market strategies in their geographical areas and provide assistance to local entrepreneurs in management of their businesses.

The development of markets linkages has been implemented by the program implementation unit which has a market broker responsible for the activity. The nature of market linkages requires an understanding of the value chain of businesses, the capacity to identify the potential for linkages and the negotiations skills to bring both parties into a supply agreement. In some cases, the suppliers may not be ready to seize the opportunities available due to their own business problems such as quality standards, pricing and many other issues that should be addressed prior to supply agreement. The broker had to work out these issues with the potential suppliers and make sure that in a given time frame these will be able enter into agreement with the buyer. However, it is doubtful that these skills are mastered or will be in the short run by the strengthened Business Districts Centres.

With respect to financial inclusion the programme was able to bring more people into the formal financial markets through the organization of financial fairs. Thus, with the limited available resources it was possible to achieve significant results.

On overall, although there are some concerns in respect to the capacity developed in the target institutions, in particular the DBCs, the activities under this outcome have been successfully implemented with limited resources and the evaluator's rating is therefore highly satisfactory (HS).

In terms of CPD outcome 61, efficiency analysis focus on 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 processes that involve amounts superior to USD30K must be conducted by UNDP). Delivery of project

---

<sup>15</sup> Had the law been timely enacted it would have led to increased percentage of the population food and nutrition secured. The observed delay has impeded that percentage of the population to enjoy food and nutrition security.

activities affected financial performance as disbursements are performed in response to the capacity of IPs to produce results. Meaning that; if for a specific period the spending is inferior to 80% of disbursed amount, for the consecutive period the disbursement amount is reduced to improve efficiency.

UNDP's technical assistance 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 is enhancement of capacity building through technical assistance. 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, as a result of not being placed at INGC offices at provincial level. Therefore, the aggregated rating for this criterion is satisfactory (S)

The CPD outcome 62 aims at strengthening democratic systems and processes for equity, rule of law and human rights. Due to the breadth and nature of this outcome, a certain degree of flexibility in the implementation is required. In terms of support to electoral management bodies, the use of an approach that values the whole cycle rather than specific elections events and placing an emphasis on electoral civic education at decentralized level was significant. The use of adequate partnerships for delivering the results, between the EMBs and selected CSOs to work on electoral civic education initiatives at decentralized level., are examples of efficiency.

Moreover, the awareness campaign conducted for the general citizens, vulnerable groups and institutions on the mandate of the National Human Rights Commission (NHRC) was a good method for increasing its visibility. The same is true in regards to supporting visibility campaigns for IPAJ what contributed to an increase in the citizens supported. Lastly, the role UNDP played in the coordination of UN Agencies (UNAIDS, ILO, UNWomen) technical assistance in the formulation of the National Strategic Plan to Fight against HIV/AIDS (approved in October 2015) is another example of efficiency under this outcome. Based on these elements the rating is highly satisfactory (HS).

For CPD outcome 63, there are tangible examples of outputs delivered which contributed to improvement of government consultative mechanisms, community member's empowerment and civil society capacities to monitor local development. Nevertheless, there are elements related to programme implementation that could have been addressed to maximize the outputs delivered. More specifically, the full operationalization of the decentralization policy and strategy was not completed because some key activities were not conducted in 2014. It had been planned a national level evaluation of citizen's satisfaction on the use of public service to take place in 2014, but was postponed by the Government due to the general elections held in October. This is an activity which could have been planned properly to avoid delays as there was already information available on the timing for the elections.

Predictability of funding is also considered one of the key elements affecting the efficiency. Implementing partners suggest avoid considering funds to be mobilized in the planning process as the probability of having these resources tend to be low.

Additionally, under the outcome 63, there are examples of outcomes not delivered on time and weaknesses in partnerships. The lack of resources and weak planning and management capacities of the APRM Secretariat, hampered the implementation of some capacity building activities that impacted the functioning of the monitoring system. Another example is the preparation of the UN Civil Society Strategy which faced severe delays because of the poor quality of the consulting services hired to carry out the assignment. The poor coordination at UN level also delayed timely reaction and corrective measures to address the quality of the consulting services. Overall, the efficiency for this outcome is rated as moderately satisfactory (MS).

