FINAL PROJECT EVALUATION

Supporting Electoral Authorities of Mozambique to Enhance the Transparency and Credibility of the Electoral Process (SEAM), UNDP Mozambique

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CANADA   FINLAND   Embaixada da Noruega   UKaid   Electoral Project
                     NORWAY   from the British people   SEAM
                                                          UNDP Mozambique

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ACRONYMS LIST

CNE	National Commission for Elections
CSO	civil society organisation
CPD	Country Programme Document
DFID	Department for International Development
EMB	Electoral Management Body
ET	Evaluation Team
FCDO	Foreign, Commonwealth & Development Office
FRELIMO	Frente de Libertação de Moçambique (Mozambique Liberation Front)
MDM	Partido Movimento Democrático de Moçambique (Mozambique Democratic Movement Party)
NAM	Needs Assessment Mission
ProDoc	Project Document
PWD	people with disabilities
RENAMO	Resistência Nacional Moçambicana (Mozambique National Resistance [Party])
SDGs	Sustainable Development Goals
SEAM	Supporting Electoral Authorities of Mozambique to Enhance the Transparency and Credibility of the Electoral Process
STAE	Secretariado Técnico de Administração Eleitoral (Technical Secretariat of Electoral Administration)
TBD	To be determined
TA	Technical Assistance
TRAC	Target for Resource Assignment from the Core
TOR	Terms of Reference
UK	United Kingdom
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group

EXECUTIVE SUMMARY

INTRODUCTION: BACKGROUND AND PURPOSE

The United Nations Development Programme (UNDP) developed the "Supporting Electoral Authorities of Mozambique to Enhance the Transparency and Credibility of the Electoral Process" (SEAM) Project to support the country with the 2018/2019 electoral cycle. UNDP Mozambique decided to conduct an evaluation of the SEAM project in Spring 2021 as its activities are concluding, with the potential and interest of partners and UNDP in developing a new project to support the 2022/2023 electoral cycle. The purpose of evaluation is to assess the progress made by the project in its four components and to examine the relevance, effectiveness, efficiency, impact, and sustainability of the assistance provided. The evaluation has focused on the relevance, sustainability, effectiveness and efficiency of the assistance provided by SEAM to STAE, CNE, the Constitutional Council, Supreme Court and National. The evaluation assesses the impact of the project towards strengthening the capacity of electoral authorities to support credible, transparent electoral processes that are accepted by the electorate.

POLITICAL AND DEVELOPMENT CONTEXT FOR SEAM

UNDP has supported electoral processes in Mozambique since the country's first multiparty elections in 1994. The country still faces challenges in its efforts to ensure credible and transparent elections that are known and understood by the EMBs, UNDP, and other key stakeholders. The electoral cycle in Mozambique in 2013/2014 exemplified some of these challenges. The 2018/2019 electoral cycle was seen as particularly important for the stability of the country, which could either contribute to a lasting peace or alternatively trigger more conflict. When the project was developed in 2017 and 2018, optimism was rising that the political and military crisis in the country between the two main political parties could be resolved.

DESCRIPTION OF SEAM

UNDP developed the SEAM project based through the regular procedures UNDP uses to validate the need for and create electoral cycle projects. The Project Document, signed in September 2018, developed a three-year USD 4,730,480 programme which was partially funded from UNDP resources and Norway. Later contributions came from Finland, Canada and the United Kingdom. The project was extended until December 2021 to conclude the activities delayed by the Covid-19 Pandemic in 2020 and bridge support to a new anticipated electoral cycle project.

SEAM has focused on supporting the EMBs and other partners and stakeholders through four components:
Component 1: Supporting greater inclusiveness and transparency in the electoral process
Component 2: Developing innovative training and resource tools for STAE and other stakeholders
Component 3: Increased participation of women and youth in the electoral process
Component 4: Improving Electoral Dispute Resolution (EDR) mechanisms

EVALUATION METHODS

The evaluation was conducted by the international evaluator selected by UNDP through the Crisis Bureau. The international evaluator carried out the evaluation through document review and remote interviews using transparent and participatory processes with UNDP and project partners, stakeholders and beneficiaries in accordance with United Nations Evaluation Group (UNEG) Norms and Standards and the Code of Conduct. The evaluation began with a review of documents and an Inception Report. After approval by UNDP of the report and instruments, telephone and zoom interviews from April to June 2021. The evaluator combined the analysis of documents and data collected through remote interviews to answer the evaluation questions. The limitations to the methodologies, data collection plan, and analysis plan are conventional, as are the ways the evaluator managed these limitations.

