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INDEPENDENT COUNTRY PROGRAMME EVALUATION UNION OF THE COMOROS



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INDEPENDENT COUNTRY PROGRAMME EVALUATION: COMOROS

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Foreword

We are pleased to present this independent country programme evaluation (ICPE) of the United Nations Development Programme (UNDP) country programme in the Union of the Comoros. This is the first evaluation of UNDP activities in the Comoros, covering the period from 2015 to mid-2018. This evaluation was conducted by the Independent Evaluation Office (IEO) of UNDP and is part of a series of country level evaluations around the world. It is an essential element of UNDP accountability to national partners and stakeholders, and to its Executive Board.

As a Small Island Developing State, the Comoros suffers from difficult socio-economic conditions as well as several environmental challenges. With the vision to make Comoros an emerging country by 2030, the Government elaborated the Accelerated Growth and Sustainable Development Strategy, which sets the conditions for promoting economic growth and improving the living conditions of the population, taking into account environmental issues, while strengthening good governance, democracy, peace and stability. UNDP supports the Government of the Comoros in the areas of governance, employment and economic activities, as well as resilience to climate change and to crises.

The evaluation found that UNDP's interventions are relevant to specific challenges faced by the country,

but the results achieved are variable. More promising results have been observed in the areas of biodiversity protection, resilience to climate change and income-generating activities. Areas of focus for UNDP to further contribute to the Comoros' development include the strengthening of UNDP's governance programme as well as its support to renewable energy development, better efforts to ensure sustainability and scaling up of successful pilot experiences, realistic objectives, and better monitoring and evaluation.

The report includes a series of recommendations that UNDP will consider during its next programming period in the Comoros. The management of UNDP Comoros has already indicated the measures it plans to take.

We hope that this report will be useful to readers seeking a better understanding of the UNDP programme in the Comoros, including what has and has not worked, and that it will allow UNDP to better position itself to support the Comoros on its sustainable development trajectory.



Indran A. Naidoo
Director, Independent Evaluation Office

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Acronyms and Abbreviations

ACEFER	“Improving the competitiveness of exports in the vanilla, ylang-ylang and clove sectors”
AFD	French Development Agency
CENI	Independent National Electoral Commission
CPD	Country programme document
CRCCA	“Enhancing adaptive capacity for increased reliance to climate change in the agriculture sector in the Union of the Comoros”
CRDE	Rural economic development centre
DAD	Données d’Assistance au Développement pour les Comores
GDP	Gross domestic product
GEF	Global Environment Facility
ICPE	Independent country programme evaluation
IEO	Independent Evaluation Office
INSEED	Institut Nationale de la Statistique et des Etudes Economiques et Démographiques
LDC	Least developed country
MDG	Millennium Development Goal
NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Affairs
RNAP	“Development of a National Network of Protected Areas, Land and Marine, representative of the unique natural heritage of the Comoros and co-managed by the local village communities”
SCA2D	Accelerated Growth and Sustainable Development Strategy
SDG	Sustainable Development Goal
SIDS	Small Island Developing State
UNDAF	United Nations development assistance framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children’s Fund
UNV	United Nations Volunteer

Evaluation Brief: ICPE Comoros

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an independent country programme evaluation (ICPE) in the Union of the Comoros in 2018. The ICPE covered the period from 2015 to mid-2018, namely, three-and-a-half years of the current 2015-2019 programme cycle.

As a Small Island Developing State (SIDS), the Comoros is characterized by its small size, remoteness, lack of resources and exposure to global environmental crises. The 2015-2019 UNDP programme in the country includes three components: (i) political, administrative and economic governance; (ii) employment, and inclusive and sustainable economic activities; and (iii) resilience to climate change and crises. The three components are interdependent, and revolve around the resilience of individuals and institutions, and the fight against poverty.

Findings and Conclusions

For the 2015-2019 programme cycle, UNDP has maintained the programmatic approach it adopted in the previous cycle, aimed at refocusing its interventions to target geographical areas and groups; seeking synergies and complementarities between its projects; and capitalizing on results achieved. The planned interventions are relevant to the specific challenges of a least developed country and a SIDS, including productive capacity, rural development, access to international markets and environmental vulnerability. However, UNDP has set very ambitious objectives that will be hard to achieve in the given time and context, which is characterized by governance challenges.

The results of UNDP interventions are variable: low for the governance component, and more promising for the sustainable development and resilience components. Most of the results under the governance component are limited to activities or achievements with impacts that are difficult to measure because of their one-off nature, their

fragility or the fact that project activities have not been finalized. Some efforts could have been consolidated and scaled up, like the National Citizen's Watch Platform, which could be the reference mechanism for citizen engagement in the prevention and management of conflicts.

Regarding the sustainable development and resilience components, UNDP interventions at the central level have effectively strengthened and operationalized several public institutions. If they continue to receive financial support, structures such as the Vanilla Office, the Directorate General of Civil Security, the Centre for Analysis and Processing of Information, the National Agency of Civil Aviation and Meteorology, and the registry of cooperatives will be able to put new know-how into practice. This is also the case at the local level for UNDP-supported pilot Rural Economic Development Centres (CRDEs) and producers' cooperatives. Incomes and resilience to climate change have increased through the adoption of new practices and technologies for adaptation and mitigation. In terms of biodiversity protection, behavioural changes related to protected animal and plant species have stemmed from awareness-raising. Yet efforts to promote renewable sources of energy remained modest, comprising support to the Government to devise its energy strategy and prepare a request for Global Environment Facility (GEF) assistance in developing geothermal energy. At the local level, solar panels for autonomous power generation were provided to certain beneficiaries such as the CRDEs.

The sustainability of UNDP interventions is generally weak. The strategy for sustainability is essentially based on UNDP's capacity to find additional external funding for the consolidation or the continuity of project activities. The difficulties encountered by UNDP in mobilizing resources, particularly for the governance component, have led the country office to orient its interventions around the priorities of donors, at the risk of undermining the real needs of the country and national ownership.

The UNDP programme has made notable efforts to promote gender and human rights despite cultural resistance. Mainstreaming of both occurs in programme design and implementation. The programme has also been relatively successful in developing diverse partnerships, such as between public institutions, to foster collaboration and reduce compartmentalization. It has called on services and know-how from national media, foreign partners, United Nations agencies, and other technical and financial partners. With the last, communication gaps have sometimes led to redundancies and inefficiencies. Some partnerships have been developed

with entities located in neighbouring countries or other countries facing similar challenges. These promoted South-South cooperation to fill skill gaps and allow several Comorian institutions to benefit from the experiences of other countries.

UNDP adequately monitors the implementation of its programme and projects, but it is not sufficiently results-oriented and does not rely on evaluations, of which there are too few. National counterparts' monitoring capacity remains weak at all levels, due to a lack of resources and monitoring culture.

Recommendations

Recommendation 1: Good governance is essential for sustainable development and is the main challenge facing the Comoros. UNDP needs to review and strengthen its governance programme. It should also further develop cross-cutting interventions supporting governance.

Recommendation 2: As electricity is an essential factor of production for the country's economic development, and given high renewable energy potential in the Comoros, UNDP should strengthen its support to renewable energy development.

Recommendation 3: UNDP needs to design its next country programme on the basis of a theory of change that will enable it to formulate realistic objectives across a programming cycle, based on allocated human and financial resources, and the identification of factors over which it can have an influence.

Recommendation 4: UNDP should advocate for greater national ownership based on dialogue with all stakeholders and develop a strategy for scaling up its successful pilot experiences. In the field, UNDP needs to better prepare communities to accept new concepts such as payment for services, including ecosystem services and credit repayment, among others, by sensitizing them and strengthening their capacities.

Recommendation 5: UNDP should make greater efforts to improve project management by national partners, involve them more in project formulation and budgeting, and develop the culture of results-based monitoring in national and island-level institutions through advocacy and institutional capacity-building.

Recommendation 6: In terms of resource mobilization, UNDP should explore unconventional sources such as the Comorian diaspora and develop a reflection on ways to channel its money transfers to investment projects and/or the development of innovations in the productive sector. It must also improve communication with other development partners in the country for better coordination of interventions, and the mobilization and more effective management of official development assistance.

Recommendation 7: UNDP should further reinforce its gender and human rights efforts, and use expertise and/or tools to better address these dimensions in its programme.



CHAPTER 1

BACKGROUND AND INTRODUCTION

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1.1 Objectives of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an Independent Country Programme Evaluation (ICPE) in the Union of the Comoros in 2018. The ICPE covered the period from 2015 to mid-2018, namely, three-and-a-half years of the current 2015-2019 cycle. Its objectives were as follows:

- Support the development of the new UNDP country programme;
- Strengthen the accountability of UNDP vis-à-vis national stakeholders; and
- Strengthen the accountability of UNDP vis-à-vis the UNDP Executive Board.

This first ICPE in the Comoros aimed to provide key elements for the development of a new country programme, which the country office and relevant national stakeholders will implement starting in 2020.

1.2 National context and development challenges

The Comoros is a volcanic archipelago¹ located in the Indian Ocean off the east coast of Africa, in the Mozambique Channel, with an estimated population of 806,153 (2016).² The Comoros is classified as a Small Island Developing State (SIDS). As such, it is characterized by its small size, remoteness, lack of resources and exposure to global environmental crises.

From 1997 to 2009, the Comoros experienced a long period of political and institutional instability

marked by the Anjouan separatist crisis (1997) and the jurisdictional conflict between the islands and the Union. The 2001 Constitution, revised in 2009 and 2013, allowed a return to institutional order by establishing the principle of rotating the presidency between the islands every five years, and granting a large degree of autonomy to each island. However, this return to political stability remains fragile, in particular because of the weakening of the institutions that guarantee peace and stability. In accordance with the recommendations of the national conference on the 42 years of independence ("Assises nationales sur la bilan des quarante deux ans d'indépendance"),³ a draft revision of the 2001 Constitution was submitted for a national referendum.⁴ This new text strengthens the powers of the President and allows for two consecutive five-year terms. The rotating presidency could therefore take place every 10 years instead of the five years provided in the 2001 Constitution. The reform also eliminates the posts of Vice-Presidents. In addition, the Constitutional Court, which was the highest jurisdictional body, is replaced by the Supreme Court.⁵ The revision of the 2001 Constitution calls into question the Fomboni agreement of 2001, which put an end to the separatist crisis in Anjouan and established peace in the Comoros. Indeed, the new Constitution removes the possibility for the island of Anjouan to exercise the rotating presidency in 2021,⁶ as provided for in the 2001 Constitution.⁷

In the area of governance, the country faces significant challenges, including the lack of clear definitions of island and Union authorities, resulting in jurisdictional conflicts between the two; insufficient institutional capacity and an unfinished

¹ The archipelago includes four islands. Three islands—Ngazidja (Grande Comores), Mwali (Mohéli) and Ndzuwani (Anjouan)—are under the leadership of the national Government.

² See: <https://www.populationdata.net/pays/comores/>.

³ Organized by the Government in February 2017.

⁴ The referendum took place on 30 July 2018. According to the provisional results published by CENI, the referendum was approved by 92.74 percent.

⁵ Revision of the Constitution of the Union of the Comoros of 23 December 2001, revised in 2009 and in 2013.

⁶ Anjouan's turn is planned in 2030 according to the provisions of the new Constitution.

⁷ See in this regard the communiqué of the African Union, which states that the Assembly "recalls the peaceful environment enjoyed by the Comoros following the Fomboni agreement of February 2001 followed by the Comorian constitution, and strongly underlines the need to respect them at all times" (Decision on the report of the Peace and Security Council on Activities and the State of Peace and Security in Africa, 31st Ordinary Session, 1-2 July 2018, Nouakchott, Mauritania).

decentralization process.⁸ The country's civil society is dispersed, and has weak human and material capacities. Despite legal documents and structures guaranteeing fair justice for all, the judicial system remains weak, and is characterized by insufficient human and material resources, inequalities in access to justice and a lack of independence. In addition, certain institutions for the control of public action, including those for the defence of human rights, have been suspended or abolished.⁹ This situation has created an institutional vacuum and challenged the rule of law.

From 2013 to 2015, economic growth in the Comoros fluctuated (3.5 percent in 2013, 3 percent in 2014 and 1 percent in 2015). The growth rate improved slightly in 2016 (2.2 percent) and 2017 (3 percent).¹⁰ This increase is the result of government efforts to revive the Comorian economy through administrative and financial reforms. According to the General Commissariat of Planning, the reforms put in place at customs reduce the volatility of resources, and optimize customs and tax revenues. Thus, the national budget went from 50,000 billion Comorian francs in 2016 to 112 billion in 2018. Among other things, the consolidation of the civil service resulted in the unification of the national civil service and that of the islands, helping to identify the fictitious employment of public servants, to reduce payroll and to regularly pay civil servants' salaries.¹¹

Due to its volcanic and island nature, the country is predisposed to major environmental threats, which are aggravated by climate change. The consequences of these threats often lead to disasters that result in loss of life, the destruction of goods

and services, and the degradation of the environment. The low capacity for disaster preparedness and response worsens the country's vulnerability, particularly in sectors providing the poor with basic livelihoods. Based on the World Risk Index 2012-2016, Comoros is among the 15 countries with the highest susceptibility worldwide (susceptibility is defined as the probability of suffering damage in the event of disaster).¹²

The sources of the country's vulnerability are largely linked to the economy's strong dependency on the agricultural sector (representing 33.6 percent of gross domestic product or GDP¹³ and 55 percent of employment¹⁴). The sector is mostly focused on food crops (banana, cassava, rice and corn) for which the production methods are rather archaic and environmentally unsound, and on three cash crops (clove, ylang-ylang and vanilla), which represent 80 percent of the value of exported goods.¹⁵ Moreover, agriculture on steep volcanic slopes greatly increases soil erosion. The country relies on massive food/foodstuffs imports to compensate for its lack of self-sufficiency. Fishery products only partially fill the gaps created by insufficient agricultural production.

