

ANNEX 1. TERMS OF REFERENCE

1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) conducts “Independent Country Programme Evaluations (ICPEs)”, previously known as “Assessments of Development Results (ADRs),” to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level, as well as the effectiveness of UNDP’s strategy in facilitating and leveraging national effort for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP Country Programme Document
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.¹ The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership. Based on the principle of national ownership, IEO seeks to conduct ICPEs in collaboration with the national authorities where the country programme is implemented.

The ICPE will be conducted in collaboration with the Government of the Republic of Mozambique (Mozambique), with the UNDP Mozambique Country Office, and with the UNDP Regional Bureau for Africa. The results of, and lessons learned from, the ICPE are expected to feed into the development of the new country programme 2021-2025.

2. NATIONAL CONTEXT

The Republic of Mozambique is a low-income country situated in Southeast Africa, with an area of 801,590 km², and a population of 28.8 million². The country achieved independence from Portugal in 1975 after a ten-years’ war and was subsequently affected by a sixteen years armed conflict (1977 – 1992) opposing the ruling party, the Mozambique Liberation Front (Frelimo), to the Mozambique National Resistance (Renamo). The 1992 peace agreement was followed by the introduction of a new constitution and, since 1994, multi-party elections have been organized. However, tensions between the two parties have persisted over disputed elections and political, economic and social issues and low grade localised hostilities by Renamo resumed in 2013. In 2016 negotiations began on decentralization and a security package for the disarmament, demobilisation and reintegration of Renamo’s residual military, and integration of Renamo personnel in command posts in the defense and security forces. In 2018, the Parliament passed consensual constitutional changes on decentralisation and on the municipal electoral law and a joint Government-Renamo military commission was created to work on agreed measures ahead of general elections scheduled for 2019.

¹ See UNDP Evaluation Policy: www.undp.org/eo/documents/Evaluation-Policy.pdf. The ICPE will also be conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (www.uneval.org).

² A result of declining prices for traditional export commodities, persistent drought effects from El Niño, internal military confrontations, a large decrease in foreign direct investment and an increase in public debt.

Mozambique ranks 23 in governance performance out of 54 African countries and the governance situation has increasingly deteriorated since 2007, particularly in terms of safety, rule of law and business environment.³ Important challenges are still faced in terms corruption, accountability, transparency, citizen participation, access to justice, and the promotion of a culture of peace.

Mozambique has experienced two decades of impressive economic growth with an annual GDP growth rate of over 7 percent which is expected to lead the country to the middle-income status by 2025. The economy is driven by foreign direct investment, particularly through mega-projects in the natural resource and extractive industries sectors (mining, coal and gas). Yet, its benefits have not sufficiently reached the population in terms of employment creation, income generation and expansion of social investments. Since 2015, an economic downturn⁴ reduced the GDP growth to 3.7% in 2017⁵ and highlighted the country's economic and financial fragility and the need to diversify the economy.

Growth has not been sufficiently inclusive, and the transition has not yielded results in terms of poverty and inequality reduction. In 2016, Mozambique's Human Development Index (HDI) value was 0.418; positioning the country at 181 out of 188 countries. When adjusted for inequality, it falls to 0.280.⁶ In 2014, 46.1 percent of the population lived below the national poverty line.⁷ With a fertility rate of 5.8 per woman, 45 percent of the population under 15 years old, only 3 percent over 65 years,⁸ and 59 percent unemployed, the country's high population growth rate risks offsetting its economic development.⁹

Although some progress has been achieved in improving access to basic social services, its coverage remains limited and the majority of the population is not yet covered by social protection mechanisms. Challenges persist in terms of access to water sources and electricity, infrastructure, adult literacy (50.6 percent¹⁰), retention rate in primary school, HIV prevalence (around 12.3 percent), life expectancy (56 years for men and 60 for women), malaria and maternal mortality (489 per 100,000 live births¹¹). Although the hunger situation remains serious with the country ranked 98th of 119 in the 2017 on the Global Hunger Index¹², the situation has improved in the last 25 years with significant decreases in wasting (from 9.6 to 4.7) and undernourishment (from 57.5 to 26.6). Yet, stunting still affects 39.1 percent of children.