KEY FINDINGS AND CONCLUSIONS

RELEVANCE
SEAM assistance was found relevant to addressing the needs and strategic priorities of STAE, CNE and other electoral stakeholders. UNDP, EMB and other electoral stakeholders agreed that SEAM assistance was relevant to meeting the needs and priorities of STAE, CNE and other electoral stakeholders. Perceptions that elections were still not sufficiently transparent and credible coloured the views of donors on relevance. SEAM interventions were informed by gender and social inclusion analyses to enhance women, youth, people with disability and marginalized groups' participation, although the press of time to support time-sensitive electoral processes for 2019 limited analysis at the early stages of the project.

SEAM assistance was relevant in making the election management bodies (CNE and STAE) and the electoral system and processes more inclusive, credible and transparent. Interviews noted there continues to be room to improve the transparency, inclusiveness, and credibility of the Mozambican electoral system. The project was flexible enough to cater the needs of the beneficiaries in the changed context with late changes to the electoral law, two cyclones, and COVID-19; the project had sufficient flexibility to support a key electoral stakeholder, the Constitutional Council, that was not included in the ProDoc. The project advanced key national human rights, gender and inclusion policies and the priorities of UN & UNDP. Through work with national partners, SEAM covered all ten Provinces of the country and Maputo City.

EFFECTIVENESS
SEAM was effective in enhancing the institutional and professional capacity of STAE to conduct democratic, an inclusive, credible and transparent elections. SEAM implemented activities in the areas planned for in the ProDoc to enhance STAE's capacity to conduct elections including supporting greater inclusiveness and transparency in the electoral process, although the plan to develop a new results management system (RMS) was recognized to be unrealistic and unwise too close to the elections themselves, and thus changed. SEAM instead provided equipment and support to strengthen the existing RMS.

SEAM supported the development and use of inclusive products for civic and voter education through STAE, and later the use of STAE resources for COVID-19 education with SEAM-produced materials on pandemic awareness. SEAM supported women's participation in voter registration and communications products that emphasized reaching women and youth for electoral participation. SEAM support led STAE for the first time to record and publicize sex-disaggregated data on voter registration. SEAM supported the Supreme Court and court system to improve Electoral Dispute Resolution (EDR) mechanisms by strengthening the engagement of STAE and CNE with the judiciary to making EDR more systematic and accurate, avoiding mistakes and uneven application of justice.

UNDP, SEAM, EMB, and other electoral stakeholders noted SEAM staff and management as major factors contributing to achievements, as were the good relationships established with partners. SEAM had a robust team to implement as planned. The project however was not designed to nor able to engage with the larger political economy and political history of the country.

UNDP and some SEAM interviewees could speak to the UNDAF outcome and the contributions of SEAM towards its achievement. SEAM efforts and achievements supported the ability of women as well as men to participate in the elections and the project's work supporting the participation of youth and people with disabilities.

Changes and adjustments were necessary, made by the project, and were consequential. Implementation was challenged by unprecedented challenges Mozambique faced after two major cyclones in early 2019, and then COVID-19. Staffing SEAM and starting implementation only in February 2019 - a few months before the elections in October 2019, led to some changes in approaches based on starting late in the electoral cycle, which necessitated an approach focused on TA and support for the elections rather

than electoral reform and capacity building prior to elections. SEAM also identified and worked with the Constitutional Council on candidate registration which was not anticipated in the ProDoc.

EFFICIENCY

Project reporting and interviewees noted that the project followed the Board approved ProDoc in the allocation of resources, including modifications made. The delayed start-up of SEAM was recognised as problematic for efficiency as well as for effectiveness, because it did not leave adequate time to address key issues in electoral administration, such as the RMS. With few staff and limited time to engage with key electoral partners and stakeholders, SEAM was not able to start fast and expended few resources in early 2019. SEAM held to the strategy of supporting knowledge of and use of better systems to deliver results. SEAM support towards an IT-based RMS later included the provision of equipment to back up voter data now, which was strategic. SEAM was appreciated as having been effective and efficient in using finds in ways that helped bring all of the electoral authorities to work together. The way that SEAM expended funds was seen as efficient. Project support for learning and publications after the elections was strategic, as these modalities were expected to lead to more learning over a longer period of time.