The Comoros also suffers from difficult socio-economic conditions, characterized by high unemployment rates affecting youth and women, a high poverty rate (42 percent of the population lives below the national poverty line)¹⁶ and a relatively high population growth rate (2.27 percent in 2017),¹⁷ which surpasses that of GDP (2.2 percent in 2016). The country's Human Development Index for 2015 was 0.497, placing the Comoros at 160th out

⁸ "Final report of the study on fragility in the Union of the Comoros," July 2017; SCA2D.

⁹ "Final Report of the Study on Fragility in the Union of the Comoros," July 2017; Decree No. 16-228/PR repealing certain provisions of the Law on Transparency of Public, Economic, Financial and Social Activities of the Union of the Comoros; Decision No. 18-020/PR of 12 April 2018, noting the non-functioning of the Constitutional Court and temporarily transferring its jurisdiction to the Supreme Court; interviews with human rights organizations.

¹⁰ International Monetary Fund, 2018 Article IV Consultation report for the Union of the Comoros.

¹¹ General Planning Commissioner.

¹² See: https://reliefweb.int/sites/reliefweb.int/files/resources/WRR_2017_E2.pdf.

¹³ World Bank, World Development Indicators (latest value available is for 2015).

¹⁴ World Bank, World Development Indicators, modelled International Labour Organization estimate.

¹⁵ Central Bank of Comoros, *Annual Report 2016*, p. 28. See: http://www.banque-comores.km/DOCUMENTS/Rapport_annuel_2016.pdf.

¹⁶ World Bank, World Development Indicators.

¹⁷ World Bank, World Development Indicators.

of 188 countries and territories.¹⁸ Other economic and social difficulties include poor land use, insufficient institutional capacity coupled with obsolete or insufficiently applied legislation,¹⁹ a lack of economic diversification and a limited internal market, low access to drinking water,²⁰ high population density in coastal areas, insufficient and poorly maintained road infrastructure, and traditional housing that cannot withstand bad weather conditions.

The Comorian economy also faces significant challenges, including an unfavourable business climate, due in part to judicial sector inefficiencies, and the persistence of power cuts and power outages, which have started to decrease due to measures taken in the electricity sector since 2016. Further progress on electricity is expected with the launch of a call for tenders in March 2018 for the rehabilitation of the diesel power plants at Voidjou, Itsambouni, Fomboni and Trenani, and the acquisition in September 2018 of five generators with a total capacity of 18 megawatts, which are expected to come into operation in 2019. Most electricity production depends on imported fossil fuels and is provided by a state-owned company (MA-MWE), which is experiencing management difficulties due to high production costs combined with low selling prices set by ministerial decree.²¹ Only part of Anjouan island is currently supplied with hydraulic energy despite an estimated potential that would meet the current and future needs of its population. The island of Mohéli also has potential that could cover the needs of the region of Fomboni and the north-east of the

island.²² For rural households, wood is the main source of energy, followed by butane gas, oil-based fuels being comparatively too expensive.

The country is heavily dependent on international aid and remittances from the diaspora (about 562,000 people²³), both representing, respectively, 10 percent and 20 percent of GDP in 2016.²⁴ France is the biggest donor with US\$304.6 million provided in 2001-2016, followed by European Union institutions (\$129.4 million) and the World Bank (\$74.3 million). UNDP stands ninth among aid providers to the country, at a total amount of \$18.4 million.²⁵

In terms of gender equality, women represent 50.1 percent of the total population, yet they are underrepresented at all levels (except in the agricultural sector). At the political and institutional level, since 2003, the Women's Participation Index in the Comoros has been 0.303. The Assembly of the Comoros is composed of 33 deputies of whom one is a woman. Among 12 ministers in the current government, two are women, and among three secretaries of state, one is a woman.²⁶ Women represent 7 percent of municipal elected representatives, i.e., four women out of 54 mayors.²⁷ Women's share of positions in town halls is estimated at 30 percent given the law governing the organization of municipal elections.²⁸ These disparities between women and men, especially in decision-making bodies, are due to the lack of interest of women in public affairs (few women join political parties and run for office resulting in the low rate of elected officials at the head of political institutions)²⁹ and the heavy

¹⁸ UNDP, *Human Development Report 2016*.

¹⁹ "Semi-annual report on the progress of activities and finances of project ACEFER (January to June 2015);" interviews during the field mission.

²⁰ More than 85 percent of Comorians only benefit from access to so-called "managed" resources (fountains); otherwise, they collect rain water in cisterns (Grande Comores), according to the AFD.

²¹ "Report of the National Conference on Energy in the Union of the Comoros," 14-15 August 2017; Country Strategy Paper 2016-2020, African Development Bank group.

²² Second national communication of the Union of the Comoros, 2012.

²³ World Bank 2015.

²⁴ World Bank, World Development Indicators.

²⁵ See Annex 2 for more information on official development assistance.

²⁶ Decree No. 18-77/PR of 28 August 2018 on the composition of the Government of the Union of the Comoros.

²⁷ "Report on available gender-disaggregated electoral data in the framework of the project 'Strengthening women's participation and their role in conflict prevention related to the ongoing electoral process in the Union of the Comoros,'" UNDP Peacebuilding Support Office, April 2016.

²⁸ This law requires the equitable registration of men and women on municipal lists.

²⁹ Yet their mobilization as voters and supporters is very important.

responsibilities imposed by housework. A low level of education;³⁰ the weight of tradition, which recognizes more power for men at both the family level and in society in general; and a misinterpretation of religion aimed at reducing women to an “inferior” status are also factors that hinder women’s development and roles in political and social decisions.

At the economic and social level, women have poor access to the labour market (the majority work in the informal sector). In 2013, the proportion of women who worked was 45.2 percent compared to 54.8 percent for men. The inability of public authorities to create jobs; discrimination in employment; competition in entering the labour market; a low level of education, skills and work experience; the persistence of socio-cultural and religious beliefs; and some spouses and/or fathers not letting their wives or daughters pursue an economic or professional activity for fear of them moving away from household chores explain, among other things, the low representation of women in the economy and society.

The Accelerated Growth and Sustainable Development Strategy (SCA2D) for 2015-2019 is the integrated development framework for the Comoros. This strategic document was revised in 2017 to align it with the Sustainable Development Goals (SDGs) and to integrate new national priorities. As the main reference document for interventions by the State and its partners, the revised SCA2D (2018-2021) is aligned with both the Government’s vision to make Comoros an emerging country by 2030, and the Programme of Quinquennial Investments for 2016-2021. The latter sets the conditions for promoting economic growth and for improving

the living conditions of the population, taking into account environmental issues, while strengthening good governance, democracy, peace and stability.

1.3 UNDP in the Union of the Comoros

To help the Comoros overcome its development challenges, UNDP provides responses through its 2015-2019 country programme, which builds on the 2015-2019 United Nations development assistance framework (UNDAF) and includes interventions in the areas of political, institutional and local governance; the resilience of individuals, households, communities, institutions and productive sectors; climate change adaptation and mitigation; acceleration and diversification of economic growth; and the representation of women in decision-making bodies. See Figures 1 and 2 on budgets and expenditures.

FIGURE 1. Evolution of programme budget and expenditure

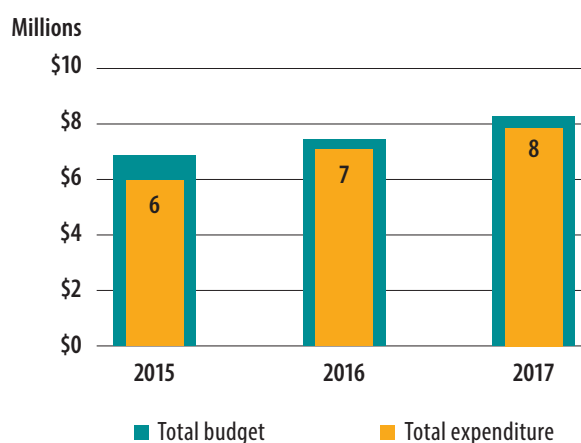


FIGURE 2. Expenditure by country programme document outcome, 2015-2017, in US\$



Source: UNDP Atlas 2018.

³⁰ According to the Demographic and Health–Multiple Indicator Survey (EDS-MICS II) in 2012, 31 percent of women aged 15 to 49 have no education compared to 16 percent of men.

At the time of the evaluation, the country office employed 68 staff, 30 service contract holders and 10 United Nations Volunteers (UNVs). The programme budgets and expenditures by year and by outcome are presented in the figures below.

In the area of political, administrative and economic governance, around 10 projects have been implemented, five of which started after 2015, for a total of \$2.5 million in expenditures. These projects involve support for security sector reform, support for the creation of statistical and cartographic data, strengthening of national capacities for peacebuilding and strengthening of women's participation in political life. The last two projects account for more than 50 percent of UNDP's expenditures in the area of governance.

The second thematic area, related to sustainable and inclusive economic activities, includes about 10 projects, four of which started during the current period (2015-2019). These projects focus on the creation of economic activities (for example, through support for inclusive finance and small agricultural producers) and on environmental protection (a national network of protected areas). From 2015 to 2017, activities related to this area incurred total expenditures of approximately \$7.4 million, including \$5.4 million (73 percent) for two projects, one supporting the producer capacities of three export products and the other supporting the development of the national network of protected areas. The remaining expenditure in this area is mainly for projects that are closed or in the process of being finalized, as well as those recently initiated.

The third thematic area focuses on the resilience of the population to climate change and crises. Eight projects are linked to this outcome, including four projects that started during the current period. The projects focus on risk and disaster management, climate change adaptation, water resources management and the development of renewable energy resources. Expenditures on activities in this area have totalled \$10.6 million for 2015-2017, of

which more than 80 percent (\$8.5 million) went to a single project on the adaptation of the agricultural sector to climate change.

1.4 Evaluation methodology

Scope of the evaluation. This ICPE covers the period from 2015 to mid-2018, namely, the first three-and-a-half years of the current 2015-2019 programme. The ICPE covers all UNDP activities in the country, and interventions financed by all sources of funding, including UNDP core resources, donor funds and government funds. The ICPE also covers non-project activities, such as coordination or advocacy, that are considered important for the country's political and social agenda.

Methodology. The evaluation based its analysis on the results framework presented by the country programme document (CPD). It looked at each of the planned results and considered their links to the programme's objectives. As the CPD did not provide a theory of change, the evaluation constructed one that was used in the analysis.

The evaluation methodology was structured around three main questions: (i) What did the UNDP country programme intend to achieve during the period under review? (ii) To what extent has the programme achieved (or is likely to achieve) its intended objectives? and (iii) What factors contributed to or hindered UNDP's performance, and eventually, the sustainability of results? In addition, as gender equality is central to UNDP's support to countries to implement and achieve the 2030 Agenda for Sustainable Development and the SDGs, the evaluation also analysed the extent to which UNDP Comoros support was designed for and contributed to gender equality. To answer these questions, the evaluation methodology included triangulation of the following elements:

- An analysis of the project and programme portfolio as well as a review of programme documents, and reports on projects/programmes was carried out by UNDP and the Government of the Comoros. The review

encompassed evaluations,³¹ UNDP institutional documents (corporate Strategic Plan, annual results-oriented reports, etc.), action research and other available country-related publications. The main documents consulted are mentioned in Annex 7.

- Approximately 120 interviews were conducted with staff of the UNDP Comoros country office, representatives and staff of the authorities and government institutions at Union and island levels, officials and staff of other United Nations organizations, as well as development partners, civil society organizations and beneficiary populations (men and women) of the country programme. The institutions met by the evaluation team were identified on the basis of the desk review of the UNDP programme and general country context documents, and included not only the main partners of the UNDP programme but also the main development actors in the country. These interviews were used to collect data and obtain a thorough understanding of perceptions from a variety of partners and development actors on the scope, contributions, performance and impacts of UNDP interventions, for men and women; on constraints in project implementation; and on the strengths and weaknesses of UNDP in the Union of the Comoros.
- Field visits made it possible for the evaluation team to directly identify the achievements of a few key projects and conduct semi-structured interviews with beneficiaries of UNDP-supported interventions. The team visited a sample of project sites in approxi-

mately 36 localities in all three islands (Grande Comores, Anjouan and Mohéli). The identification of project sites was done on the basis of programme documents and through discussions with UNDP programme managers and national partners. Efforts were made to ensure that the sites visited by the evaluation covered all major areas of UNDP interventions and were representative of both the context and UNDP's approaches.

Process. Following the drafting of the terms of reference for the ICPE (Annex 1) in January 2018, the IEO recruited two consultants.³² A pre-mission questionnaire was sent to the country office in February 2018 in order to facilitate and collect the country office's self-reflection on performance and results. The lead evaluator, the associate evaluator and the two consultants undertook a data collection mission from 28 March to 13 April 2018. At the end of the mission, preliminary results and issues for reflection were discussed with the country office management and staff. Subsequently, the team drafted separate reports on each thematic area. The findings of each of these reports were then synthesized in the overall ICPE report.

The draft report was submitted to the IEO for internal peer review and review by a member of the IEO Evaluation Advisory Panel, then to the country office and the UNDP Regional Bureau for Africa, and finally to the Government and other partners. A videoconference workshop brought together key programme stakeholders and provided an additional opportunity to discuss results and recommendations, and to obtain feedback and clarification on the ICPE report prior to its finalization.

³¹ Five decentralized evaluations were undertaken from 2015 to the present, out of which one was the UNDAF midterm review, one was the CPD midterm review and the three others were project evaluations. One decentralized project evaluation report has gone through IEO's quality assurance and was rated 5 (satisfactory).

³² The consultants are responsible for the different thematic areas of the programme, gender being considered as a cross-cutting theme.