In 2015, Mozambique ranked 139th of 159 countries in the Gender Inequality Index.¹³ Child marriage is widespread in the country, with 48 percent of women aged 20-24 reporting to be married before reaching 18.¹⁴ In addition, 40.2 percent of girls have reported to have given birth before 18 years of age.

³ A result of declining prices for traditional export commodities, persistent drought effects from El Niño, internal military confrontations, a large decrease in foreign direct investment and an increase in public debt.

⁴ A result of declining prices for traditional export commodities, persistent drought effects from El Niño, internal military confrontations, a large decrease in foreign direct investment and an increase in public debt.

⁵ <http://povertydata.worldbank.org/poverty/country/MOZ>

⁶ <http://hdr.undp.org/en/countries/profiles/MOZ>

⁷ <https://data.worldbank.org/country/mozambique>

⁸ <https://www.unfpa.org/data/world-population/MZ>

⁹ World Bank data.

¹⁰ https://www.unicef.org/infobycountry/mozambique_statistics.html

¹¹ <https://data.worldbank.org/indicator/SH.DYN.AIDS.ZS>

¹² <http://www.globalhungerindex.org/pdf/en/2017.pdf>

¹³ <http://hdr.undp.org/en/composite/GII>

¹⁴ <https://www.unfpa.org/es/data/adolescent-youth/MZ>

There is significant violence against women and girls and gender relations remain patriarchal. Yet, seats held by women in the parliament have increased from 30 percent in 2000 to 40 percent in 2017.¹⁵

Mozambique is ranked third amongst African countries most affected by climate-related hazards. With more than 60 percent of the population living in the coastline, the 4th longest coastline in Africa, the country is extremely vulnerable to cyclones and storms. Although there have been improvements in government’s emergency response, floods and droughts seriously impact livelihoods as 67 percent of the population lives in rural areas¹⁶ and 73 percent works in agriculture. As most farmers tend to be women, they are extremely vulnerable to the impacts of climate change. Deforestation has also increased due to the use of fuelwood and charcoal for domestic energy and the development of large commercial agricultural areas, commercial logging and mining activities. Although in 2015 Mozambique was declared a mine-free country, agriculture uses less than 10 percent of the arable land and is largely practised in flood- and drought-prone areas.¹⁷ Production, productivity and competitiveness remain low.

3. UNDP PROGRAMME STRATEGY IN MOZAMBIQUE

Relations between the Government of Mozambique and the United Nations system were formalized on 1976. The work of UNDP in the country is guided by the United Nations Development Assistance Framework (UNDAF) for the period 2017-2020. The UNDAF was developed by the UN country team composed of 22 agencies, in line with the principle of “Delivering as One” and Global Partnership for Effective Cooperation. It is organized around four results areas: prosperity, people, peace, planet.¹⁸

In line with the Government’s Five-Year Programme 2015-19 (PQG), the UNDAF 2017-2020, the UNDP Strategic Plan 2014-2017 and the Istanbul Programme of Action for least developed countries, UNDP committed in its Country Programme Document 2017-2020 to support the following programme priorities:

- (a) Sustainable and inclusive economic transformation;
- (b) Resilience and natural resources management; and
- (c) Good governance, peace and social cohesion.

It intended to apply an issues-based approach simultaneously promoting inclusive (prosperity), equitable and sustainable management of natural resources (planet) and underpinned by governance systems that guarantee (peace), stability, and social cohesion, to reduce poverty, improve living conditions and create greater opportunities for all Mozambican (people). It targeted women, youth, and the poorest quintile and disaster-prone provinces (particularly in Gaza, Nampula and Cabo Delgado).

Table 1: Country Programme outcomes and indicative resources (2017-2020)

Country Programme Outcome	Country Programme Output	Planned resources (US\$)	Indicative expenditure
---------------------------	--------------------------	--------------------------	------------------------