The project partnered with the EMBs to have a comprehensive national reach through support for these institutions. Component 3 focused on increasing participation of women and youth in the electoral process as well as people with disabilities. No interviewee raised issues of fairness in the allocation of project resources and effort. Resource allocation decisions were made in the development of the ProDoc in 2017 and 2018. These allocations were maintained in implementation. SEAM coordinated with few other UN agency or UNDP projects that worked in governance, which provided opportunities to reduce transaction costs or magnify results but also left no concerns about duplication in programming. The UNDP Country Office ran the initial activities of the project before SEAM staffed up after February 2019 and SEAM staff collaborated with the CO on procurement.

IMPACT

Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees noted achievements of the project that had built capacity of the EMBs and other electoral stakeholders, and that the Project was continuing to work in 2021 through the extension to amplify outcomes and strengthen results, particularly through lesson learned workshops, debriefings, and research products on the 2019 elections and electoral institutions. With the extension of the project, SEAM was continuing to support this longer-term capacity building and strengthening.

SEAM project activities were seen as successful and impactful for the 2019 elections with STAE, CNE, the Constitutional Council, the Police, and the Supreme Court. The post-election support for reflection and capacity building was also seen as impactful – as well as was continuing into 2021. Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees noted that the project had been able to improve the capacity and performance of the EMBs, Constitutional Council, Supreme Court, and police which had in turn improved 2019 electoral processes – but the 2019 impact was not seen as enough and the need to do more in the future through further support to support transparency and credibility was emphasized by UNDP, SEAM staff, and partners. The key electoral stakeholders in Mozambique emphasized that they were not satisfied with their levels of capacity and credibility; effectiveness, and sustainability – and that they would continue to need UNDP support for the next elections. International donor partners, while noting improved electoral practices by the EMBs and key stakeholders supported by SEAM, were less impressed by the overall credibility of the elections and continued to note systemic problems with the politicized character of EMBs and other Mozambican institutions. Electoral observer reports also note these problems.

Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees noted that voter registration and voter participation grew compared to the previous electoral cycle. The proportion of invalid votes fell from 13.7% in 2014 to only 4% in 2019, reflecting more participation by citizens in improved electoral processes with the support of the project for STAE voter education. Increased turnout was also seen as influenced by the project's support for civic education and work to increase the credibility and transparency of the elections through supporting STAE and CNE. The increase was

particularly noted among women, some interviews noted, although the failure of STAE to gather sex-disaggregated data on voting remains a weakness. The disaggregation of voter registration data by sex was seen as an important step forward.

SUSTAINABILITY

The design, implementation strategy, and many activities focused on sustainability by partnering with the EMBs. The technology transferred was seen as sustainable and was expected to be used in the next electoral cycle. STAE, CNE, the Police and the Supreme Court emphasized the need for continued support for the next electoral cycle because of changes to the legal framework made before each election which limit sustainability.

Close working relationships supported ownership of project support activities and benefits, as did the ways the project worked with and through partner organisations. Less ownership by partners was noted in some areas, such as in gender. The main partners owned the implementation of the main interventions, which provided experience, technology, and manuals they could use in the next electoral cycle. SEAM and other interviewees emphasised that partners would be able to sustain project supported achievements but would need support to address changes for the next electoral cycle, including STAE needing to do an expensive new voters register every cycle. Increased ownership and leadership however have not led to evidence that the project has reduced assistance as a consequence.

LESSONS LEARNED

Project reporting and interviewees identified lessons learned, as did the analysis of findings.

Project development lessons include:
Project documents need to be developed through a more consultative, realistic process to produce project designs that are more aligned with reality of the country.
Electoral cycle projects needed to be developed and start implementation well in advance of elections. UNDP needs to work with donors and partners through an electoral cycle approach to mobilise resources as well in order to develop initiatives on time.