The UNDP outcome 64 (UNDAF outcome 8) refers to the objective of government and civil society providing coordinated, equitable and integrated services at decentralized level and the program interventions

contemplated the creation and strengthening of knowledge management centres which are expected to provide services likely to improve governance at local level. Such services included training civil servants in general and leaders for local institutions. Two of these centres are already in place (Namaita and Namialo) but it seems that they were more oriented to the training of civil servants. It is not clear why they cannot integrate the training of local leaders. The main reason was that the centres were under the Ministry of Civil Service. Now that this Ministry have been merged with the Ministry of State Administration it should be possible to turn these centres into entities that can service both objectives in a more cost efficient manner. The Knowledge Management Centres are critical elements in the future local governance and effective decentralization and the issues encountered in the implementation of these centres has led to evaluator's rating of moderately satisfactory (MS).

Having discussed efficiency by outcome, it is worth to mention one factor which was widely mentioned by UNDP technical staff as a barrier for maximization of the programme impact. In fact, it is recognised that there are several projects in Mozambique which could be implemented as a programme per thematic area what would maximize complementarities and synergies and reduce potential duplicative activities. Therefore, there is a need to move away from project activities to programme focus, this would allow to have a holistic and focused implementation. For instance all projects related to rule of law and human rights could be clustered within the same programme instead of having them scattered into different projects. The same principle could also be applied to all projects or interventions related to decentralization.

From implementing partner's perspective, the approach of targeting provinces need to be flexible. In fact, if the outcome was already achieved in a certain province, it would be ideal to shift resources to a different province where the intervention is needed.

The next section covers the analysis on sustainability of UNDP CP interventions.

### **3.4 Sustainability**

Sustainability in aid context refers to the ability of the recipient to sustain the operations and realize the intended goals after the assistance has ceased. In this section the CPD interventions are reviewed in order to assess the likelihood of continuing the activities leading to the planned outcomes after the UNDP funding has ceased. In addition, some interventions are geographically focused due to limited resources. The idea is one of model testing with the aim of replicating the successful results across the country. Thus, it is worth evaluating sustainability in the perspective of creating the necessary conditions to replicate the successful experiences in other regions of the country. It would be of limited value if successful interventions could not be extended to other geographical areas.

In the outcome 59, the UNDP assistance consists of providing resources to develop the agricultural, food security and nutrition law and the building of capacity in the country to deal with related legal issues in future. The Parliament Secretariat and the Law Faculty of Eduardo Mondlane are now familiar with the right to food and nutrition issues after a number of training activities have been implemented with the participation of representatives of both institutions. Thus it is likely (L) that future needs in the area could be handled domestically without the need to international assistance.

With regard to outcome 60, the key activities implemented with UNDP assistance are the inclusive finance and markets model, the District Business Centres capacity strengthening. For sustainability the question is,

will the inclusive finance and markets model continue to be implemented after UNDP assistance has ceased? It was referred above that much of the positive results achieved was due to the work of the program unit placed at DNDR. The nature of linkages activities is more demanding in terms of skills and presently the capacitated DBCs without further assistance and the development of national framework for local content may not be able to do much. The DBC's available capacity may provide limited assistance to MSMEs but not effectively interact with large companies and mega-projects in search potential linkages.

With regard to the extension of capacity development to other districts in the country the government is planning to create similar capacities with its own resources in the remaining districts not covered by the UNDP intervention which is a positive development towards sustainability.

Although UNDP's assistance has created some capacity within the IPs to continue interventions after the programme is completed and the Government has indicated its willingness to replicate that capacity to other regions, a national framework is lacking. Overall the analysis shows that the level of sustainability varies within each area of intervention. Overall, the rating for this outcome in terms of sustainability is likely (L).

For outcome 61, as a result of the UNDP support for the climate change and environment component, 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 to 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 improved. Additionally, efforts were conducted to mainstream DRR and as a result DRR is increasingly acknowledged as not only INGC responsibility. These efforts increased the capacity of relevant IPs to coordinate planning activities at central and provincial levels thus contributing towards sustainability.

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.

The information presented above shows that at institutional level 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. Therefore, the rating for this criterion is moderately likely (ML).

For CPD outcome 62, UNDP has recruited a few international advisers who have been working with high level staff from Implementing Partners subject to on the job training and capacity building to ensure sustainable capacities are built within the institutions during the programme cycle, as a basis for sustainability of efforts. For instance, institutional capacity has been strengthened at all levels with members of the Technical secretariat for Electoral Management (STAE) having been trained in a number of fields including BRIDGE (Building Resources in Democracy, Governance and Elections), conflict management, leadership, procurement and budgeting.