¹⁵ <https://data.worldbank.org/indicator/sg.gen.parl.zs?end=2017&start=2000>

¹⁶ <https://data.worldbank.org/indicator/SP.RUR.TOTL.ZS?view=map>

¹⁷ <http://www.fao.org/mozambique/fao-in-mozambique/mozambique-at-a-glance/es/>

¹⁸ In alignment with the four Ps of the Sustainable development Goals

				es to date (US\$)
Outcome 65 (UNDAF outcome 2)	Poor people benefit equitably from sustainable economic transformation	1.1. National and subnational institutions enabled to enhance economic policy coherence and implementation 1.2. Enhanced environment for competitiveness and public and private employment creation	CPD: 11,600,000 Received: 206,326	31,040
Outcome 66 (UNDAF outcome 9)	Most vulnerable people in Mozambique benefit from inclusive, equitable and sustainable management of natural resources and the environment	2.1. Mechanisms for natural resource management and environment protection are more transparent and inclusive 2.2. Solutions developed at national and subnational levels for sustainable and equitable management of land, natural resources, and ecosystem services 2.3. Transparent and equitable financial mechanisms support green/blue local economic development in selected districts	CPD: 36,250,000 Received: 4,733,091	2,327,731
Outcome 67 (UNDAF outcome 10)	Communities are more resilient to the impact of climate change and disasters	3.1. Effective policy and legislative frameworks in place to enhance the implementation of disaster and climate risk management measures 3.2. Mechanisms for climate change adaptation and disaster risk reduction are enhanced 3.3. Increased resilience in selected districts to climate change and natural hazards	CPD: 10,800,000 Received: 3,208,724	2,499,169
Outcome 68 (UNDAF outcome 8)	All people benefit from democratic and transparent governance institutions and systems that ensure peace consolidation, human rights and equitable service delivery	4.1. Mechanisms that promote a culture of peace and dialogue strengthened 4.2. Parliament and electoral management bodies enabled to perform core functions for improved accountability, participation and representation 4.3. Frameworks and processes for effective and transparent engagement of civil society in national development enhanced	CPD: 13,556,000 Received: 12,981,949	6,857,578

		4.4. Decentralization process and local governance systems enhanced to improve service delivery 4.5. Capacity of justice and human rights institutions expanded to provide equitable access to services		
Total			21,130,090	11,715,518

Source: UNDP Mozambique Country Programme Document 2017-2020 and UNDP data extracted from Atlas

4. SCOPE OF THE EVALUATION

ICPEs are conducted in the penultimate year of the ongoing UNDP country programme to feed into the process of developing the new country programme. The ICPE will focus on the current programme cycle (2017-2020) but will also consider the cumulative results of the previous programme cycle and how it contributes to the outcome of the current cycle to provide forward-looking recommendations as input to UNDP Mozambique’s formulation of its next country programme. The scope of the ICPE includes the entirety of UNDP’s activities in the country, therefore covers interventions funded by all sources.

5. METHODOLOGY

The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards.¹⁹ The ICPE will address the following key evaluation questions.²⁰ These questions will also guide the presentation of the evaluation findings in the report.

- What did the UNDP country programme intend to achieve during the period under review?
- To what extent has the programme achieved (or is likely to achieve) its intended objectives? How effectively programme links and results have materialized through the Delivering as One approach?
- What factors contributed to or hindered UNDP’s performance and eventually, the sustainability of results?

The ICPE is conducted at the outcome level. To address question 1 and 2, a Theory of Change (ToC) approach will be used in consultation with stakeholders, as appropriate. Discussions of the ToC will focus on mapping the assumptions behind the programme’s desired change(s) and the causal linkages between the intervention(s) and the intended country programme outcomes. Where data gaps are apparent, a qualitative approach will be taken to fill those gaps to aid in the evaluation process. As part of this analysis, the CPD’s progression over the review period will also be examined. The effectiveness of UNDP’s country programme will be analysed under evaluation question 2. This will include an assessment of the achieved outcomes and the extent to which these outcomes have contributed to the