Particular areas to prioritise in Mozambique include:
The legal framework for elections;
Work with political parties, CSOs, and the media;
Gender and youth; and
Work with STAE on a more sustainable, lower cost voter registration system.

Flexibility and adaption lessons include:
Project metrics need to not be rigid, and project planning should allow for flexibility in implementation;
Projects also need to work at onset on the baseline, to seek more data and information for an accurate, complete baseline to help measure progress towards realistic goals;
Projects also need substantial flexibility to deal with the large size, diversity of the country, and conflict/natural disasters.

RECOMMENDATIONS

1. **UNDP should consider developing a successor, longer- term electoral support project in Mozambique using an electoral cycle approach that can start with assessment and capacity building with EMBs and other electoral stakeholders well in advance of the elections in 2022/2023.**

2. **UNDP should fundraise early in the process of developing an electoral cycle to ensure that funds are available to implement programming as planned well before the elections.**

3. **UNDP should consider working through a future electoral cycle project in Mozambique to network and build a similar understanding of and capacity for transparent, credible contested elections with the full set of bodies that work directly in elections and all of the main stakeholders for elections, including political parties and CSOs.**

A follow-on UNDP electoral cycle project should consider providing:
- Support for comprehensive, participatory needs assessments and strategic planning exercises with CNE and STAE
- Sustained support for EMB capacity development
- Support for Civic and Voter Education, particularly targeting women and youth
- Assistance to other key electoral stakeholders in political parties, civil society and the media as well as network them with the EMBs and other key institutions in electoral processes.

1. INTRODUCTION: BACKGROUND AND PURPOSE

The United Nations has supported Mozambique with electoral support since the country began to conduct multiparty elections. Correspondingly, the United Nations Development Programme (UNDP) developed the "Supporting Electoral Authorities of Mozambique to Enhance the Transparency and Credibility of the Electoral Process" (SEAM) Project to support the country with the 2018/2019 electoral cycle. The project was developed in 2017 and 2018, and began implementation in 2018. SEAM was designed to support both specific electoral events in 2018 and 2019 and to help strengthen the capacity of key electoral partners and stakeholders in the country to carry out future elections. Conducting an independent evaluation is a standard best practice in UNDP at the conclusion of a project; the evaluation aims to support learning from the experience of SEAM development and implementation that is useful for the development of the electoral system in Mozambique as well as for UNDP going forward.

BACKGROUND FOR THE EVALUATION

Evaluation is a regular part of UNDP's program cycle. UNDP's 2019 Evaluation Guidelines define an evaluation as "an assessment, conducted as systematically and impartially as possible, of an activity, project, programme, strategy, policy, topic, theme, sector, operational area or institutional performance. It analyses the level of achievement of both expected and unexpected results by examining the results chain, processes, contextual factors and causality using appropriate criteria such as relevance, effectiveness, efficiency, impact and sustainability" (p. 3). Evaluations are done as a means to strengthen learning within the organization to support better decision-making and promote learning among stakeholders. Evaluations also support accountability and transparency by strengthening the ability of stakeholders to hold UNDP accountable for its development contributions.

UNDP Mozambique decided to conduct an evaluation of the SEAM project in Spring 2021 as its activities are concluding, in particular because of the potential and interest of Mozambiquan partners and UNDP of developing a new electoral cycle project to support the 2022/2023 elections in the country. Evaluating the results of the current electoral cycle project, identifying lessons learned, and soliciting recommendations from staff, partners, and other stakeholders can support learning and the application of this learning to the development of a potential new project.

PURPOSE OF THE EVALUATION

The Terms of Reference (TOR) for the evaluator note that the purpose of the Final Project Evaluation is to assess the progress made by the project in its four components - as developed in the Project Document (ProDoc) - and to examine the relevance, effectiveness, efficiency, impact, and sustainability of the assistance provided. The evaluation has thus focused on the relevance, sustainability, effectiveness and efficiency of the assistance provided by SEAM to STAE, CNE, Constitutional Council, Supreme Court and Ministry of Interior especially to the National Police during the project cycle. The evaluation has also asked assessed the impact of the project towards strengthening the capacity of electoral authorities ensuring that electoral processes are credible, transparent and accepted by the electorate.