Additionally, there is an effort from UNDP to promote strong national ownership at all levels and the involvement of stakeholders and beneficiaries. In addition, the training of trainers approach used to improve the skills of members of parliament, police, and electoral staff will continue to benefit the institutions after the end of the projects. This approach has a potential multiplier effect as those who were initially trained will be able to replicate the train among their colleagues what may ensure durability of the results.

Lastly, the intervention aimed at increasing IPAJ visibility at all levels (central, provincial and district levels) may stimulate a greater demand of these sort of services from the state. This may contribute to reinforce accountability for the duty bearers to ensure such services are delivered.

The interventions under this outcome are likely (L) sustainable.

Under outcome 63, UNDP has been financially supporting the organization of the Development Observatories nationwide and, in 2015, significant improvements in terms of sustainability were registered as, for the first time, the DO in Gaza and Nampula provinces were entirely funded by the Provincial budget. DOs to be organized in 2016 in Cabo Delgado have also been included in the Provincial budget plan. The financial sustainability specially applies for those initiatives strictly aligned to sectorial strategic plan.

UNDP support to local Civil Society Organizations has provided sound contributions to consultative councils and Provincial Development Observatories, through the creation of district platforms in Cabo Delgado and Gaza provinces. District SC platforms in Gaza and Cabo Delgado collected evidence and were involved in monitoring the quality of services in health and education using and testing a Community Score Card tool. Finally, the ownership and commitment from the Government in leading the extensive consultative processes at national and local level played a significant role in the quality of the dialogue with civil society. Interventions under this outcome are likely (L) to be sustainable.

The UNDP outcome 64 (UNDAF outcome 8) aims to ensure the availability and access quality public services at decentralized level. To this objective, the UNDP has been assisting the relevant stakeholders in the development of the capacity to design policies and a regulatory framework for effective decentralization. All activities are in nature aimed at capacity building either by training or knowledge sharing and technical assistance in a process of developing of key instruments for decentralization. In general, processes of capacity strengthening of this nature tend to be sustainable as long as the staff turnover in these institutions is limited. Thus, it is likely (L) that the current activities are sustainable.

## 4 Conclusions and Recommendations

This chapter provides a summary of the main conclusions of the evaluation, the recommendations and lessons learned that emerged from the evaluation.

### 4.1 Conclusions

The UNDAF 2012-2016 is built up on three focus areas: Economic, Social and Governance, each with a related outcome. UNDP is contributing to six of the eight UNDAF outcomes in the economic and governance areas. In terms of geographical focus, UNDP intervention is mainly in the provinces of Cabo Delgado, Nampula and Gaza for being part of the most vulnerable in the country. This can be considered one of the approaches for ensuring equity from programmatic standpoint.

Monitoring and Evaluation of the UNDP CP is based on the UNDP results matrix, which identifies indicators of achievement for each of the country programme outcomes and the related country programme outputs.

**Relevance:** The UNDP CP was formulated according to UNDAF (2012-2016) which is in turn aligned to PARP (2011-2014). Both documents are aligned to MDGs. The theory of change adopted for each outcome is appropriate to base the interventions.

**Coordination for CP implementation:** Coordination mechanisms and integration among different stakeholders is still a problem, there are good coordination bodies at macro level, but that is not enough. During the programme implementation there were critical activities not carried out due to weakness at the implementation units. It is also critical to ensure that necessary corrective measures are taken into consideration and timely implemented. For example, the lack of completion of the programme output under outcome 59 suggests insufficient intervention at coordination level to resolve the issues involved. Another example worth to mention is the preparation of the UN Civil Society Strategy (under the outcome 63) which faced severe delays because of the poor quality of the consulting services hired to carry out the assignment. The poor coordination at UN level also delayed timely reaction and corrective measures to address the quality of the consulting services.

**Monitoring and Evaluation:** There is an apparent disconnection between outcomes and their indicators what creates a challenge to assess progress at outcome level and weakens accountability. Results-based management requires the identification of critical assumptions about the programme environment and risk assessments, clearly defined accountabilities and indicators for results, and performance monitoring and reporting. With many indicators not being informed properly, the M&E framework serves mostly as only a proxy to the performance of the UNDP CP. The intervention logic is not always clear in the M&E framework. There should be a closer relationship between the theory of change, outcome indicators and outputs indicators. One weakness is the lack of data to verify certain indicators as documented. In these cases, it is preferable to only include indicators that are measurable based on the data available. Although there are these weaknesses in the M&E framework, it is important to remark that the majority of activities implemented are in line with their corresponding outcomes.