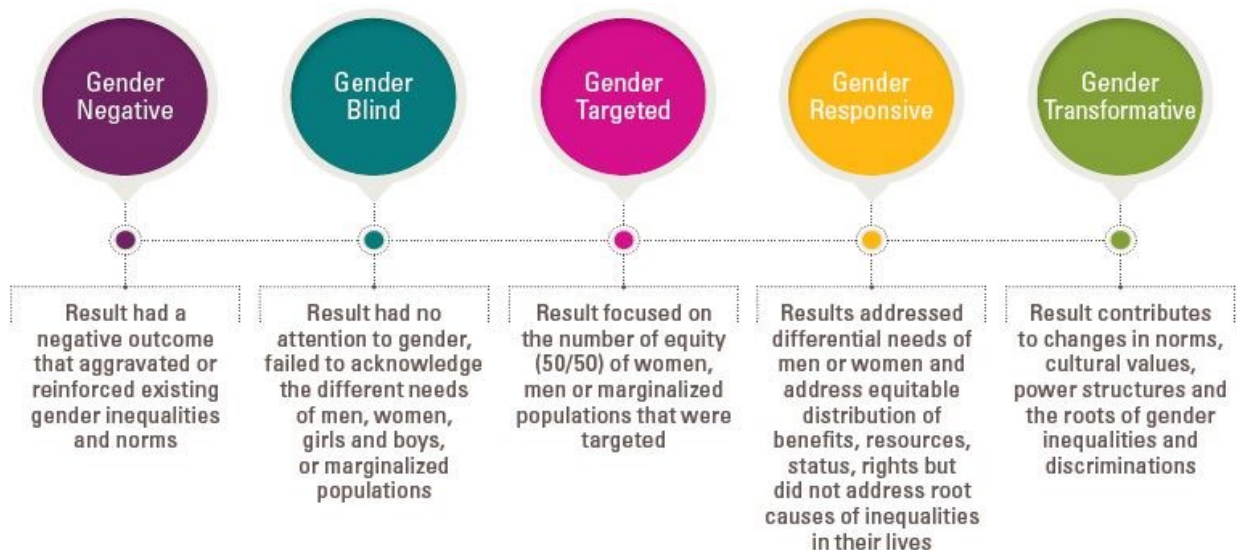
¹⁹ <http://www.uneval.org/document/detail/21>

²⁰ The ICPEs have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard OECD DAC criteria.

intended CPD objectives and how effectively programme links and results have materialized through the delivering as One approach. In this process, both positive and negative, direct and indirect unintended outcomes will also be considered.

To better understand UNDP’s performance, the specific factors that have influenced - both positively or negatively - UNDP’s performance and eventually, the sustainability of results in the country will be examined under evaluation question 3. In assessing the CPD’s evolution, UNDP’s capacity to adapt to the changing context and respond to national development needs and priorities will be examined. The utilization of resources to deliver results (including managerial practices), the extent to which the CO fostered partnerships and synergies with other actors (i.e. through south-south or triangular cooperation), and the extent to which the key principles of UNDP’s Strategic Plan²¹ have been applied in the CPD design and implementation are some of the aspects that will be assessed under this question.²²

Special attention will be given to integrate a gender-responsive evaluation approach to data collection methods. To assess gender across the portfolio, the evaluation will consider the gender marker²³ and the gender results effectiveness scale (GRES). The GRES, developed by IEO, classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive, gender transformative.



6. DATA COLLECTION

Assessment of data collection constraints and existing data. A preliminary assessment was carried out to identify the evaluable data available as well as potential data collection constraints and opportunities. The Evaluation Resource Center (ERC) information indicates that 3 evaluations (2 projects and one outcome) were carried out for the 2017-2020 cycle to date, and 13 evaluations (8

²¹ These principles include: national ownership and capacity; human rights-based approach; sustainable human development; gender equality and women’s empowerment; voice and participation; South-South and triangular cooperation; active role as global citizens; and universality.

²² This information is extracted from analysis of the goals inputted in the Enhanced RBM platform, the financial results in the Executive Snapshot, the results in the Global Staff Survey, and interviews at the management/ operations in the Country Office.

²³ A corporate tool to sensitize programme managers in advancing GEWE by assigning ratings to projects during their design phase to indicate the level of expected contribution to GEWE. It can also be used to track planned programme expenditures on GEWE (not actual expenditures).

projects, 2 outcomes and 2 UNDAF, and one MDG Fund) for the 2012-2016 period. With respect to indicators, the CPD Outcomes, UNDP Results-Oriented Annual Reports (ROAR) and the corporate planning system (CPS) associated with it provide baselines, data sources and indicators. Yet, the corporate planning system does not always provide disaggregated data for all output indicators and some data are estimates from governmental sources and the National Statistics Institute (INE) official statistical data published is mostly outdated. For some output indicators, CPD and CPS figures vary for the baseline and target data (e.g. indicator 4.5.1.). In addition, the security level is low (moderate in the central and north areas) but the rainy season (November to April) could constraint primary data collection. In response to these limitations and constraints, the evaluation will work with Theories of Change to try to estimate baselines and map assumptions against the expected and achieved results.