CHAPTER 2

FINDINGS

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
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COORDINATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNERSHIP sustainability

2.1 Country programme objectives

Finding 1. UNDP's programme in the Comoros includes three expected outcomes, with activities and outputs that have the potential to contribute to intermediate results in a cross-cutting and integrated manner. These intermediate results are clearly relevant to the context of the Comoros as a least developed country (LDC) and a SIDS, but the stated objectives of the programme are too ambitious for UNDP to achieve on its own and within the programme period.

The UNDP country programme includes three expected outcomes related to governance, income- and employment-generating economic activities, and resilience to climate change and crises. The three outcomes are interdependent and revolve around the resilience of individuals, institutions and systems, and the fight against poverty.³³

In the area of governance, the 2015-2019 country programme objective was to address country challenges through support for decentralization and local development, and support for public administration reform. To this end, UNDP interventions were centred on strengthening electoral processes with a focus on women, the effective functioning of local authorities and the strengthening of the resilience capacities of local communities and institutions, thereby directly addressing one of the key institutional factors contributing to the vulnerability of SIDS.³⁴ Developing a resilient local economy for the poorest, preventing conflict and strengthening social cohesion, with particular emphasis on women's participation, were also part of UNDP's approaches in the area of governance.

UNDP aimed to integrate normative, policy and regulatory issues as well as direct support to communities in these interventions. The strengthening of local and regional authorities was to materialize

through the implementation of land use plans, including cadastral plans, disaster and risk management plans, local development plans and integrated waste management systems. With regard to women's political participation, conflict prevention and strengthening of social cohesion, several mechanisms were part of UNDP's efforts: a permanent independent National Electoral Commission that integrates gender equality, a national sustainable peace mechanism, and mechanisms to deal with community-level conflicts, parts of which were to be run by women. In order to improve the administration's performance, UNDP aimed to establish a planning system and a reference framework for administrative reforms. The objective was to create—in addition to existing entities—planning units at the national, sectoral and island levels, to publish regular reports on development assistance, and to develop a strategy and action for public administration reform.

The fight against poverty was addressed at two levels. The first was the macroeconomic level, by supporting the relevant central institutions with tools and methodological approaches allowing them to understand and calculate the different dimensions of poverty, and to align national strategies with the SDGs. The second was the community level, by strengthening the resilience of populations, particularly through easier access to financial services, increased income and job creation, particularly in export-oriented cash crops. This constitutes a relevant response to development challenges specific to an LDC³⁵ and SIDS,³⁶ addressing, in particular, the islands' productive capacities, rural development and access to international markets.

UNDP's interventions to develop the country's capacities for climate change adaptation were also planned at two levels. First, UNDP aimed to promote the sustainable management of natural

³³ Country Programme Document for the Union of the Comoros (2015-2019).

³⁴ United Nations Department of Economic and Social Affairs, 2015, "Vulnerability-Resilience Country Profile," an overview. Illustrative factors contributing to vulnerabilities faced by SIDS. See: [https://sustainabledevelopment.un.org/content/documents/1982Vulnerability-Resilience-Country-Profile-\(VRCP\).pdf](https://sustainabledevelopment.un.org/content/documents/1982Vulnerability-Resilience-Country-Profile-(VRCP).pdf).

³⁵ See: <http://unohrrls.org/UserFiles/File/IPoA.pdf>.

³⁶ See: <http://www.sids2014.org/content/documents/336SAMOA%20Pathway.pdf>.

resources by introducing and disseminating new adaptation techniques in the priority areas of water and sanitation, as well as in agriculture for the benefit of the most vulnerable. Second, the programme focused on disaster risk management, particularly in strengthening policy, institutional and regulatory frameworks in this area, and improving knowledge and understanding of the main climate hazards and their relation to natural disasters, addressing problems linked to important environmental factors of fragility in SIDS.

Regarding biodiversity conservation, the country programme sought to continue scaling up the successful Mohéli Marine Park experience and consolidate the achievements of past assistance by putting a national system of protected areas in place, co-managed with communities. This entailed promoting ecotourism and other economic activities compatible with the sustainable management of natural resources, and developing sustainable financing mechanisms for protected area management.

In order to better visualize the intervention strategy envisioned by the country office, the evaluation team reconstructed the programme's theory of change (Figure 3). The diagram shows that UNDP's programme comprises several projects in separate outcome areas, but contributing to common (intermediate) results, and eventually, to programme outcomes in an integrated manner. However, given the Comorian context, it is also clear that the objectives set by UNDP for the 2015-2019 cycle were particularly ambitious, and would be challenging to achieve within the CPD's time frame and by UNDP alone. The schematized theory of change illustrates that only the programme's activities are within UNDP's sphere of control, whereas intermediate results can lead to the programme's stated outcomes only if several key assumptions, including assumptions on the actions of other development partners, are met.

2.2 Country programme results

Finding 2. UNDP contributed to the organization of peaceful and transparent elections in 2016 through the establishment of a reliable and transparent electoral process management framework that incorporates gender issues. However, the revised 2017 Electoral Code has not been validated.

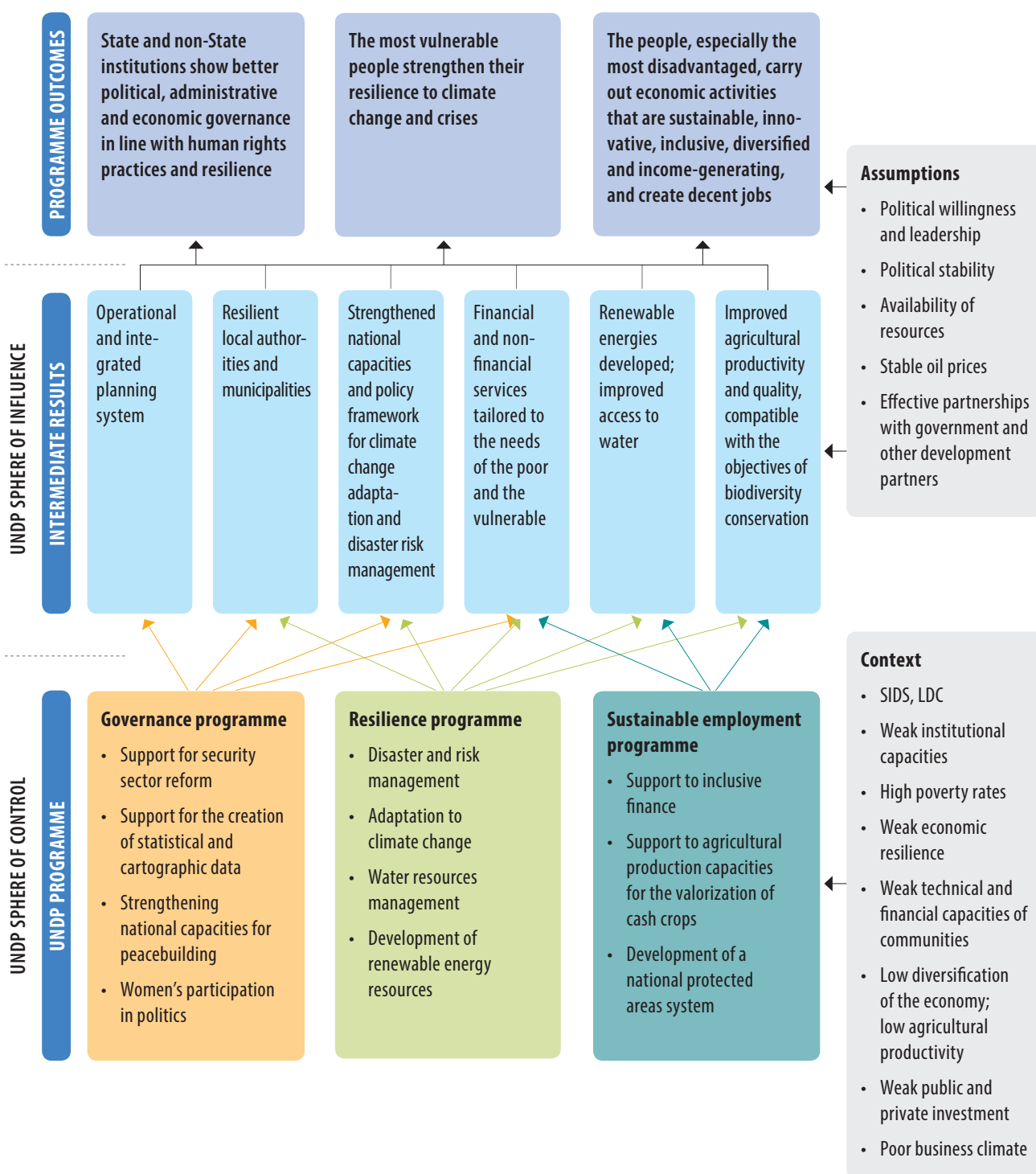
UNDP started its support in the field of elections in the previous programming cycle (2008-2014). In this respect, it successfully supported electoral processes and contributed to the establishment of the permanent Independent National Electoral Commission (CENI).³⁷ The support provided to the CENI within the 2015-2019 programming cycle is consistent with past interventions. UNDP's collaboration with the commission contributed to strengthening its members' capacities to manage electoral processes, but the major result has been the creation of the biometric voter registry, which provides a reliable framework for elections. The voters' registry has been operational since 2015 and is hosted by the National Electoral Data Processing Centre, which was set up with the support of UNDP. A biometric system allows a reliable count of voter turnout and reduces electoral fraud.

Through support for the CENI, UNDP contributed, together with the European Union, to the revision of the Electoral Code. In 2017, the revised text was submitted to the Government to be presented to the Assembly of the Comoros for adoption. It is still pending validation. Since the end of the 2016 elections, UNDP interventions to support the CENI have become increasingly limited or, in some cases, suspended.

In terms of gender equality and women's empowerment, the revision of the Electoral Code has included, among other things, gender-responsive measures to encourage women's political participation and representation in electoral processes, including within the CENI. UNDP contributed indirectly to the draft law, presented by the only

³⁷ As an electoral management office, the permanent CENI has officially existed since July 2014. It is composed of 13 commissioners, six of whom are women. One of the women is Vice-President. The five-member office has two women.

FIGURE 3. Theory of change: UNDP country programme in the Comoros



woman member of the Assembly of the Comoros,³⁸ establishing measures to promote women's access to nominative and elective functions. Adopted by Parliament on 22 June 2017, the law on parity establishes a quota of at least 30 percent for women in elective and nominative positions as well as in the list of candidates for legislative elections and for councillors of the islands. However, the law has not been promulgated by the President of the Comoros.

Finding 3. UNDP helped prevent electoral violence and ensure the stability of the 2016 presidential and governor elections, through the establishment and operationalization of the National Citizen's Watch Platform³⁹ for calm and credible elections in the Comoros. Nevertheless, the platform is no longer operational, thereby not contributing to consolidating UNDP's achievements in conflict prevention and management.

Composed mainly of women and youth from 10 Comorian civil society organizations, the platform has played a key role in preventing electoral violence and in ensuring the stability of the 2016 elections, particularly given the tensions in the country following the 2015 legislative elections. It was put in place by UNDP during the 2016 elections, as part of the project "Strengthening Women's Participation and Role in Preventing Electoral Process Conflicts" (December 2015 to August 2016), in order to follow and monitor electoral operations, and to prevent conflicts that may break out on polling day. Through the platform, 109 alerts were reported (by the alert chamber) and peacefully managed (by the electoral authorities) throughout the 2016 elections.⁴⁰ Despite its recent set up, the platform positioned itself as a partner of choice for important institutions in charge of electoral operations (the CENI and the European Union through the non-governmental European Centre for Electoral Support). On polling day, the presence of 375 male and female observers

throughout the country allowed information to be sent to the central level in real time, to prevent fraud and to keep the process peaceful, creating conditions for the vote to proceed in a calm, trustful and transparent manner.

At the end of the elections, the platform was formalized as the National Citizen's Watch Platform. Its areas of intervention have expanded to include democratic governance, human rights and conflict prevention and management. An action plan to strengthen the capacity of the members of the structure and to mobilize young people and women around social causes and the defence of democratic gains has been developed. However, the organization does not have resources (lacking permanent employees) to allow it to better organize and be active in the field, which risks undermining the progress it made. Ultimately, this could prevent the platform from fully playing its role in conflict prevention and management.

Finding 4. UNDP's intervention in the area of security sector reform has provided the country with a strategic reference framework for defence and security issues and to improve the working conditions of the National Police and the Army by strengthening their technical and human capacities. However, the process for supporting security sector reform has not been completed, and the results remain incomplete.

UNDP interventions in the field of security sector reform started in the previous programming cycle (2008-2014) and include the "Security Reform Support Project" (2013-2017), which has received additional funding to continue implementation during the current programming cycle (2015-2019). UNDP supported the development of the reference framework on Defence and Security, which serves as the Government's National Defence and Security Strategy Paper (Katiba Green Book).

³⁸ Member of Parliament Hadjira Oumouri benefited from the technical and moral support of organizations promoting gender equality and women's empowerment, such as the Comorian Platform for Women in Politics, both in the preparation of the draft law and the presentation to deputies. She and the members of the platform benefited from UNDP training on gender and decision-making.

³⁹ It was initially called the "Plateforme de veille des femmes et des jeunes pour des élections apaisées et crédibles en Union des Comores" (Platform for Women and Youth for Calm and Credible Elections in the Union of the Comoros).

⁴⁰ Final report of the project "Strengthening Women's Participation and Role in Preventing Electoral Process Conflicts."

Partners of the Comoros refer to this strategic document in their support to the Government in the field of defence and security.⁴¹ However, efforts need to be made to popularize this document to ensure better national ownership.