**Equity:** Geographical targeting has been used by UNDP team to focus the interventions in those areas where the citizens are the worst off. Besides this approach, outcomes 59 and 60 aim at improving the welfare of the most disadvantaged groups either through an increase in production/productivity in the primary sector or access to opportunities to improve the income. Moreover, the outcomes in governance area are focused on strengthening the rule of law, equity and participation of CSO in monitoring development agenda. Overall, CPD design and implementation took into account equity considerations.

**Effectiveness towards development outcomes:** The UNDP contribution in the country is recognisable, however it cannot be clearly quantified. In each programmatic area, there are elements worth to mention.

- **Outcome 59:** designed activity to meet the outcome is in line with government development priorities outlined in key strategies and policy documents and is therefore relevant for improved food security and nutrition. However, the principal program output was not achieved delaying the chain of effects that would generate the desired outcome. This has an economic cost in the form of forgone benefits to the country in the near future when the effects enter into operation. Although the central activity was not completed, the conditions for sustainability of the activity are already in place.
- **Outcome 60:** all activities designed and implemented are in line with the overriding government goal of poverty eradication and strategies and policies under implementation to achieve the goal. Almost all activities under this outcome have been implemented and the expected output realized with the exception of one, the implementation of two micro-insurance products for rural households for which the key UNDP partner have suspended activities in Mozambique. One programme output, the development of National Rural Financial Strategy was completed by another stakeholder suggesting insufficient coordination at the design stage which can be improved in future.
- **Outcome 61:** this outcome was relevant to the country and very much aligned with Mozambique priorities regarding DRR, Climate Change, Environment, and Demining. 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, in particular, MITADER that was reorganized with staff that were implementing activities moved to different places or with different responsibilities, and the new assigned staff with limited knowledge of the project status.
- **Outcome 62:** this outcome is closely aligned to PARP and its achievements are satisfactory under the current cycle. The main contributing factors for this rating are: (i) progress with alternative measures to imprisonment as well as with inauguration of the Human Rights Commission, (ii) the finalization and operationalization of 5 Houses of Justice (HoJ), (iii) emphasis on electoral civic education at decentralized level and strengthening of electoral management bodies and (iv) technical assistance in the formulation of the National Strategic Plan to Fight against HIV/AIDS. Overall, interventions related to this outcome contributed to establish the basic conditions for the respect for human right and increase the coverage of electoral civic education.
- **Outcome 63:** this outcome focused on improving government consultative mechanisms, empowerment of community members to demand for improved accountability and effective service delivery and increasing capacities of civil society to monitor local development. UNDP intervention contributed to the establishment of Local Consultative Councils (LCC) in all districts of the country. Moreover, UNDP supported DOs that help to enhance transparency and accountability of the public institutions. At community level CPC has been used as a participatory monitoring and evaluation tool to allow citizens to assess the quality of public services in health centres, schools, and others. Besides CPCs, UNDP contributed through supporting the implementation of the African Peer Review Mechanism (APRM). Overall, the effectiveness under this outcome is satisfactory.

- **Outcome 64:** UNDP has been working closely with the government of Mozambique more than two decades on decentralization issues as both parties understand the critical importance of effective decentralized management to meet the needs of the people and promoting socio-economic development. The UNDP assists the government in the design of key policy documents and capacity building at central and decentralized institutions in the context agreed UNDP-Government objectives. Thus the UNDP's CPD is aligned with government and is relevant. Most of the planned activities under CPD have been implemented with the exception of the surveys to assess the level of public's satisfaction on the level of access and quality of public services and the creation of knowledge management centres for improved governance at local level in central and southern regions. These activities have not been implemented partly due to coordination issues between the former ministries of State Administration and Civil Service. For instance, the Ministry of Civil Service prioritized the survey on the level of satisfaction of civil servants which in principle could have been conducted after the results of the survey people's perception on public services.

**Efficiency:** the efficiency of UNDP CP is variable according to the outcome. In general, the following elements posed challenge to efficiency:

- **delivering outputs on time:** under this category, it is worth mentioning the delay in the operationalization of the decentralization policy and strategy as well as in the development of the legal framework conducive for food security and nutrition.
- **predictability of funding:** the incomplete development of knowledge management centres (with only one out of three implemented) is a consequence of lack of resources.
- **weaknesses in planning:** this factor hampered the implementation of some capacity building activities that impacted the functioning of the monitoring system for APRM Secretariat.