Data collection methods. The evaluation will use data from primary and secondary sources, including desk review of corporate and project documentation and surveys, and information from interviews with key stakeholders, including government, beneficiaries, partners staff and managers. A pre-mission questionnaire will be administered and expected to be completed at least ten days prior to the arrival of the evaluation team in Maputo for the data collection mission. Special attention will be given to integrate a gender equality responsive approach to the evaluation methods and reporting. Gender disaggregated data will be collected, where available, and assessed against its programme outcomes.

A multi-stakeholder approach will be followed, and interviews will include government representatives, civil-society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and beneficiaries of the programme. At the start of the evaluation, a stakeholder analysis will be conducted with the support of the CO to identify relevant UNDP partners to be consulted, as well as those who may not work with UNDP, but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis will serve to identify key informants for interviews during the main data collection phase of the evaluation, and to examine any potential partnerships that could further improve UNDP's contribution to the country.

The IEO and the Country Office will identify an initial list of background and programme-related documents which will be posted on an ICPE SharePoint website. Document reviews will include: background documents on the national context, documents prepared by international partners and other UN agencies during the period under review; programmatic documents such as workplans and frameworks; progress reports; monitoring self-assessments such as the yearly UNDP Results Oriented Annual Reports (ROARs); and evaluations conducted by the Country Office and partners, including quality assurance reports available. All information and data collected from multiple sources will be triangulated to ensure its validity. An evaluation matrix will be used to guide how each of the questions will be addressed to organize the available evidence by key evaluation question. This will also facilitate the analysis process and will support the evaluation team in drawing well-substantiated conclusions and recommendations.

7. MANAGEMENT ARRANGEMENTS

Independent Evaluation Office of UNDP: The UNDP IEO will conduct the ICPE in consultation with the UNDP Mozambique Country Office, the Regional Bureau for Africa and the Government of Mozambique. The IEO Lead Evaluator will lead the evaluation and coordinate the evaluation team. The IEO will cover all costs directly related to the conduct of the ICPE.

UNDP Country Office in Mozambique: The Country Office (CO) will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information regarding UNDP’s programmes, projects and activities in the country, and provide factual verifications of the draft report on a timely basis. The CO will provide support in kind (e.g. arranging meetings with project staff, stakeholders and beneficiaries). To ensure the anonymity of interviewees, the Country Office staff will not participate in the stakeholder interviews. The CO and IEO will jointly organize the final stakeholder meeting, ensuring participation of key government counterparts, through a videoconference, where findings, conclusions and recommendations of the evaluation will be presented. Additionally, the CO will prepare a management response in consultation with the RB and will support the use and dissemination of the final outputs of the ICPE process.

UNDP Regional Bureau for Africa: The UNDP Regional Bureau for Africa will support the evaluation through information sharing and will also participate in discussions on emerging conclusions and recommendations.

Evaluation Team: The IEO will constitute an evaluation team to undertake the ICPE. The IEO team will include the following members:

- **Lead Evaluator (LE):** IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, preparing/ finalizing the final report; and organizing the stakeholder debrief, as appropriate, with the Country Office.
- **Associate Lead Evaluator (ALE):** IEO staff member with the general responsibility to support the LE, including in the preparation of terms of reference, data collection and analysis and the final report. Together with the LE, will help backstop the work of other team members.
- **Consultants:** 2 external evaluators will be recruited to collect data and help to assess the outcome areas, paying attention to gender equality and women’s empowerment. Under the guidance of the LE and ALE, this evaluator will conduct preliminary desk review, data collection in the field, prepare sections of the report, and contribute to preparing and reviewing the final ICPE report.
- **Research Assistant:** A research assistant based in the IEO will provide background research and will support the portfolio analysis.
- The roles of the different members of the evaluation team can be summarised in Table 2.