The specific objectives of the evaluation, as outlined in the TOR for the evaluator, are:

- To assess and evaluate the progress made by the project towards an attainment of the results as specified in the project monitoring and evaluation framework, UNDAF and CPD;
- To measure the contributions made by the project in enhancing the accountability, effectiveness, efficiency and inclusiveness of democratic system and processes with focus on elections;
- To assess the sustainability of the project interventions;
- To identify challenges to project implementation and make recommendations on possible ways forward;

- To examine the cost efficiency and effectiveness of SEAM project assistance; and
- To document main lessons learned, best practices and propose recommendations.

The goal is for the analysis and recommendations presented by the evaluation to be useful to key organisations and partner for elections in Mozambique: UNDP, STAE, CNE, the Supreme Court, the National Police, the Constitutional Council, international development partners, civil society organisations (CSOs), and other stakeholders. Measuring the contributions made by the SEAM project, assessing these contributions, and considering lessons learned from this experience can support these organisations with the design and implementation of future interventions to strengthen the electoral system and processes in Mozambique.

The evaluation has focused not only what worked well - and why these activities and techniques were effective – but also what worked less well and why. The independent evaluation, as discussed further in methodology below, has analysed existing data and collected some independent data to help understand best practices from implementation and the results achieved, as well as make concrete recommendations. This information and analysis aim to be useful for UNDP and project partners – particularly the EMBs – as well as donors and other stakeholders.

2.   POLITICAL AND DEVELOPMENT CONTEXT FOR SEAM

UNDP has been involved in the electoral processes in Mozambique since the country's first multiparty elections in 1994. UNDP has provided technical assistance and support to both EMBs and other electoral stakeholders all of the electoral cycles since that time. Despite the recognized development of the EMBs in Mozambique since 1994 in their electoral experience and technical knowledge, the country still faces challenges in its efforts to ensure credible and transparent elections. These challenges are known and understood by the EMBs, UNDP, and other key stakeholders in Mozambique, including its development partners.

The last electoral cycle in Mozambique in 2013/2014 exemplified these challenges, which were also apparent in the previous electoral cycle. International and national election observation missions and other reportage and analysis have covered the problems and challenges – as well as the successes – of democratic elections in Mozambique. These reports capture not only what has changed to improve the electoral system and the administration of elections over time, but also problematic aspects of the system and its administration that have remained over successive cycles.

Issues in Mozambique are apparent in voter turnout. Notably, voter participation in elections since 2009 was below 50% in every election – both the local elections in 2013 and national polls in 2014 found that many citizens sought to register for voting, but were less interested in voting. Other issues that affect the credibility of results is the manual results management system (RMS). The transmission of results from stations to districts to provinces to Maputo has been increasingly criticized because of the length of time required for the EMBs to release electoral results. The time between election day and the announcement of results raised suspicions among many people in the country that the count could be or might be manipulated. And dispute resolution and complaints procedures and process are not very accessible or transparent.

The analysis done by the UN determining whether to support the elections and develop a UNDP project noted that the situation in 2017 was both very challenging in Mozambique as well as had promising signs for the future. The electoral cycle was seen as particularly important for the stability of the country, as the 2018 municipal elections and subsequent 2019 the national elections of the president and national assembly could either contribute to a lasting peace or alternatively trigger more conflict. In 2017, optimism was rising that the political and military crisis in the country between the two main political parties could be resolved and a permanent peace settlement reached. President Filipe Jacinto Nyusi, the leader of the governing party
Frente de Libertação de Moçambique (Mozambique Liberation Front or FRELIMO) and Afonso Dhlakama, the leader of the main opposition political party Resistência Nacional Moçambicana (Mozambique National Resistance or RENAMO) had been discussing moving beyond the 2017

ceasefire and ending the armed hostilities between RENAMO and the government that had resumed in 2015. A mediation process overcame negotiating challenges, including the death of Dhlakama and the appointment by RENAMO of a new party leader that finally reached a peace deal in August 2019.