Besides the challenges, there are examples in the current cycle that help to illustrate programme outputs resulted from economic use of resources and partnership modalities conducive to the delivery of outputs.

- **programme outputs resulted from economic use of resources:** in regards to financial inclusion, the programme was able bring more people into the formal financial markets through the organization of financial fairs. Thus, with the limited available resources it was possible to achieve significant results;
- **partnership modalities conducive to the delivery of outputs:** the partnerships between the EMBs and selected CSOs to work on electoral civic education initiatives at decentralized and the UNDP role in coordinating UN Agencies (UNA IDS, ILO, UNWomen) in providing technical assistance for the formulation of the National Strategic Plan to Fight against HIV/AIDS are worth to mention;
- awareness campaigns for NHRC and visibility campaigns for IPAJ.

**Sustainability:** most of the initiatives being implemented under UNDP CPD were planned and implemented aiming to be sustainable. These initiatives are all in support of country priorities and in line with key implementation strategies of the government what can contribute to its sustainability. As part of the programme implementation, UNDP has recruited a few international advisers who have been working with high level staff from Implementing Partners on the job training and capacity building to ensure sustainable capacities are built within the institutions during the programme cycle, as a basis for sustainability of efforts. In addition, the training of trainers approach used to improve the skills of members of parliament, police, and electoral staff will continue to benefit the institutions after the end of the projects. Both of these approaches have a potential multiplier effect as those who were initially trained will be able to replicate the train among their colleagues what may ensure durability of the results. Lastly, there is an effort from UNDP to promote strong national ownership at all levels and the involvement of stakeholders and beneficiaries.

## **4.2 Recommendations**

### **Recommendation 1: The coming UNDP CPD should articulate a clear theory of change for the next country program and define its role within the change process**

Articulating a theory of change for each programmatic area would allow the programme to precisely define causal links between what program implementers will do and the impacts the program will have, including the interim results (outputs and outcomes) that would help the program measure progress. A well-defined theory of change and simplified framework of results would help program managers decide what projects or components to pursue and where to invest scarce resources, and also how to assess progress and identify needed changes. It would also provide UNDP and its stakeholders with greater clarity about its direction in Mozambique.

### **Recommendation 2: UNDP should strengthen the use of effective RBM and M&E systems to monitor and manage the CP**

Results need to be attributable to UNDP to ensure accountability and show progress. This is the reason why UNDP CPD should include a robust set of measurable results and for which UNDP can be held accountable. It is also important to set clearly how results will be monitored during the implementation and the tracking system that will be used for outputs and outcomes.

### **Recommendation 3: There is a need to move away from project activities to programme focus, this would allow to have a holistic and focused implementation.**

UNDP has several projects in Mozambique which could be implemented as a programme per thematic area what would maximize complementarities and synergies and reduce potential duplicative activities.

### **Recommendation 4: Speeding up fund disbursements and planning needs to focus on available funds.**

Several implementing partners emphasized that the UNDP needs to find more innovative ways of improving and speeding up funds disbursements to enable timely implementation of the activities planned. Timely disbursement of funds will ensure effective and efficient implementation of programmes and initiatives. It is also emphasized the need to plan with IPs based on the funds already mobilized in order to avoid setting unrealistic targets.

### **Recommendation 5: Improve coordination mechanisms.**

Coordination mechanisms and integration among different stakeholders is still a problem; there are good coordination bodies at macro level, 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.

### **Recommendation 6: More attention to operation details.**

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 helps to define how operations will occur in practice to implement the programme, monitoring plans, determine the capacity needs, how the risks will be mitigated and approaches to ensure sustainability of the programme achievements.

### **Recommendation 7: Maximization of UNDP comparative advantages**

Financial resources are always scarce and never enough, on the other hand, there are many needs and requests. UNDP's main role, focus, knowhow and key advantage is not scaling up processes but pioneering, development of procedures and methodologies, and building capacity within national institutions. The new

programme should aim for quality and effectiveness and not just for quantity, and the role of UNDP in Mozambique is clearly not only budget support or project formulation and management.