Area	Report	Data collection
Outcome 65 + 68	Economic transformation and good governance expert + LE	
Outcome 66 +67	Sustainable development and Environment expert + ALE	
Gender equality and women’s empowerment	All	

8. EVALUATION PROCESS

- The ICPE will be conducted according to the approved IEO process in the Charter of the Independent Evaluation Office of UNDP. The following represents a summary of the five key phases of the process, which constitute the framework for conducting the evaluation.

- **Phase 1: Preparatory work.** The IEO prepares the ToR and the evaluation design, including an overall evaluation matrix. Once the TOR is approved, additional evaluation team members, comprising international and/or national development professionals will be recruited if needed. The IEO starts collecting data and documentation internally first and then filling data gaps with help from the UNDP Country Office.
- **Phase 2: Desk analysis.** Evaluation team members will conduct desk review of reference material, and identify specific evaluation questions, and issues. Further in-depth data collection will be conducted, by administering a pre-mission questionnaire to the Country Office. Based on this, detailed questions, gaps and issues that require validation during the field-based phase of the data collection will be identified.
- **Phase 3: Field data collection.** During this phase, the evaluation team undertakes a mission to the country to engage in data collection activities. The estimated duration of the mission will be 21 days, from 4 to 19 February 2019. Data will be collected according to the approach outlined in Section 5 with responsibilities outlined in Section 7. The evaluation team will liaise with CO staff and management, key government stakeholders and other partners and beneficiaries. At the end of the mission, the evaluation team holds a debrief presentation of the key preliminary findings at the Country Office.
- **Phase 4: Analysis, report writing, quality review and debrief.** Based on the analysis of data collected and triangulated, the LE will undertake a synthesis process to write the ICPE report. The zero draft of the report will be subject to peer review by IEO and the Evaluation Advisory Panel (EAP). It will then be circulated to the Country Office and the UNDP Regional Bureau for Africa for factual corrections. The second draft, which takes into account any factual corrections, will be shared with national stakeholders for further comments. Any necessary additional corrections will be made, and the UNDP Mozambique Country Office will prepare the management response to the ICPE, under the overall oversight of the Regional Bureau. The report will then be shared at a final debriefing (via videoconference) where the results of the evaluation are presented to key national stakeholders. Ways forward will be discussed with a view to creating greater ownership by national stakeholders in taking forward the recommendations and strengthening national accountability of UNDP. Considering the discussion at the stakeholder event, the final evaluation report will be published.
- **Phase 5: Publication and dissemination.** The ICPE report, including the management response, and summary will be widely distributed in hard and electronic versions. The evaluation report will be made available to UNDP Executive Board at the time of the approval of a new Country Programme Document. It will be distributed by the IEO within UNDP and to the evaluation units of other international organisations, evaluation societies/networks and research institutions in the region. The Mozambique Country Office will disseminate the report to stakeholders in the country. The report and the management response will be published on the UNDP website and the Evaluation Resource Centre (ERC). The Regional Bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the ERC.

9. TIMEFRAME FOR THE ICPE PROCESS

The timeframe and responsibilities for the evaluation process are tentatively²⁴ as follows:

Table 3: Timeframe for the ICPE process going to the Board in 2019		
Activity	Responsible party	Proposed timeframe
Phase 1: Preparatory work		
TOR – approval by the Independent Evaluation Office	LE	Sept-Oct 2018
Selection of other evaluation team members	LE	November 2018
Phase 2: Desk analysis		
Preliminary analysis of available data and context analysis	Evaluation team	Nov-Dec 2018
Phase 3: Data collection		
Data collection and preliminary findings	Evaluation team	Feb 4- 19 2019
Phase 4: Analysis, report writing, quality review and debrief		
Analysis and Synthesis	LE	February 2019
Zero draft ICPE for clearance by IEO	LE	March 2019
First draft ICPE for CO/RB review	CO/RB	May 2019
Second draft shared with the government	CO/GOV	June 2019
Draft management response	CO/RB	June 2019
Final debriefing with national stakeholders	CO/LE	End June 2019
Phase 5: Production and Follow-up		
Editing and formatting	IEO	July-August 2019
Final report and Evaluation Brief	IEO	July-August 2019
Dissemination of the final report	IEO/CO	August 2019
Presentation to the Executive Board	IEO	September 2019

²⁴ The timeframe is indicative of process and deadlines and does not imply full-time engagement of the team during the period.