UNDP security support has also contributed to improving the living and working environments of the National Police and the Army, through the construction and rehabilitation of their buildings. The Anjouan National Police School was intended to house the training of police officers from across the Comoros, to encourage exchanges between the officers of the different islands. The rehabilitation and equipment of the Ongoni military barracks in Anjouan enabled the armed forces to have new administrative buildings and dormitories. Improving living and working conditions in a healthy environment that meets the standards of the profession can contribute to improved performance. The establishment of separate barracks and dormitories for men and women could also encourage women to integrate the Army. The capacity-building efforts for the Army and the National Police also involved trainings on human rights and civilian rights, which helped to build trust between the defence and security forces, and improve people's knowledge of their respective roles and obligations.

However, the building of security sector infrastructure was not accompanied by the provision of means of operation for these structures, such as furniture or operating budgets. The Mutsamudu central police station is not functional and lacks equipment. The police station in the north of the island of Mohéli lacks vehicles and therefore has only limited access to the island capital Fomboni. The Anjouan National Police School is not operational, due to several structural problems,⁴² even as there is a strong need for training of police officers. Some construction sites have not been completed, despite the fact that the project closed in 2017 (e.g., the Chindini brigade and the Ongoni military

barracks). The consolidation and sustainability of results are not guaranteed.

Finding 5. UNDP has contributed to the strengthening of planning capacities at the central level. UNDP assisted the Government to revise its SCA2D and align it with the SDGs, and provided support in terms of supervision, reporting and the preparation of studies that should help guide public policies in the Comoros. However, the objectives pursued in the area of planning and administrative reform have not been fully achieved.

UNDP technical and financial support contributed to strengthened government ownership of the 2030 Agenda for Sustainable Development, which resulted in the revision of the SCA2D (2015-2019) in November 2017 to align with the SDGs and integrate new national priorities for the Comoros to become an emerging country by 2030. The new SCA2D, covering 2018-2021, is the result of a participatory process, and is the strategic and planning guidance document that serves as a reference and intervention framework for the Government, development partners, the private sector and civil society.

UNDP provided technical support for the preparation process of the General Population and Housing Census in 2017-2018, which involved other United Nations agencies, including the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF), as well as the World Bank. UNDP also facilitated a donor awareness campaign to mobilize resources for the Census. The resulting statistical data and qualitative analysis will be used for the development of national public policies. However, Census data and results have not been published.

The annual *National Human Development Report*, monitoring of the MDGs and the SDGs, the development of the SCA2D and the elaboration of studies (such as an update of the poverty profile and the poverty spectrum, and reports on fragility) have helped the country to regularly report on progress

⁴¹ For example, Qatar supports the Government through funding to coast guards, which is part of the national strategy.

⁴² Water leaks and bad smells forced policewomen to leave.

and challenges in human development, poverty, and political, economic and social stability. These advances have been achieved with UNDP's support, leading to the development of a new framework for monitoring and evaluation of public policies. It should be noted that during this period under review, the Comorian Government, and more specifically the General Commissariat of Planning, was able to independently carry out work to update fragility and poverty profiles, activities that were previously carried out by experts provided by UNDP.

The diagnoses from these various documents and studies should help authorities to provide appropriate responses to the problems encountered in the implementation of the SCA2D. However, the information system put in place is failing, and data are not regularly updated, due largely to the lack of financial resources that would ensure proper functioning. The lack of funding means that data collection efforts and surveys, even routine ones, are never done on time. Thanks to the support of certain partners,⁴³ statistical data on the education and health sectors are regular, which is not the case for agriculture, the environment, water, energy and trade, where statistical information is based on estimates, and is therefore not fully reliable.

In the current cycle, UNDP support for planning and administrative reform has been limited to the revision of the SCA2D for its alignment with the SDGs and new national priorities.⁴⁴ However, some CPD indicators could have been achieved in the area of planning, for example, the indicator pertaining to the regularity of the publication of aid coordination reports. It would be enough to regularly update the "Données d'Assistance au Développement (DAD) pour les Comores" database, a tool put in place by development partners, including UNDP and the European Union, and used to collect information on development aid. It is operational and available at the central planning authority level.

Finding 6. The objective of addressing the challenges of decentralization and local development has not been achieved based on the governance interventions elaborated in the CPD. However, actions undertaken by UNDP in favour of the development of cash crops by supporting local producers and strengthening the resilience of populations to climate change through support to agriculture have concretely contributed to local development.

The UNDP programme has not contributed to any tangible results on decentralization. At the time of the evaluation, the country office was finalizing a concept note on decentralization to obtain funding for a new project called "Strengthening the capacity of local authorities to address climate change." To date, the project document has not yet been validated. The project will probably start implementation in 2019, at the end of the current programming cycle.

However, support to local producers in structuring and adding value to cash crops (in terms of production, sales and exports), support for the resilience and recovery of rural populations in the face of climate change, support to the Rural Economic Development Centres (CRDEs) to adopt new agricultural methods, the provision of training and hydraulic infrastructure, and the construction of markets for the sale of agricultural products all contribute to local development and to improving the living conditions of targeted rural populations.

Finding 7. Regarding cash crops exports, progress over the period under review has been modest on the targeted objectives and has not yet produced any significant results in the fight against poverty. However, the results already achieved could be promising if they are pursued.

UNDP support has enabled the operationalization (through the provision of furniture, computer equipment and a vehicle) of the Vanilla Office. Its role is to

⁴³ UNICEF, UNFPA, European Union and the AFD.

⁴⁴ In its CPD, UNDP aimed at providing the country with a planning system and a reference framework for administrative reform that articulates national priorities for sectoral and island actions by increasing the number of operational planning units at the national, sectoral and island levels; by regularly publishing reports on development assistance; and by helping the country to develop a vision/strategy and an action plan for reform.

organize as well as provide guidance and training to the actors of the three cash crops (vanilla, ylang-ylang and cloves). The office's aim is to improve the working conditions of producers, preparers and especially pickers, who are mostly women. It also monitors export market demand and prices. In 2017, the price per kilo of green vanilla rose from 20,000 KMF (about \$48), the minimum set price, to 25,000 KMF (about \$60) in just a few months. The price of prepared vanilla reached 215,000 KMF (about \$516) per kilo, a windfall for both producers and sellers.

At the local level, UNDP's efforts in the selected intervention zones convinced producers to organize themselves into cooperatives, an option that had existed in the past but had had only little success. Hence, at the end of December 2017, the country had 21 cash crop producer cooperatives, and a formally created and registered union of cooperatives. Efforts have also been made to strengthen production capacities by providing equipment and training to producers in technical and management matters. The majority of the people met by the evaluation team who are members of such cooperatives confirmed that their new structures had allowed them to increase their negotiating power—and benefit from better selling prices—and that their productivity had improved, together contributing to an increase in their income. However, there are cases of non-delivery of equipment or faulty equipment that has been deployed by some cooperatives.

Some of the women interviewed said that additional income allowed them to enrol their children in better schools and buy consumer goods that they could not afford before. Others expressed satisfaction at being able to participate in decision-making processes as members of their cooperative's board of directors. However, with the exception of a few isolated cases,⁴⁵ most cooperatives continue to encounter difficulties in directly accessing export markets without going through intermediaries.

The results were also modest in terms of access to funding. In fact, as far as cooperatives are concerned,

only a dozen were able to obtain financing from financial institutions or foreign partners. Despite the efforts made, and particularly UNDP's support to the microfinance sector in the previous cycle, offered financial services are not yet well adapted to the agricultural sector, in particular as loan reimbursement cycles do not follow agricultural production cycles or take its constraints into account.

Finding 8. In the environment area, UNDP support for biodiversity conservation efforts has begun to bear fruits for the affected populations but has not yet been able to guarantee sustainable results in the development of the country's vegetation cover.

UNDP has supported the Government in drafting a law on protected areas as well as decrees pertaining to the creation of five new protected areas, the overhaul of the Mohéli Marine Park regime, and the structure that will be in charge of the management of the protected area system. These legal documents were the subject of a technical validation in March 2017 but must still be adopted by the National Assembly. In the field, institutional, financial and environmental sustainability has been slow to materialize in reality. The Comorian administration is expected to recruit staff deployed for protected area projects, and a trust fund has been created that combines both internal and external sources of funding, but it is not operational because the legal framework is not appropriate. Solutions are currently being sought in order to benefit from French Development Agency (AFD) financing of 1.5 million EUR. At present, the protected areas still depend on external assistance. Finally, the implementation of income-generating activities for local populations who have depended on protected area resources for their livelihoods is still limited, but will continue to benefit from the support of the project "Development of a National Network of Protected Areas, Land and Marine, representative of the unique natural heritage of the Comoros and co-managed by the local village communities" (RNAP) until 2020.

⁴⁵ The cooperative Lavani Verte for the first time was able to establish a contract with foreign customers for the sale of 125 kilogrammes of its vanilla production.

UNDP supported capacity-building interventions (funded by the Global Environment Facility or GEF) that resulted in the recruitment and training of 63 eco-guards and 11 community mobilization specialists, separated into operational management units for protected areas. These efforts, accompanied by the allocation of resources, equipment and vehicles, enabled progress in remote monitoring of fauna and flora species, geo-referenced monitoring of biodiversity and zoning of protected areas. This supported the production of information publicly available on the ArcGIS global platform.

Awareness-raising led to observed behavioural changes in communities with respect to protected animal and plant species in the intervention sites. Thus, in the Mohéli Marine Park, due to the reduction of anthropogenic pressure, the number of turtle clutches, estimated at 1,500 between 2009 and 2010, increased to 11,405 in 2016. With the reduction of mangrove cuts, mangrove coverage was maintained over this same period.⁴⁶ Similarly, the health of coral reefs has improved significantly; their recovery rate reached 52 percent in 2017, exceeding the expectations defined in the CPD. Pressure on the beaches with the intensive extraction of sand for construction has also decreased significantly.

Villagers living in or around the parks have been grouped into committees to co-manage protected areas. A total of 54 committees comprising 1,860 people, including 930 women, have been strongly encouraged by UNDP to participate in this co-management. Innovative community initiatives consistent with the conservation objectives of protected areas have been identified, including with the support of UNVs, but to date, only six⁴⁷ initiatives have been able to find funding⁴⁸ for implementation.

Finding 9. UNDP has contributed to the establishment of a comprehensive institutional framework for disaster risk reduction and improved under-

standing of risks at the institutional level, but significant progress is still to be made at the local level, and at the population level in particular.

In addition to the national strategy for disaster risk management, technically validated in August 2014 and revised to include climate change-related risks, the country now has a team at the Centre for Disaster Information Analysis and Treatment trained on data collection and processing techniques. A geo-referenced digital database on disaster risk has been developed along with decision tools such as vulnerable area mapping of various hazards (volcanic, seismic, flood, cyclonic and anthropic) at three pilot sites, including the digitization of buildings. The team has a good command of the tool and is able to use it on a large scale, making data available to the National Platform for Disaster Risk Reduction and Prevention, which was created in 2013 and supported by UNDP during the previous programming cycle.

Similarly, UNDP contributed to improving the capacity of the Directorate General of Civil Security by supporting the national contingency plan's update and the organization of simulation exercises to test the country's capabilities in response to cyclone and flood emergencies. UNDP has also improved the operational capabilities of the Directorate General by providing vehicles and other equipment, and by supporting the establishment of community-based civil protection units throughout the country. A civil protection service is in place in each of the 18 prefectures. Actions carried out on the three islands focused on trainings on procedures in the event of an alert, evaluation of the losses and the damages in an emergency situation, and knowledge of the various hazards. However, progress still needs to be made on effective operationalization in the event of an alert, at commune and citizen level, as well as at the level of coordination among various stakeholders.

⁴⁶ Interview with the marine park team.

⁴⁷ 150 net fisher people in Anjouan, 130 farmers in Mohéli, 34 beekeepers in Karthala park and 25 fisher people have converted to ecotourism in Coelacanth park (RNAP annual report 2017).

⁴⁸ Funding of 10,000 EUR was mobilized from the French Facility for the Global Environment and the Commission for the Indian Ocean for income-generating activities on the island of Mohéli.

Finding 10. UNDP has been able to demonstrate, in the targeted areas of intervention, the merits of introducing adaptation and mitigation practices to strengthen the resilience of people to climate change.

UNDP has been able to demonstrate, from a few success stories,⁴⁹ the merits of introducing, through the CRDEs,⁵⁰ more efficient agricultural techniques and practices to sustainably manage soil and water, and combat the effects of climate change. Support was provided for the introduction of resilient seeds, improved breeds of cattle and goats, erosion control sowing techniques, rational use of water, and composting from plant and animal waste. This has allowed farmers to increase their yields and improve the quality of their products. Several farmers have already benefited from increased incomes, which in some cases have allowed them to create jobs by employing more labour. Working conditions have improved through mechanization, which has reduced the difficulty of farming tasks.

In addition to directly supporting farmer groups made up of the most vulnerable populations, the UNDP approach has also been, through the CRDEs, to pilot support for a group of so-called “farmer-trainers” chosen on the basis of their existing capacity (in terms of equipment, land plot size, livestock) and ability to produce positive results. They encourage farmers from neighbouring plots to benefit from their know-how, and more efficient use of plant and animal resources. The multiplier effect generated by this approach could progressively reach a larger number of people, including the most disadvantaged. The approach is still being implemented, and it is too early to assess its effectiveness.

By the end of 2016, about 1,169 people, including 443 women, had directly benefited from adaptation techniques, and resilient seeds and livestock, and about 615 people, including 318 women, now

have access to hydraulic facilities (tanks, eco-tanks, microbasins).⁵¹ However, only a few of the CRDEs supported by UNDP are financially viable and able to operate through the sale of their products, pending the availability of resources promised by the State.