**Recommendation 8: Geographical targeting as way to focus on the most disadvantaged groups**

UNDPs definition of provinces of intervention may need a revision. There is a need to be more flexible in terms of targeted provinces. In case a targeted province has already met the programme outcome, it could be possible to shift the intervention to other provinces in need.

**Recommendation 9: inclusive market and finance for employment and income opportunities for vulnerable groups and sustainable poverty reduction**

UNDP could assist Mozambique in the development a framework for private sector development to address the weaknesses of MSMEs. Alternatively UNDP could raise this need among other UN specialized agencies to identify the agency that could lead this intervention. In order to maximize the benefits of inclusive market and finance activities

**Recommendation 10: Provision of coordinated, equitable and integrated services at decentralized level**

Despite the progress made through the development of key policy documents, the complexity of the decentralized process needs flexibility to adapt the instruments to a changing context and UNDP needs to be prepared to provide the assistance the government may require for an effective decentralization.

## **A Annexes**

### **A.1 List of institutions interviewed**

#### 1. Government Institutions

- Ministry of Foreign Affairs (MEF)
- Ministry for Land, Environment and Rural Development (MITADER)
- Ministry for State Administration (MAE)
- Ministry for Economy and Finance (MEF)
- Ministry of Justice (MIJUS)
- National Directorate for Promotion of Rural Development (DNPDR)
- National Institute for Disaster Risk Management (INGC )
- National Institute for Mine Clearance (IND)
- National Meteorology Institute (INAM)

#### 2. United Nations Agencies

- UNDP

#### 3. Other Relevant Partners (NGO's, CSO's)

- Civil Society – CESC

## A.2 Evaluation Matrix

<b>EVALUATION MATRIX</b>			
<b>Criteria</b>	<b>Questions to be addressed</b>	<b>Data sources</b>	<b>Data collection methods</b>
<u>Overview questions</u>	<ul style="list-style-type: none"> <li>To what extent is the current UNDP CP designed as a results-oriented, coherent and focused framework?</li> <li>To what extent and in what way has the UNDP CP considered potential synergies of different areas of intervention? Please provide evidence.</li> <li>Does the UNDP CP respond to the challenges of national capacity development and does it promote ownership of programmes by national partners?</li> <li>What were the lessons learned from UNDP CP implementation: from overall/focus area/agency perspective? Please consider the following areas formulation, implementation, M&amp;E, coordination and partnerships.</li> </ul>	<ul style="list-style-type: none"> <li>UNDP country programme and action plans;</li> <li>UNDAF and UNDAP;</li> <li>Main GoM plans (PARP and programa quinquenal);</li> <li>Key sectorial government programmes, plans, policies and strategies;</li> <li>UNDAF annual progress reports;</li> <li>UN staff;</li> <li>Government staff;</li> <li>Research and higher education staff;</li> <li>Implementing partners such as NGOs, CSOs and CBOs staff.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of secondary data;</li> <li>Interview with government partners;</li> <li>Interview with UN development partners;</li> <li>Interview with key research and higher education institutions;</li> <li>Interview with key NGOs, CBOs and civil society partner associations;</li> <li>Interview with key international agencies and donors.</li> </ul>
<u>Relevance</u>	<ul style="list-style-type: none"> <li>Do UNDP CP outcomes reflect national priorities in your area?</li> <li>Have the UNDP CP outcomes been relevant in terms of internationally agreed goals and treaties (MDGs, etc.)?</li> <li>Which are the main factors that contributed positively to the progresses towards the UNDP CP outcomes in your focus area?</li> <li>Did UNDP CP respond to significant changes happening in the country/global context? In what ways did adaptation took place? What could have been done differently?</li> <li>Has the UNDP contributed to prioritization of the most vulnerable groups in the National Development Plans?</li> <li>How well did UNDP contributed to the achievement of MDGs in the country? What specific initiatives, projects or advice was UNDP able to offer toward fulfilling MDG aims?</li> <li>Has the UNDP successfully prioritized the needs of the most vulnerable groups (women, rural, and HIV)?</li> <li>To what extent is UNDP intervention responding to national priorities?</li> <li>To what extent is UNDP's engagement in the CPD areas of intervention a reflection of strategic considerations, including UNDP's role in the particular development</li> </ul>	<ul style="list-style-type: none"> <li>UNDP country programme and action plans;</li> <li>UNDAF and UNDAP;</li> <li>Main GoM plans (PARP and programa quinquenal);</li> <li>Key sectorial government programmes, plans, policies and strategies;</li> <li>UNDAF annual progress reports;</li> <li>UN staff;</li> <li>Government staff;</li> <li>Research and higher education staff;</li> <li>Implementing partners such as NGOs, CSOs and CBOs staff.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of secondary data;</li> <li>Interview with government partners;</li> <li>Interview with UN development partners;</li> <li>Interview with key research and higher education institutions;</li> <li>Interview with key NGOs, CBOs and civil society partner associations;</li> <li>Interview with key international agencies and donors.</li> </ul>