3. DESCRIPTION OF SEAM

UNDP developed the SEAM project based through the regular procedures UNDP uses to validate the need for and create electoral cycle projects. Based on a request from the Ministry of Foreign Affairs and Development Cooperation, the Under-Secretary General for Political Affairs, as the focal point for United Nations electoral assistance activities, deployed an electoral needs assessment mission (NAM) to the country in July 2017. The NAM assessed the institutional, technical, security, legal, and political environment in Mozambique as well as the needs of electoral stakeholders to make a recommendation on whether or not the UN should provide electoral assistance, as well as the types, parameters, and modalities of potential support. The NAM recommended UN support for the election, which was endorsed by the Under-Secretary General. UNDP/Mozambique then developed an electoral cycle support project and mobilised finding, a mix of UNDP Target for Resource Assignment from the Core (TRAC) funds as well as donor resources for implementation.

The SEAM Project Document, signed in September 2018, developed a three-year USD 4,730,480 programme. Allocated resources at the time of signing were USD 1,050,000 from UNDP TRAC funds and USD 1,078,102 from Norway, leaving USD 2.6 million unfunded. Contributions have been provided since that time by the Embassies of Finland and Canada and the United Kingdom (UK) through the Department for International Development (DFID), now the Foreign, Commonwealth & Development Office (FCDO). The project was extended until December 2021 to conclude the activities affected by the Covid-19 Pandemic in 2020 and bridge support to a new anticipated electoral cycle project, under development per the request of the Mozambican authorities.

SEAM has focused on supporting the EMBs and other partners and stakeholders through four components:

> **Component 1:** Supporting greater inclusiveness and transparency in the electoral process
> **Component 2:** Developing innovative training and resource tools for STAE and other stakeholders
> **Component 3:** Increased participation of women and youth in the electoral process
> **Component 4:** Improving Electoral Dispute Resolution (EDR) mechanisms

UNDP/Mozambique developed the project using the electoral cycle approach that is used by UNDP around the world, as well as standard UNDP practices for developing and approving a project on elections. The Country Office (CO) began implementation of the SEAM project with approval in 2018. Most assistance was provided in 2019 when the project had time to hire staff and begin providing technical assistance (TA) and material support. Limited assistance was provided to support the local elections in 2018 through the CO; the focus on of the project was initially on the October 2019 national elections in Mozambique, which was rapidly approaching.

In addition to supporting preparations for and the conduct of the 2019 elections, since that time SEAM has supported analysis of the work done by the electoral management bodies (EMBs) and other key electoral partners and conducted lessons learned exercises to support the use of these conclusions and lessons for future electoral cycles, as well as to support analysis and reform of the legal and electoral framework. SEAM provided support to the two EMBs – the National Commission for Elections (CNE) and the Technical Secretariat of Electoral Administration (STAE) as well as other key electoral stakeholders – particularly the Supreme Court, National Police and the Constitutional Council.

The COVID-19 pandemic that struck the world in 2020 slowed the in-person work of the project; the project team adjusted to remote work, supported Mozambique's management of COVID by enhancing public communications about the pandemic, and extended the project to provide more time to support

learning and institutional capacity development of its partners under these conditions. And as one of its final activities, the SEAM project developed and managed this independent evaluation in 2021 towards the development and formulation of a potential electoral cycle support project for the next electoral cycle in Mozambique, 2022/2023.

4.   EVALUATION METHODS

The TOR for the evaluator for the Final Project Evaluation notes that the evaluator should develop appropriate methodologies to meet the purpose of the evaluation through meeting a set of specific objectives:

- To assess and evaluate the progress made by the project towards an attainment of the results as specified in the project monitoring and evaluation framework, UNDAF and CPD;
- To measure the contributions made by the project in enhancing the accountability, effectiveness, efficiency and inclusiveness of democratic system and processes with focus on elections;
- To assess the sustainability of the project interventions;
- To examine the cost efficiency and effectiveness of SEAM project assistance; and
- To document main lessons Learned, best practices and propose recommendations.

The TOR framed the evaluation through criteria of relevance, effectiveness, efficiency, sustainability, and impact.

The Final Project Evaluation was conducted by the international evaluator, who was selected by UNDP from the list of evaluators maintained by UNDP's Crisis Bureau. Although the TOR envisioned that evaluation would be conducted by an evaluation team (ET) comprised of an international evaluator working remotely and a national evaluator working in Mozambique, a suitable candidate for a national team member was not identified. The international evaluator was able to develop and implement plans for the evaluation using the support of interpretation from the Portuguese by UNDP staff when necessary.