Starting in 2017, the National Civil Aviation and Meteorological Agency, which has benefited from capacity-building by UNDP, began disseminating the first agro-meteorological bulletins. This has contributed to increasing the resilience of farmers and fisher people vis-à-vis climate variability and climate change. UNDP support has made the agency independent in terms of meteorological data, since it is now able to carry out various countrywide surveys on its own. Its weather forecasts have been changed from three days to one week.

Finding 11. Efforts to mitigate the effects of climate change have focused on drafting an energy strategy, including on the development of renewable sources of energy, but these efforts remain modest as they are still too recent or one-off.

At the central level, UNDP has contributed to the development and adoption by Comorian authorities of a clear vision for the energy sector, supported by a 2030 strategy, which, if implemented, should ensure the country’s energy security, access to stable energy for the entire population and a greater role for renewable energy in the country’s energy mix.

Preparatory assistance to promote geothermal energy began in 2016 with the financial support of the GEF. Efforts will gear up with continued GEF assistance in 2019, the culmination of a process to implement the recommendations of the International Symposium held in Moroni in 2008 on the valorization of the potential of the Karthala volcano. That same year, geological studies were carried out by a Kenyan geothermal company. Other

⁴⁹ 20 model stalls in the six intervention sites of the CRCCA project; development of 567 hectares for 1,417 farmers, including 602 women, due to several combined techniques such as the construction of 2,154 meters of linear dry stone walls, the mulching of plots with climate-resilient seeds (banana, cassava, etc.), the planting of 33,000 vegetable cuttings as hedges to protect 82 agricultural parcels and the spreading of 28,600 grass cuttings.

⁵⁰ There are 16 CRDEs in the Comoros, seven of which are functional. UNDP supports six CRDEs (two per island).

⁵¹ UNDP Corporate Planning System/Integrated Work Plan–Programme results.

geothermal exploration studies (geophysics, geochemistry and geology) took place from November 2014 to July 2015, funded by the African Union, New Zealand, the Comorian Government and UNDP. The very satisfactory results obtained enabled the Comorian Government, with the support of UNDP, to establish a strategy for mobilizing funds to finance drilling and a geothermal power plant.

UNDP's efforts in renewable energy have been rather modest given the potential and the immeasurable needs of the Comoros, which depends almost entirely on imported fossil fuels for its electricity production. According to "Tracking SDG7: The Energy Progress Report,"⁵² although the estimated share of renewable energy in total energy consumption is increasing, it comes mainly from traditional sources of biomass (wood and charcoal) used by rural households for cooking and ylang-ylang distilleries. This use of wood accentuates the problems of deforestation and land impoverishment.

During field visits, the evaluation team found that buildings renovated or built by UNDP were in most cases equipped with solar panels. However, their number is still limited.

Finding 12. In the area of poverty reduction, UNDP supports the trade sector to, in particular, promote exports of cash crops. Its normative interventions, started in the previous cycle, have fallen behind and are penalizing the achievement of expected results during this cycle, especially those on the ground for the benefit of producer cooperatives.

Trade, which is a lever for significant economic growth and development in the Comoros, and therefore a means of combating poverty, has become an integral component of SCA2D. The trade sector has been included in the DAD Comoros database, which has also benefited from UNDP support and aims to ensure a better coordination of official development assistance. This should enable the Comoros, given its limited market, to expand its possibilities, especially for cash crops, by eventually integrating in the global trading system. The Comoros is already

a member of the Common Market for Eastern and Southern Africa, and joined the Southern African Development Community in August 2017.

However, a prerequisite for the development of exports is to be able to guarantee the safety of products. UNDP support in this area has led to two draft laws, one on plant protection and the other on food safety, which have been adopted in Parliament, but promulgation is still in progress. Support also led to the drafting of six regulatory texts (decrees) on the quality control, inspection and certification of products, including those from fishing, a buoyant sector in the Comoros. All are currently under approval by the minister in charge of agriculture. Similarly, the decree establishing the National Office for the Control of Fishery Products was developed in 2013 but is still awaiting signature. Delays in setting up certification institutions and procedures have certainly had an impact on the Comoros' export products, particularly on cash crops. The frequent leadership changes in government institutions and the weakness of political leadership, which result in long delays in decision-making and approval of laws, are obstacles to the achievement of UNDP outcomes and more broadly of the country's development objectives.

2.3 Factors

This section of the report responds to the question: What factors contributed to or hindered UNDP's performance and, eventually, the sustainability of results?

Finding 13. UNDP has reinforced its programmatic approach by continuing the cross-cutting approach at the thematic level initiated during the previous programming period. Combined with a better integration of different interventions to enhance their complementarity, efforts towards continuity and a phased approach, as well as steps to target beneficiaries in the same areas of intervention, UNDP's strategy could have more significant effects on the resilience of populations.

⁵² See: <https://trackingsdg7.esmap.org/country/comoros>.

The evaluation team observed that several interventions in different components of the programme are integrated and complementary. All of these interventions converge towards poverty reduction and the resilience of communities and institutions to crises and climate change. For example, governance elements are integrated across the components of sustainable development and resilience. In addition, support for the development of value chains in cash crops contributes to improving the living conditions of local populations through job creation and access to credit. The structuring of producer groups into cooperatives makes it possible to empower actors and promote associative governance through management, transparency and accountability within their structures. Through the development of a national network of marine and terrestrial protected areas, UNDP contributes to the protection of the environment, but also to the reduction of unemployment by offering jobs to young people (e.g., in the case of eco-guards) and to local development through the creation of income-generating activities in protected areas. Supporting the CRDEs and communities to cope with climate change and improve production capacities also constitutes interventions for local development and the well-being of the population.

The country programme includes a combination of normative interventions and field activities. In accordance with its usual mandate, UNDP has intervened at the central level in the form of advisory support, advocacy and the provision of expertise to ministries for strategic considerations (organization of national conferences) and the elaboration of policies and bills, as well as in terms of capacity-building. But it has also intervened massively, throughout the Comoros territory, at the community level, in the form of technical assistance projects aimed at demonstrating the effectiveness of approaches and techniques. Emphasis was placed on capacity-building in the broad sense, meaning that support included recruitment of staff, technical and management training,

procurement of equipment and vehicles, and the coaching of beneficiaries.

The intervention strategy and actions to achieve the programme's objectives have been clearly defined in the CPD. In general, the indicators presented in the results framework are SMART: They provide good information on programme outputs,⁵³ they are measurable both quantitatively and qualitatively, and baseline data clearly show the baseline and the target to be reached. On the other hand, the programme does not present a clear theory of change, which does not favour a good comprehension and analysis of the CPD. The objectives as formulated in the programme document are very ambitious. The title of each outcome is also incomplete in relation to the intermediary outputs that make up the objectives. For example, the outputs pertaining to electoral processes, conflict prevention and conflict management are not clearly included in the overall objective, while they are an integral part of the programme, which also includes support for decentralization, local development and support for public administration reform. Together, these outputs should contribute to the achievement of UNDAF outcome 3: "State and non-state institutions exercise better political, administrative and economic governance in relation to human rights and resilience practices." Assumptions regarding the implementation of the programme and the achievement of the expected outcomes are also not sufficiently identified.

Finding 14. Overall, through its mobilization capacity and its credibility, UNDP has built appropriate partnerships that have had a largely positive impact on progress made in achieving expected results. However, these partnerships are still insufficient, and the partnership with the Comorian Government has not yet resulted in a strong commitment from national partners on the UNDP programme. For some technical interventions, outside its field of expertise, UNDP intervened alone, which hindered the smooth implementation of projects.

⁵³ With the exception of output indicator 2.1. Also, indicator 4.3 does not provide information on the baseline or the target for the islands.

Finding and establishing partnerships has been a regular feature of UNDP interventions, and its efforts in this area have been commendable in the 2015-2019 cycle at various levels.

UNDP is a key partner of the Government. It enjoys a very good image and is well appreciated by national partners. In addition to partnerships between UNDP and government institutions, UNDP has also facilitated partnerships among state institutions. This is the case, for example, in collaboration to ensure the collection, exchange and dissemination of data among different public institutions⁵⁴ for the preparation of agro-meteorological bulletins, as part of the “Enhancing adaptive capacity for increased reliance to climate change in the agriculture sector in the Union of the Comoros” (CRCCA) project. However, there are limitations. National partners believe that they are not sufficiently involved in the preparation process of UNDP-funded projects, particularly with respect to project formulation, monitoring and implementation, while they are expected to work in close collaboration. From their perspective, UNDP did not communicate sufficiently about the programme and would only call on national partners for validation meetings or signing documents. At the island level, officials brought up the lack of partnership with UNDP, which works directly with central authorities. The preparation of annual workplans at the central level does not promote the involvement of island institutions.

UNDP is trying to involve national partners by having them participate in the various project steering committees,⁵⁵ and inviting them to work meetings and information exchanges. Nevertheless, the frequent changes of staff in the ministries and sectoral

directorates do not allow effective continuity in the collaboration with UNDP, in particular in the elaboration and implementation of projects, and in ensuring institutional memory. The lack of financial contributions to the projects by the Government (cost-sharing) reflects the lack of commitment of national partners. This weakens partnership and is an obstacle to the quality of the performance of the country programme.

UNDP has developed some support for civil society organizations, such as in setting up the National Citizen’s Watch Platform. UNDP also worked with civil society organizations in awareness campaigns during the 2016 elections. In terms of gender mainstreaming, the partnership with the Women in Politics Platform resulted in the drafting of a letter submitted to candidates on the mainstreaming of gender in their programmes for the second round of elections. Partnership with civil society organizations remains limited, however, and consists of ad hoc support that does not contribute much to the sustainability of interventions and the appropriation of the programme by these organizations. Most often, support for civil society stops once funding is finished.

UNDP called on media for communication, awareness and environmental education activities.⁵⁶ Development associations and those working for the protection of the environment, of which only a small number are structured entities, were engaged for awareness-raising⁵⁷ and development initiatives.⁵⁸ The University of the Comoros took part in the training of stakeholders (communities, eco-guards, island units in charge of the environment, the Directorate General for the Environment

⁵⁴ National Agency of Civil Aviation and Meteorology; General Directorate of Agricultural Strategy and Livestock; National Research Institute for Agriculture, Fisheries and Environment; General Directorate of Civil Protection and the CRDEs.

⁵⁵ See the CRCCA, ACEFER and RNAP projects.

⁵⁶ Ten partnership agreements were signed with community media to disseminate awareness and environmental education messages on protected areas under the RNAP project.

⁵⁷ NGOs such as the Women’s Platform for Sustainable Development and Food Security and the National Network for Women and Development have contributed to improvement in food safety knowledge through an awareness campaign on the three islands, Grande Comores, Anjouan and Mohéli. Awareness-raising campaigns for producers and professional associations on the rational use of pesticides and methods of controlling plant pests were carried out by two local NGOs on the three islands, MLEZI NGO in Anjouan and Mohéli, and NARILE NDRO NGO in Ngazidja.

⁵⁸ Appeal to the Association of Friends of Nyombadjou for the realization of maintenance work and site development (RNAP project). Collaboration with the association 2Mains for the purchase of home-made stills as part of the ACEFER project.

and Forests, protected areas management team) on issues related to the co-management of protected areas and to conduct studies.⁵⁹ The project “Improving the competitiveness of exports in the vanilla, ylang-ylang and clove sectors” (ACEFER) enabled the establishment of a partnership between producers’ cooperatives in commercial value chains and the Meck and Sanduk financial institutions to facilitate access to finance.

At the regional and international levels, UNDP has called on partners such as the Cousteau Foundation for training on the co-management of marine areas and the mobilization of funding. It partnered with the World Wide Fund for Nature for a study on coral reefs under the project “Development of a national network of terrestrial and marine protected areas representative of the unique natural heritage of Comoros and co-managed with local village communities.” It joined service providers with the required expertise, such as the Jacobs company from New Zealand, for the geothermal development programme.

As for other United Nations agencies, UNDP has collaborated with them on an ad hoc basis. As part of the project “Strategy for Strengthening the Sanitary and Phytosanitary System in the Comoros,” it partnered with the World Health Organization on a public awareness campaign on food safety, including through the development of a booklet for primary schoolchildren. UNDP worked with the Food and Agriculture Organization in conducting diagnoses of the fisheries and agriculture sectors and food safety with a view to developing sectoral plans of action. A partnership with the United Nations Office for Humanitarian Affairs (OCHA) aims to update the national contingency plan for disaster management. Marine environmental risk assessment on all three Comoros islands has been done in partnership with OCHA and the United Nations Environment Programme. UNICEF

supported the 2016 elections and UNFPA supported in the area of peacebuilding.

But these collaborations are still insufficient especially in projects requiring interventions outside the scope of UNDP’s competences, such as the construction of hydraulic works or buildings, or the choice of technical equipment. These activities would have been more successful if implemented with or supported by advice from specialized agencies.

UNVs have made fundamental contributions where they were engaged in the technical supervision of the CRDEs, the coaching of communities or the realization of studies.⁶⁰

Regarding partnership with other technical and financial partners, UNDP runs and coordinates the Development Partners Forum, but currently it is not very active. Since 2016, a low level of coordination between these partners and the Government has prevented any collective development initiative. In the field of protected areas, the AFD remains the key partner of UNDP. Despite favouring different approaches, UNDP and the AFD agreed to pool their efforts to boost the creation of an Environmental Fund in the Comoros. The African Development Bank has provided UNDP with funding of \$832,000 under the “Road Network Rehabilitation Project”⁶¹ for setting up income-generating activities contributing to women’s empowerment in areas covered by the programme. At the time of the evaluation, activities had not started.

Although the number of conventional partners is limited in the Comoros, synergies between programmes and projects and aid coordination are considered insufficient in the opinion of some members of the aid coordination group. According to some partners, UNDP often acts alone and does not communicate much about its activities.⁶² Some partners admit to not being aware of what UNDP is doing in the Comoros. This lack of communication

⁵⁹ Study on invasive species, biological study on the land zones of protected areas (RNAP project).