<b>EVALUATION MATRIX</b>			
<b>Criteria</b>	<b>Questions to be addressed</b>	<b>Data sources</b>	<b>Data collection methods</b>
	context in Mozambique and its comparative advantage vis-à-vis other partners? <ul style="list-style-type: none"> <li>To what extent has UNDP's selected method of delivery been appropriate to the development context?</li> <li>To what extent is UNDP Mozambique CP in line with UNDP strategic plan?</li> </ul>		
<u>Effectiveness</u>	<ul style="list-style-type: none"> <li>To what extent and in what are the evidences that national capacities been enhanced in terms of:                             <ul style="list-style-type: none"> <li>Technical capacity;</li> <li>Financial independence;</li> <li>Mechanisms to exercise rights;</li> </ul> </li> <li>What are the main challenges and gaps originated from this cooperation? How can it be improved?</li> <li>Do you believe UNDP strategies are the best ones to ensure achievement of results in terms of (capacity building, advocacy, upstream vs downstream interventions)? Please explain your answer.</li> <li>Has the UNDP supported mutually reinforcing programmes in order to achieve National Development Goals?</li> <li>To what extent were human rights and gender mainstreaming approaches taken into consideration in the design and implementation of the UNDP CP?</li> <li>Has UNDP worked effectively with other UN agencies and other international and national delivery partners to achieve UNDAF and outcome level results?</li> <li>Taking into account the technical capacity and institutional arrangements of the UNDP country office, is UNDP well suited to providing support to national and local governments in Mozambique in its areas of intervention?</li> <li>What contributing factors and impediments affect UNDP performance in these areas?</li> <li>Has UNDP been effective in helping improve living conditions at the local level in Mozambique? Do these results aggregate into nationally significant results?</li> <li>What progress was made towards achievement of CPD/UNADF outcomes?</li> </ul>	<ul style="list-style-type: none"> <li>UNDP country programme and action plans;</li> <li>UNDAF and UNDAP;</li> <li>Main GoM plans (PARP and programa quinquenal);</li> <li>Key sectorial government programmes, plans, policies and strategies;</li> <li>UNDAF annual progress reports;</li> <li>UN staff;</li> <li>Government staff;</li> <li>Research and higher education staff;</li> <li>Implementing partners such as NGOs, CSOs and CBOs staff.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of secondary data;</li> <li>Interview with government partners;</li> <li>Interview with UN development partners;</li> <li>Interview with key research and higher education institutions;</li> <li>Interview with key NGOs, CBOs and civil society partner associations;</li> <li>Interview with key international agencies and donors.</li> </ul>
<u>Efficiency</u>	<ul style="list-style-type: none"> <li>Has UNDP's strategy and execution in the intervention areas been efficient and cost effective?</li> <li>Has there been an economical use of financial and human resources?</li> <li>Are the monitoring and evaluation systems that UNDP has in place helping to ensure that programmes are managed efficiently and effectively?</li> <li>Do you think the funds available have been properly used? Explain.</li> <li>To what extent resource allocation of UNDP took into account marginalised groups?</li> </ul>	<ul style="list-style-type: none"> <li>UNDP country programme and action plans;</li> <li>UNDAF and UNDAP;</li> <li>Main GoM plans (PARP and programa quinquenal);</li> <li>Key sectorial government programmes, plans, policies and strategies;</li> <li>UNDAF annual progress</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of secondary data;</li> <li>Interview with government partners;</li> <li>Interview with UN development partners;</li> <li>Interview with key research and higher education institutions;</li> </ul>