⁶⁰ Study on income-generating activities in each community targeted by the RNAP project to reduce the pressure on biodiversity.

⁶¹ This project (2017-2021) aims to rehabilitate the road that goes from Moroni to Fomboni (Ngazidja) and the road from Moya to Sima (Anjouan).

⁶² For example, UNDP water interventions are not known by partners involved in the same area.

does not favour the pooling of efforts to achieve more impact through the interventions of the different partners.⁶³ Some representatives of the island authorities questioned the redundancies between projects funded by different donors who sometimes intervene in the same field or on the same sites without knowing it, and without seeking to capitalize on or learn from what has already been done.

Finding 15. Knowledge management has been generally very satisfactory at the country office level, among UNDP projects, and in some cases, with some United Nations agencies. It has allowed for more coherence and integration in the country programme, which should translate into better achievement of results.

At the country office level, the programme approach translated to a unit decompartmentalization approach that has led to a virtual interchangeability of managers and similar levels of information shared among programme officers as well as between the programme and operations sections. This has helped to improve the office's performance in the context of limited human and financial resources, and reduce the processing time for requests for support services from the national side, even if they can still take too long, according to some.

Real efforts have been made to capitalize on the results of completed projects. This is the case, for example, with the RNAP project, where the design was based on the results of the projects "Capacity building of grass-roots community organizations and promotion of volunteering as a model for village community involvement in achieving the MDGs in the Comoros" and "Karthala Volcanological Observatory."

For ongoing projects, the evaluation also noted efforts to seek synergies and complementarities, particularly in the field, among several UNDP-supported projects. This has been the case for the CRCCA and sanitary and phytosanitary projects

through fruitful collaboration among CRDEs supported by the former and non-governmental organizations (NGOs) in a food safety awareness campaign. It involved producer associations, professional structures supporting farmers and exporters, the National Directorate of Agriculture and Livestock, and agricultural directorates at the island level. Another example is the collaboration between the ACEFER project, which aims to improve the competitiveness of vanilla, ylang-ylang and clove exports by developing the operational knowledge and know-how of actors in these sectors, and the CRCCA project, which supports the establishment of vanilla growing fields.

Similarly, and as presented earlier, UNDP has used tools and approaches developed by other agencies or used their expertise, such as that of the World Meteorological Organization for training in the field of meteorology, and UNICEF in the case of the 2016 presidential and governor election for awareness-raising around child protection and rights in political programmes.

The "Family Farm Productivity and Resilience Project" financed by the International Fund for Agricultural Development had planned in its design document to establish synergies with the CRCCA project regarding the exchange of agricultural technical standards, anti-erosion measures, improved varieties adapted to climate change and the experience of the "farmer-trainer," but, at the time of implementation, the project was not intervening in the same sites with UNDP, which would have enabled it to reinforce still fragile achievements or to learn from UNDP's experience.

The evaluation also noted efforts made to promote South-South cooperation, in the form of study tours and sharing of expertise at regional or international levels. A study tour on phytosanitary services was organized at the National Office for Sanitary Security of Food Products in Rabat, Morocco. Senior management of the Directorate General of Civil Protection received training in the field of civil protection in Burkina Faso. An institutional partnership

⁶³ For example, a lack of communication between projects on access to drinking water financed by the AFD and UNDP.

has been established with Senegal for the establishment of a geographic information system. In the livestock sector, the Comoros appealed to the Agricultural Research Council of South Africa for the improvement and enhancement of livestock productivity through intensive livestock farming. Cooperation was fostered with the Regional Integrated Multi-Hazard Early Warning System for the Afro-Asian Region for the development of climate change vulnerability forecasting models. Furthermore, two officials of the National Agency for Civil Aviation and meteorology are being trained for three years at AGRHYMET in Niger as part of the CRCCA project. During the 2016 presidential and governor elections, UNDP asked the Gorée Institute to provide its expertise in the management of electoral processes.

Finding 16. The approach adopted for sustainability is not optimal as it most often involves planning new phases for projects that are coming to an end, which does not promote proper national ownership or scaling up.

Sustainability to date is largely driven by UNDP's ability to mobilize resources for funding new phases for completed projects in order to consolidate or complement the results already achieved. For example, the community organizations project⁶⁴ prepared communities and conducted preliminary ecological studies to feed into a request for GEF resources for the implementation of the RNAP project. It has sought to consolidate prior achievements and continue the process of creating and managing terrestrial and marine protected areas planned at the national level, in accordance with the objectives of the National Environmental Policy and the Action and Conservation Plans drawn up for this purpose.

There are some examples of sustainable results in the transfer of skills to national stakeholders. In fact, with UNDP support on planning and statistics, the Institut Nationale de la Statistique et des

Etudes Economiques et Démographiques (INSEED) is now able to train statistics teachers. Earlier, UNDP and UNFPA sent national officers for trainings in Dakar and Yaounde. INSEED now provides technical management and data analysis for the General Census of Population and Housing, and works with the General Planning Commissariat to monitor the SCA2D indicators, specifically through the project "Support to Planning and Coordination of Government Action." Finally, national partners were able to ensure the preparatory work for the revision of the SCA2D without external support. These are good examples of national ownership that deserve to be highlighted despite the financial difficulties facing INSEED, which are an obstacle to the sustainability of its achievements.⁶⁵

However, the evaluation has generally noted weak ownership of projects at the national level, which results in a low financial contribution and almost systematic dependence on international development assistance. Commitment to island-level institutions in terms of implementation and monitoring has been limited.

For pilot projects, there is not always an exit strategy to build on fragile results and cope with the significant needs of the structures supported, or to scale up successful pilot interventions.

The evaluation also found that most major results were achieved by the end of the project, leaving little time for consolidation, and that some critical activities started late, delaying the achievement of the initially expected transformational changes. This is the case, for example, of the research activities of a trust fund financing mechanism intended to sustain the functioning of protected areas, or of financing intended for the implementation of income-generating activities to benefit the communities living in or near the parks. These key activities started too late, often at the end of the project. This is also the case for some projects in the area of governance. Some success stories in this

⁶⁴ "Développement des capacités des OCB et promotion du volontariat en tant que modèle d'implication des communautés villageoise pour les réalisations des OMD aux Comores."

⁶⁵ Due to a lack of resources, INSEED has difficulties maintaining its data information system and regularly monitoring statistics.

area—the CENI and the National Citizen’s Watch Platform, for example—have not been consolidated or capitalized upon.

Finding 17: The country office made significant efforts to take gender, human rights and environmental dimensions into account in project design and implementation. However, initiatives for gender equality have been ad hoc. The results do not yet involve real behavioural changes.

Between 2015 and 2017, the country office significantly increased its spending on projects where gender is an important goal (GEN2). At the same time, expenditures for projects without an explicit gender dimension (GEN0 or GEN1) have remained stable. See Figure 4.

The environment thematic area has most of the expenditures classified as GEN2, while the area of governance is the only one to include a GEN3

project, where gender equality is the main objective. See Figure 5.

During the 2015-2019 cycle, UNDP advocated systematically to increase economic opportunities for women and youth as vulnerable groups, and create the best conditions for the full deployment of their creative and innovative potential in all sectors, particularly in the areas of environment and climate change. For example, on the International Day for the Eradication of Poverty, a call for projects was launched under RNAP for young people under 35 years of age.

UNDP has encouraged the participation of women in eco-guard training. Of the 13 eco-guards in the Mohéli Marine Park, 6 are women. In Anjouan, 20 eco-guards, including 15 women, were deployed between Tringui Land Park and Shissiwani Marine Park. In addition, project staff received training

FIGURE 4. Expenditure by gender marker and year (millions of US\$)

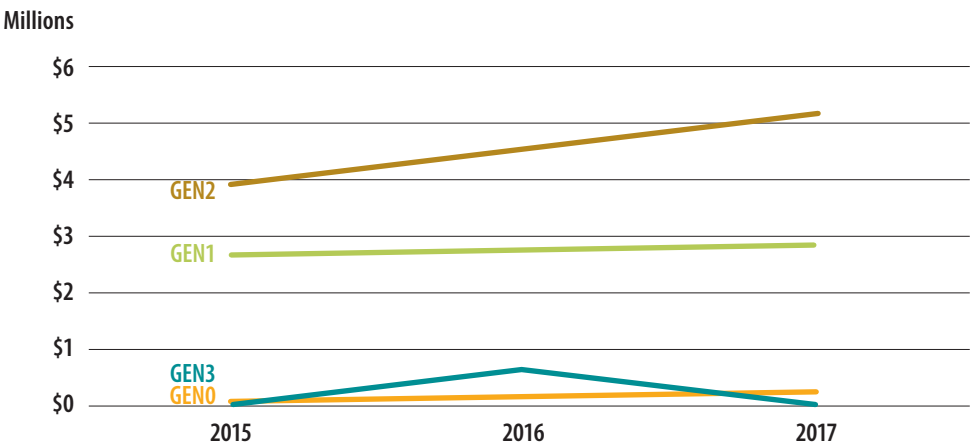
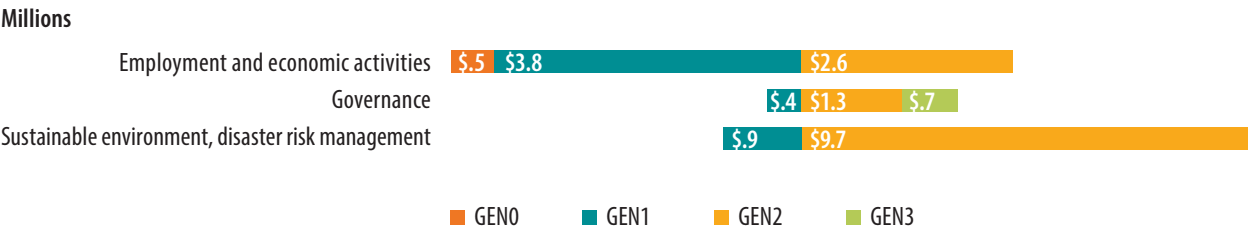


FIGURE 5. Expenditure by gender marker and outcome, 2015-2017 (millions of US\$)



Source: UNDP Atlas 2018.

on the importance of respect for gender equality in everyday life and in the execution of United Nations-funded projects as well as activities of the future National Agency for the Management of Protected Areas in the Comoros. Project progress reports present data disaggregated by sex.

Under the CRCCA project, the State made 164 hectares available to the CRDE of Dibwani-Hamalingo to benefit young people wishing to start farming. Women benefited almost as much as men from training in selected climate change adaptation techniques/technologies in the six intervention sites (composting, mulching, drywall construction and contour drawing). The ACEFER project also encouraged the involvement of young people and women. Women who once were mainly members of a workforce devoted to picking vanilla beans have become managers and decision-makers within the constituted cooperatives.

UNDP has also advocated for women's participation in politics. Thus, the electoral code now provides for the mandatory presence of women among the members of the permanent CENI office. Today, out of five office members, two are women. The electoral code also stipulates that women comprise 30 percent of candidates in municipal elections. Currently, out of the 54 communes, four mayors are women. All communal offices have at least one woman, but since the town halls are not yet operational, the contribution of these women is difficult to measure.

UNDP has also promoted women's participation and the strengthening of their role in conflict prevention and management, including related to electoral violence. Women and young people made a significant contribution to securing presidential and island governor elections in 2016, with women's organizations making up 40 percent of the youth and women's platform for peaceful and credible elections. Women were represented on the platform steering committee (38 percent) and among the 375 observers mobilized (40 percent). They were deployed as monitors of violence (31 percent) and as teleoperators (60 percent). The participation of women in electoral processes has

enabled them to assert themselves as key actors and partners in the field of conflict prevention and management, including election-related conflicts. Their status as "women leaders for peace" has been confirmed, yet by the end of the project, the results had not been consolidated.

In the field of security, the establishment of differentiated quarters for women and men in police stations on the three islands, the Anjouan National Police School and the military barracks of Ongoni (Anjouan) contribute to the integration of women in the defence and security forces. The fact that women no longer have to share common places (toilets, showers) with men means that their physical integrity is protected, and human rights are respected.

In terms of human rights, access to water, which is a priority in the Comoros, is a gateway for several projects that have enabled some rural communities that cannot afford to connect to the drinking water network to access drinking water through fountains. Human rights principles were also taken into account through training provided to the police, Army and gendarmerie, as well as civil society organizations that benefited from UNDP support during the elections.

With regard to the inclusion of vulnerable populations in the implementation of the programme, the evaluation found that in terms of support for agriculture and livestock, vulnerability is presented not from a human angle but from a geographical one. The goal is therefore not to help "vulnerable" or "poor" and "destitute" populations (especially women, children, youth and people with disabilities). It is rather to help agricultural populations living in vulnerable areas to cope with climate change by offering them new methods of adaptation and new farming techniques. On the other hand, vulnerable populations are well considered in interventions relating to the support of cash crop value chains. The interventions target specifically a certain category of women (crop pickers) who had no income to improve their financial conditions.

In agriculture and the livestock sector, the demonstration activities carried out so far have not

targeted the most vulnerable people. They have focused on people with existing farming experience, who could be examples for others to follow. However, they have been implemented in sites identified as being the most vulnerable to climate change and vulnerable in social terms. They should ultimately benefit a greater number of people, especially if they are scaled up.

The environmental dimension is central in interventions for the protection of marine and terrestrial protected areas, but also factored into techniques supported by the CRDEs to deal with environmental problems, for example, soil erosion and landslides.

Finding 18. Most projects implemented under the sustainable development component are financed by international aid from traditional or non-traditional donors, and have little or no national contribution. UNDP faces considerable challenges in mobilizing resources to fund the activities planned in its programme on political, administrative and economic governance.

UNDP has successfully mobilized financial resources for climate change adaptation issues from the GEF and the Least Developed Countries Fund. It has also demonstrated a good ability to mobilize financial resources from other technical and/or financial partners,⁶⁶ including some non-traditional donors for projects on poverty reduction and the environment (Figure 6). It has managed to leverage its own resources (TRAC) and use them in a catalytic way. For example, it used \$200,000 in TRAC funds for preparatory assistance to formulate a project to be submitted to the Green Climate Fund for \$30 million and used \$60,000 for a project to be submitted to the GEF for the development of geothermal energy.

However, with regard to the governance component, opportunities for resource mobilization are more limited. The presence of partners intervening in governance does not predispose the country office to benefit from financing by them, with each

wanting to “hold up its flag” to highlight its interventions. UNDP is a historic partner in the field of elections, with interventions generally funded by the European Union. In recent years, however, the country office has not received any European Union contribution in this area, as funds are now entrusted to a European NGO (European Centre for Electoral Support), which leads the management of electoral operations. Other donors such as France and the World Bank no longer provide funding. Expenditures on governance in 2015-2017 amounted to only 10.5 percent of total programme expenditures.

The absent, insufficient and late mobilization of financial resources has prevented the implementation of projects, and undercut the effectiveness and efficiency of the governance programme. For example, the “Support to Planning and Coordination of Government Action” project started very late. The national counterpart had to advance the funds to start the project. Other projects are still under development, which may delay the mobilization of funding.⁶⁷ Indeed, slow preparation and validation of projects at the office level has had a negative impact on resource mobilization in real time. Resource weakness has led to delays in project implementation, resulting in low implementation rates and poor programme performance.

The use of budget resources has been optimized through the search for synergies between country office projects, particularly between RNAP and CRCCA projects that operate in the same sites and often with the same mutually reinforcing structures. This is also the case with the GEF’s Small Grants Program, which is involved in building the capacity of associations and other grass-roots organizations in the field of the environment, in addition to the interventions of other UNDP projects and in the same sites.

The Government’s financial contribution to the financing of the programme is almost non-existent.

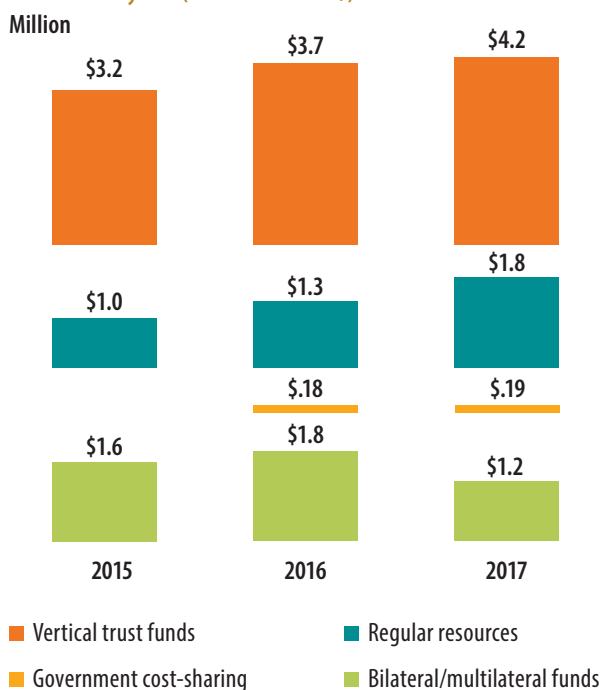
⁶⁶ Examples include the African Development Bank, Enhanced Integrated Framework, International Union for Conservation of Nature, French Facility for the Global Environment/Indian Ocean Commission and the Cousteau Foundation.

⁶⁷ This is the case of the “Capacity Building for Local Governments to Address Climate Change” project, which must be validated before being submitted to the GEF.

The national contribution usually takes the form of an in-kind contribution, the provision of premises, parcels of land and personnel, but this is not always done on time, thus causing delays in the start-up of projects. The lack of cost-sharing by the Government has prevented the successful completion of a number of projects⁶⁸ and the achievement of the objectives of the UNDP programme.

Some difficulties also stem from the fact that not all projects are proceeding at the same speed, and some expected results from projects implemented with UNDP support that would be needed by others are not available in a timely manner. Results such as the adoption of bills or decrees that are not available due to the slow approval procedures of the national institutions or the difficulty in enforcing the laws impede the smooth operation of other projects.

FIGURE 6: Total expenditure by fund category and year (millions of US\$)



Source: UNDP Atlas 2018.

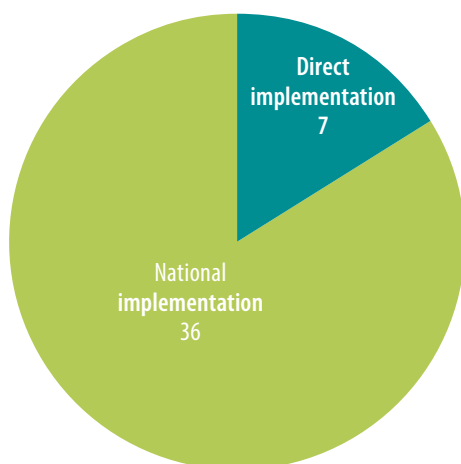
There are a few cases of inefficient use of resources that resulted from a poor choice of suppliers of goods and services for interventions (construction of buildings, hydraulic structures) in areas outside of UNDP's competences.

Finding 19. UNDP provides strong support to national execution due to the lack of capacity in the administrative and financial management of projects. This allows it to be compliant with its own rules and procedures. But weaknesses are not sufficiently addressed by training due to the frequent rotation of national project teams. Monitoring activities do not adequately reflect progress to achieve the expected results, and there are few evaluations.

In terms of implementation, UNDP focuses on national execution, i.e., implementation by national partners to strengthen their technical and institutional capacities, and ensure a gradual transfer of skills (Figure 7). Some national partners seek to go beyond training and to integrate functioning project management tools so that the implementation of these projects can evolve towards full national implementation. However, partners have weak understanding of UNDP rules and procedures for project management. The frequent changes of interlocutors at the level of the administration do not make it possible to establish an institutional memory and a transfer of skills that can be sustainable. UNDP is trying to address the structural weaknesses of the administration by supporting project implementing partners in developing terms of reference, in launching consultations, and in tendering, contracting and so on. Payment for service providers or providers of goods is made in the form of direct payment requests to UNDP, but these are often delayed, in particular due to the non-compliance of the submitted files, which affects the smooth operations of projects. The absence of a procedural manual at the level of the national administration limits collaboration. UNDP is planning to develop an adapted manual of procedures that it will share with national partners to have a common legal basis for the work.

⁶⁸ Some infrastructure built with the support of UNDP is not operational because the Government did not comply with its commitments (the police stations in Anjouan and Mohéli are still not equipped, suspension of the work of the Chindini police station).

FIGURE 7: Implementation modality, number of ongoing projects, 2015-2017



At the project level, activity reports are regularly prepared by project coordinators and/or monitoring officers to report on the degree of achievement of activities in relation to the annual workplan. The activity reports provide more information on the number of activities carried out and the corresponding expenses than on the quality of support. There is little information on the results achieved or likely to be achieved in terms of transformational change even though theories of change are developed more frequently in project design. The monitoring of biodiversity protection is well assured,

however, because it constitutes an activity of the RNAP project.

In general, documented follow-up is irregular or non-existent on the part of national parties or at the level of the beneficiaries of projects such as CRDEs, associations, national institutions, etc. At the island level, institutions and local authorities are not sufficiently involved in the implementation and monitoring of projects, which limits ownership by local and regional authorities. The island commissioners are represented in the steering committees of UNDP projects, particularly through the technical directorates. The lack of communication between island-level structures, the absence of rules establishing accountability within the administration, and frequent changes in staff and administrative frameworks hinder the continuity of information.

At the programme level, monitoring of country programme performance indicators was complicated by the departure of the monitoring and evaluation officer in mid-2017. A few project evaluation reports are available,⁶⁹ but the country office did not undertake any outcome evaluation during the cycle. Evaluations are done at the end of projects. Even midterm evaluations made available to the evaluation team were carried out quite late in the project implementation period. This does not, therefore, help to take timely action in the event of deviations from the intended objectives.

⁶⁹ The final evaluation of the project "Adapting Water Resources Management in the Comoros to Expected Climate Change" (2011-2016) was conducted in June 2017. The midterm evaluation of the CRCCA project (2014-2018) was carried out at the end of 2017.



CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
sustainability MANAGING FOR RESULTS responsiveness COORDINATION AND DEVELOPMENT responsiveness
COORDINATION HUMAN effectiveness COORDINATION AND PARTNERSHIP sustainability
COORDINATION relevance sustainability MANAGING FOR RESULTS responsiveness HUMAN DEVELOPMENT effectiveness
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effectiveness COORDINATION efficiency COORDINATION AND PARTNERSHIP sustainability
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COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS
COORDINATION AND DEVELOPMENT responsiveness NATIONAL OWNERSHIP sustainability PARTNERSHIP

This chapter presents the evaluation team's main conclusions on UNDP's performance and contributions to development results in Comoros, **its recommendations** based on the key findings presented **and the management response.**

3.1 Conclusions

- **Conclusion 1.** For the 2015-2019 programme cycle, UNDP has maintained the programmatic approach it adopted in the previous cycle, and has planned interventions that are relevant to specific challenges of an LDC and SIDS. However, it has set very ambitious objectives that will be hard to achieve in the given time and in the Comorian context, which is characterized by governance challenges that hinder the smooth running of projects and affect the results achieved.

Indeed, UNDP is maintaining the approach initiated in the previous cycle aimed at refocusing its interventions, both at the geographical level and at the level of the target groups, seeking synergies and complementarities between its various projects, and capitalizing on results already achieved. Several interventions respond specifically to the challenges of Comoros as an LDC and SIDS, including those related to productive capacity, rural development, access to international markets and environmental vulnerability. However, UNDP's target for its 2015-2019 country programme is to achieve three of the outcomes defined in the UNDAF. As formulated, these are too ambitious to be achieved by UNDP alone, with its human and financial resources, in such a short time and given the Comoros' governance challenges. At the operational level, results are affected by delays in the implementation of projects that are due to several factors, such as insufficient capacities and involvement of national counterparts, a significant rotation of those responsible, and slow decision-making, particularly in regulatory decisions. Delays in obtaining certain results on which other projects depend can have a negative effect on the successful execution of the programme and delay the achievement of expected objectives.

- **Conclusion 2.** The results achieved by UNDP interventions are variable: low for the governance component and more promising for the sustainable development and resilience components, as signs of transformational change are perceptible at the individual level.

The results obtained in the governance component are far from the expected results. Most of them are limited to the implementation of activities or achievements whose impact is difficult to measure because of their one-off nature, their fragility or the fact that the project activities have not been finalized yet. Some could have been consolidated and scaled up, like the National Citizen's Watch Platform, which in the long term could well be the reference mechanism for the engagement of citizens in the prevention and management of conflicts in the Comoros.

Regarding the sustainable development and resilience components, UNDP interventions at the central level have effectively strengthened and operationalized a number of public institutions. If they continue to receive the financial support they need, structures such as the Vanilla Office, the Directorate General of Civil Security, the Centre for Analysis and Processing of Information, the National Agency for Civil Aviation and Meteorology and the registry of cooperatives will be able to use and put the knowledge and know-how they acquired into practice. This is also the case at the local level for UNDP-supported pilot CRDEs, and farmers' and producers' cooperatives, whose income and resilience to climate change have increased through the adoption of new practices and technologies for adaptation and mitigation introduced for demonstration purposes. In terms of biodiversity protection, behavioural changes in the population with respect to protected animal and plant species have been observed following awareness-raising efforts.

Efforts to promote renewable energy have remained modest and consisted of supporting the Government in developing its energy strategy as well as preparing a request to the GEF for the development of geothermal energy. At the local level, solar panels for autonomous power generation have been provided to certain beneficiaries such as the CRDEs.

- **Conclusion 3. The sustainability of UNDP interventions is low. The strategy for sustainability is essentially based on UNDP's capacity to find additional external funding for the consolidation or the continuity of project activities. The results in general remain fragile.**

With the exception of planning and statistical support where there is a real transfer of technical expertise, the sustainability of UNDP interventions is low. Indeed, given the limited financial and technical capacity of national partners, there is a very strong focus on mobilizing resources by the country office and the Government for the development of new projects that do not necessarily introduce new approaches but, in some cases, are implemented to complete results not achieved by previous projects in the allocated time. This approach tends to create national dependency on international aid and leads to a lack of ownership. The difficulties encountered by UNDP in mobilizing resources, particularly as regards the governance component, lead the country office to orient its interventions in relation to the priorities of donors, at the risk of undermining the real needs of the country.

- **Conclusion 4. The UNDP programme has made notable efforts to promote gender and human rights in a difficult context characterized by cultural resistance.**

Mainstreaming of gender and human rights occurs in both the design and implementation of the programme. In the governance area, the country office advocated for women's participation in politics. It also encouraged women to engage in the prevention and management of conflicts, including electoral violence, by promoting a part-

nership with women's organizations, although there was no follow-up of the process after the end of the project. The integration of women into the defence and security forces has also been promoted. The principles of human rights have been integrated in various trainings given to civil society organizations and members of the defence and security forces so they would apply the principles in their daily lives and encourage other people to do the same.

In the area of the environment and climate change, the country office has promoted gender parity in committees and training activities. The results have been modest, even though there is progress given the cultural context. It also advocated for women and youth to increase economic opportunities for these vulnerable groups and create the best conditions for the full deployment of their creative and innovative potential in all sectors. Access to water is a recurring theme in the projects implemented, in that it is a priority in the Comoros and a fundamental human right.