<b>EVALUATION MATRIX</b>			
<b>Criteria</b>	<b>Questions to be addressed</b>	<b>Data sources</b>	<b>Data collection methods</b>
	<ul style="list-style-type: none"> <li>How were marginalised groups taken into account in the CPD? Are there explicit references to marginalised groups in terms of targeting (including in terms of indicators, targets)?</li> </ul>	reports; • UN staff; • Government staff; • Research and higher education staff; • Implementing partners such as NGOs, CSOs and CBOs staff.	<ul style="list-style-type: none"> <li>Interview with key NGOs, CBOs and civil society partner associations;</li> <li>Interview with key international agencies and donors.</li> </ul>
<u>Sustainability</u>	<ul style="list-style-type: none"> <li>What is likelihood that UNDP interventions are sustainable?</li> <li>What mechanisms have been set in place by UNDP to support the government of Mozambique to sustain improvements made through these interventions?</li> <li>How should the UNDP portfolios be enhanced to support central authorities, local communities and civil society in improving living conditions in the long term?</li> <li>Are there any changes made in the current set of partnerships in order to promote long term sustainability?</li> </ul>	<ul style="list-style-type: none"> <li>UNDP country programme and action plans;</li> <li>UNDAF and UNDAP;</li> <li>Main GoM plans (PARP and programa quinquenal);</li> <li>Key sectorial government programmes, plans, policies and strategies;</li> <li>UNDAF annual progress reports;</li> <li>UN staff;</li> <li>Government staff;</li> <li>Research and higher education staff;</li> <li>Implementing partners such as NGOs, CSOs and CBOs staff.</li> </ul>	<ul style="list-style-type: none"> <li>Desk review of secondary data;</li> <li>Interview with government partners;</li> <li>Interview with UN development partners;</li> <li>Interview with key research and higher education institutions;</li> <li>Interview with key NGOs, CBOs and civil society partner associations;</li> <li>Interview with key international agencies and donors.</li> </ul>



### **A.3 Additional Questions for Outcomes**

#### **Outcome 1: Vulnerable groups demand and ensure production and productivity in the primary sector to increase their own food security.**

1. Was the legislation on the right to food enacted?
2. Have the provinces been consulted in process?
3. Was there an institutional capacity created to ensure the implementation of inclusive growth?
4. What inputs have been made available to strengthen capacity to foster inclusive growth at central and local levels?
5. Were there alternative ways, more cost effective to meet the same objective?
6. Is that capacity sustainable?

#### **Outcome 2: Vulnerable groups access new opportunities for improved income and livelihoods, with a special focus on decent employment.**

7. Has the national strategy and provincial micro-finance strategies been developed, approved and implemented?
8. How many districts have microfinance institutions created in the context of this strategy?
9. Which new microfinance products and services have been developed to meet the needs of disadvantaged in rural and peri-urban areas?
10. What incentives have been included in the strategy to ensure continued creation of microfinance institutions over the country?
11. Have the local economic agencies (LEA) worked to remove market barriers MSMEs especially for women and vulnerable groups?
12. How successful were they? How many women and other vulnerable groups MSMEs managed have actual access to markets in the context of LEA work?

#### **Outcome 6: Strengthened democratic governance systems and processes guarantee equity, rule of law and respect of human rights at all levels**

13. What institutions have actually been subject to capacity building
14. On what aspects was capacity strengthened
15. What evidence exists that capacity has been strengthened?
16. Was the capacity strengthening process cost effective?

17. Were the interventions sustainable?
18. What evidence is that corruption is reducing or likely to decrease as a consequence of capacity strengthening?
19. What evidence is that service delivery and accountability has improved as a consequence of strengthened capacity?
20. What new and inclusive justice instruments have been developed and implemented?
21. Are there any alternatives sentences to imprisonment? List and explain.
22. Is free legal aid available?

**Outcome 7: People in Mozambique participate in shaping and monitoring a transparent and equitable national development agenda.**

23. Have the guidelines for improved quality participation of CSOs in decision making on key development issues been produced?
24. Please provide evidence that quality participation is continued?
25. Are vulnerable groups aware of their right to actively participate in development process? If yes how?

**Outcome 8: Government and civil society provide coordinated, equitable and integrated services at decentralized level.**

26. Has the Decentralisation Strategy and Policy been developed and implemented?
27. Do local governments have improved capacity created in the context of the CP to deliver, monitor and report on annual plans and budgets integrating cross-cutting issues?
28. How many local governments are able to report on plans, budgets integrating cross-cutting issues?
29. Is this capacity of local governments sustainable?
30. Have the knowledge management centres been set up at provincial levels? How many provinces have been covered and are these centres operational?
31. Is there any evidence of improvement of service delivery in your thematic area? Please provide examples.