- **Conclusion 5. The UNDP programme has been relatively successful in developing diverse partnerships and South-South cooperation.**

During the 2015-2019 cycle, UNDP sought to facilitate and/or establish numerous partnerships, including among public institutions to foster collaboration and limit compartmentalization, and by calling on national media, foreign partners, United Nations agencies, and other technical and financial partners for services or know-how. Communication gaps have sometimes been noted and have led to redundancies and inefficiencies. Some partnerships have been developed with entities in neighbouring countries or in countries facing similar challenges, thus promoting South-South cooperation. This has helped to fill certain skills gaps at the national level and to allow several Comorian institutions to benefit from the experience of other countries.

- **Conclusion 6. UNDP adequately monitors the implementation of its programme and projects,**

but it is not sufficiently results-oriented and does not rely on evaluations, of which there are too few. National counterparts' monitoring capacity remains weak at the union, island and local levels, due to a lack of resources and monitoring culture.

Indeed, regular monitoring of progress towards expected outcomes, as well as independent

evaluations, would allow the country office to make the necessary adjustments to achieve its objectives during the implementation of its programme and projects, and to learn from the experiences for future programming. In addition, the lack of a culture of monitoring and the means to do so at the level of national partners constrain prospects for improving the performance of UNDP interventions.

3.2 Recommendations and management response

Recommendation 1.



Good governance is essential for sustainable development and is the main challenge facing the Comoros. UNDP needs to review and strengthen its governance programme. It should also further develop cross-cutting interventions supporting governance.

At the time of the evaluation, the country office was preparing a project document entitled "Strengthening Democratic Governance and Peacebuilding in the Union of the Comoros."⁷⁰ Some aspects of governance issues, including the fight against corruption, the protection of citizens' rights and freedoms, access to justice, reporting on the state of governance, and the prevention and management of conflicts are developed in the project document to varying degrees. UNDP should continue its efforts to strengthen both its governance programme and cross-cutting interventions supporting governance, as governance issues and more specifically the application of laws and related decrees, agreements and contracts are fundamental to achieving results and ensuring sustainability in all sectors of the Comorian economy. The rule of law, social cohesion as well as decentralization and local development, including the effective transfer of skills and resources to the communes, are all key areas. Given UNDP's limited resources, integrated programmes should be further promoted, the development of synergies with other development partners active in these areas should be prioritized, and the involvement of national authorities should be strengthened to ensure national ownership and sustainability of interventions. UNDP should also build the capacity of civil society associations and organizations to professionalize them, and collaborate with them beyond awareness activities. Increasing their ability to take action independently and become alternatives to public administration would enhance sustainability.

⁷⁰ The objective of the project is to "build capacity for the creation of an enabling environment for governance, protection of rights and freedoms, as well as capacity building to better prevent and effectively manage socio-political conflicts in the Union of the Comoros."

**Management
Response:
Agreed**



The management accepts this recommendation and has already initiated some cross-cutting interventions supporting governance.

Key actions	Time-frame	Responsible	Tracking	
			Status	Comments
A new democratic governance and conflict prevention management project covering the period 2018-2021 is being developed.	February 2019	Deputy Resident Representative Assistant Resident Representative/ Programme Programme analyst, governance		
The country office will mainstream the approach of integrating a governance capacity-building component into all UNDP-supported projects.	On track	Deputy Resident Representative Assistant Resident Representative/ Programme Programme analyst, governance		

<p>Recommendation 2.</p> 	<p>As electricity is an essential factor of production for the country's economic development, and given high renewable energy potential in the Comoros, UNDP should strengthen its support to renewable energy development.</p> <p>The exploitation of renewable energy potential would make it possible to ensure development by reducing both the Comoros' high dependence on fossil fuel imports and the impact on the balance of payments. It would also allow the islands of Anjouan and Mohéli, whose energy supply comes from Grande Comores, to have greater autonomy and better economic performance. Renewable energy is also an area in which some development partners are open to supporting the Comoros. UNDP should foster partnerships with these actors to promote transformational and innovative activities to enhance access to affordable energy services as advocated by the Samoa Pathway for SIDS.</p>			
<p>Management Response: Agreed</p> 	<p>The management accepts this recommendation and will take it into account in the development of partnerships and the resource mobilization strategy.</p>			
Key actions	Time-frame	Responsible	Tracking	
			Status	Comments
<p>Multiply advocacy actions and establish partnerships for the development of geothermal energy, particularly with the African Union and the International Renewable Energy Agency.</p>	<p>September 2020</p>	<p>Resident Representative Deputy Resident Representative Assistant Resident Representative/ Programme Programme analyst, energy and resource mobilization focal point</p>		

Recommendation 3.



UNDP needs to design its next country programme on the basis of a theory of change that will enable it to formulate realistic objectives across a programming cycle, based on allocated human and financial resources, and the identification of factors over which it can have an influence.

As with projects, for which theories of change are increasingly being developed, the country office will need to apply this approach to its country programme. This will provide a more comprehensive and realistic vision of the intervention strategy. Indeed, the office will be able to better visualize where and how it can realistically intervene, which will allow it, from an initial situation, to go from project outputs to the different levels of outcomes to the level of the impact sought. Outcomes should be formulated more realistically according to UNDP's human and financial capacities. It must avoid focusing on areas that it has no control over under the pretext of fundraising opportunities and focus its efforts in areas where it has a comparative advantage.

Management Response: Agreed



The management accepts this recommendation and will take it into account in the programming process of the next cycle of cooperation.

Key actions	Time-frame	Responsible	Tracking	
			Status	Comments
Organize at least two training and exchange sessions to internalize the theory of change in the programming process of the next cycle of cooperation for the country office staff and national counterparts.	October 2019	Resident Representative Deputy Resident Representative Assistant Resident Representative/ Programme		

Recommendation 4.



UNDP should advocate for greater national ownership based on dialogue with all stakeholders and develop a strategy for scaling up its successful pilot experiences. In the field, UNDP needs to better prepare communities to accept new concepts such as payment for services, including ecosystem services and credit repayment, among others, by sensitizing them and strengthening their capacities.

UNDP should engage in dialogue with all actors (at the national, island and local levels) in order to mobilize them in the planning, implementation, monitoring and evaluation of actions. The dialogue should help all parties understand that development is a primarily endogenous process that cannot be based solely on international assistance. It requires effective participation by all for a gradual but real shift towards accountability and ownership. New concepts introduced as part of projects are not sufficiently mastered by the recipients, which compromises their sustainability. It is absolutely essential that more resources (time and money) be allocated to awareness, information and training in order to sustain the results achieved by projects. The strategy for scaling up successful pilots must include a component on communication of the results achieved or likely to be achieved, and a component on the search for partnerships to mobilize additional financial resources, or for technical and financial partners that can take over if results achieved require further consolidation.

Management Response:

Agreed



The management accepts this recommendation and will take it into account in the implementation of the communication strategy.

Key actions	Time-frame	Responsible	Tracking	
			Status	Comments
Systematize the approach of scaling up the successful experiences of demonstration projects in the process of formulating new programmes, with strengthened involvement of national partners.	December 2019	Assistant Resident Representative/ Programme Programme unit Communication specialist		

Recommendation 4 (cont'd)

Develop communication plans at the project level to support the dissemination of innovative concepts/tools within target populations and the appropriation/use by the beneficiaries of the products and/or services offered.	March 2019	Assistant Resident Representative/ Programme Programme unit Communication specialist		
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Recommendation 5.



UNDP should make greater efforts to improve project management by national partners, involve them more in project formulation and budgeting, and develop the culture of results-based monitoring in national and island-level institutions through advocacy and institutional capacity-building.

To strengthen national project management capacity for better project implementation and ownership of results, UNDP can organize prolonged and targeted training tailored to the realities and needs of beneficiaries at the national government level. This should be aimed at achieving transformational change. National partners must also be actively involved in the implementation and monitoring of projects, through continuous and sustained support for a more effective transfer of skills.

Management Response: Agreed



The management accepts this recommendation and will take it into account in the implementation of the harmonized approach to cash transfers and capacity development plans.

Recommendation 5 (cont'd)

Key actions	Time-frame	Responsible	Tracking	
			Status	Comments
Integrate micro-evaluation of national implementing partners and responsible parties into annual project work programmes with a view to establishing capacity development plans specific to the identified needs.	July 2019	Deputy Resident Representative Assistant Resident Representative/ Programme Operational management Programme unit		
The country office will organize at least two trainings on results-based management and monitoring/evaluation for implementing partners, responsible parties, programme and operations staff, and project teams.	September 2019	Deputy Resident Representative Assistant Resident Representative/ Programme Programme unit		

Recommendation 6.



In terms of resource mobilization, UNDP should explore unconventional sources such as the Comorian diaspora and develop a reflection on ways to channel its money transfers to investment projects and/or the development of innovations in the productive sector. It must also improve communication with other development partners in the country for better coordination of interventions, and the mobilization and more effective management of official development assistance resources.

The Comoros is among the top 10 countries in terms of cash transfers from the diaspora (20 percent of GDP). These financial flows are the main source of the Comoros' foreign exchange inflow and far exceed foreign direct investment and official development assistance. They are divided into three purposes: about 77 percent of the funds are allocated to family support for current consumption, education and health, or the financing of large weddings; 13 percent for the financing of real estate projects; and barely 10 percent for productive investment given high risks that characterize the country's socio-economic and legal environment.⁷¹

Collaboration with technical and financial partners, and even with other agencies of the United Nations system, has been negatively affected by weak communication on the UNDP programme. The country office should be open to other partners working in the same areas, and systematically collaborate with other United Nations agencies to avoid redundancies, and to pool efforts and resources for more effective results and for scaling up the interventions of each other.

Management Response: Agreed



The management accepts this recommendation and will take it into account in the implementation of the partnerships and resource mobilization strategy.

Key actions	Time-frame	Responsible	Tracking	
			Status	Comments
Map potential technical and financial partners, and develop a resource mobilization plan.	July 2019	Deputy Resident Representative Assistant Resident Representative/ Programme Economists Resource mobilization focal point		

⁷¹ Dr. Abdou Katibou, 2014, "Les transferts de fonds des migrants aux Comores," *Techniques Financières et Développement* 2014/1.

Recommendation 6 (cont'd)

Finalize and publish the national report on development assistance.	June 2019	Deputy Resident Representative Economists Communication specialist		
Support the operationalization of the tools of the Development Partner Forum (webpage, database).	June 2019	Deputy Resident Representative Economists Communication specialist		

Recommendation 7.



UNDP should further reinforce its gender and human rights efforts, and use expertise and/or tools to better address these dimensions in its programme.

Efforts already made must continue but go beyond the search for gender parity in capacity-building activities and beyond activities for women's economic integration. All forms of vulnerability must be taken into account.

Gender analysis should be conducted to examine the roles, rights, needs and concerns of vulnerable groups (women, men, youth), and the relationships among them in a socio-economic context characterized by strong cultural resistance. This would help determine the most effective intervention opportunities and strategies to promote gender equality and empower vulnerable groups.

Management Response:
Agreed



The management accepts this recommendation and will take it into account in the Gender Equality Seal process.

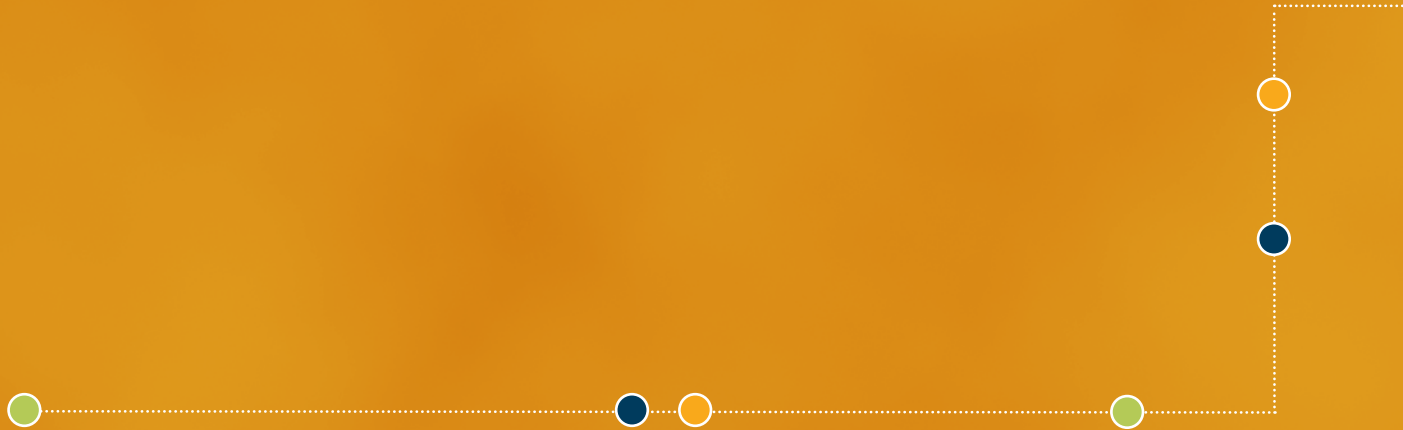
Key actions	Time-frame	Responsible	Tracking	
			Status	Comments
UNDP should further reinforce its gender and human rights efforts and use expertise and/or tools to better address these dimensions in its programme.	December 2019	Deputy Resident Representative Assistant Resident Representative/ Programme Gender focal point and gender team		

Annexes



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at:
<https://erc.undp.org/evaluation/evaluations/detail/9397>

- Annex 1.** Terms of Reference
- Annex 2.** Country Overview
- Annex 3.** Country Office Overview
- Annex 4.** Project List
- Annex 5.** CPD Results Framework and Status of Indicators
- Annex 6.** Persons Consulted
- Annex 7.** Documents Consulted



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