The international evaluator has carried out the evaluation through transparent and participatory processes with UNDP and project partners, stakeholders and beneficiaries in accordance with United Nations Evaluation Group (UNEG) Norms and Standards and the UNEG Code of Conduct for Evaluations in the UN System.

The evaluator has use mixed methods of document review (a list of initial documents for review is included as Annex 2) and interviews (a list of individuals interviewed is included as Annex 3) to gather qualitative and quantitative data that focus on the purpose and objectives of the evaluation and address all of the evaluation questions listed in the TOR. The evaluation has collected, analysed and triangulated data from a desk review of written programme documentation and other information on elections in Mozambique with independent data collected through remote interviews conducted over the telephone or Zoom.

The TOR for the evaluation included evaluation questions grouped by the key categories. The evaluation has collected data and analysed these data to answer all of the evaluation questions. The evaluation questions below have also been used to organise the evaluation report.

Relevance

- To what extent SEAM Project technical and operational assistance were relevant in addressing the needs and strategic priorities of STAE and CNE and other electoral stakeholders?
- To what extent were interventions informed by gender and social inclusion analyses to enhance women, youth, people with disability and marginalized groups' meaningful participation in the electoral processes as voters and candidates?

- How relevant was the project in making the election management body, electoral system and processes inclusive, credible and transparent?
- To what extent the project was able to cater the needs of the beneficiaries in the changed context? If and when required an alteration of focus/strategy, was the project flexible?
- Is there any evidence that the project advanced any key national human rights, gender or inclusion policies and the priorities of UN, UNDP, including the UNDAF?
- How relevant was the geographical coverage?

Effectiveness

- How effective has the project been in enhancing the institutional and professional capacity of STAE to conduct democratic, an inclusive, credible and transparent elections?
- Has the project achieved its outputs? What were the major factors influencing the achievement or non-achievement of the outputs?
- To what extent the planned outputs contributed towards the achievement of the UNDAF outcome and what are the evidences to validate these claims?
- Did women, men, People with disability, youth and marginalized groups directly benefit from the project 's activities? If so, how and what was the impact?
- Were any changes made in the project regarding approach, partnerships, beneficiaries etc. suggested by project mid-point assessment, context/risk analysis? Did it affect project results?

Efficiency

- To what extent have resources (financial, human, institutional and technical) been allocated strategically?
- Were the project inputs and benefits fairly distributed amongst different genders and communities while increasing access for the most vulnerable? What factors influenced decisions to fund certain proposed activities, and not others?
- To what extent did the coordination with other UN agencies and UNDP projects reduce transaction costs, optimize results and avoid duplication?

Impact

- What impact did the work of SEAM project have on the institutional/professional capacity of STAE and other electoral stakeholders? Is there evidence of knowledge transfer?
- What impact did the work of SEAM project have on the conduct of elections in Mozambique?
- Is there evidence of changes in their credibility, effectiveness and/or sustainability?
- What impact did the work of SEAM project have on the democratic participation in elections in Mozambique?

Sustainability

- Have SEAM project interventions enhanced the capacity of STAE/CNE and electoral stakeholders for sustainable results?
- What is the level of ownership of STAE/CNE towards the project? Will the STAE/CNE be able to sustain project supported interventions (programmatically and financially) after the project phases out?
- Is there any evidence of SEAM project reduced assistance over the years due to STAE/CNE increased ownership and leadership?

The evaluator used the purpose and objectives of the evaluation and objectives of the project have been used in conjunction with the evaluation questions above from the TOR to create an inception report with an Evaluation Matrix that developed the methodologies for gathering objective, valid, reliable, precise, and useful data with integrity. The Evaluation Matrix was used to generate the questions used in document review and interviews to gather these data. The evaluator has triangulated data gathered through these different methodologies and from different categories of informants in validating findings, identifying best practices and making conclusions and recommendations.

Fieldwork will focus on gathering data from key partners and beneficiaries that have worked with the project and key stakeholders of the project. Interviews will focus on how UNDP and the project team, partners and beneficiaries, and stakeholders view the SEAM project and verifying and triangulating data on programme results. Data from programme staff, documentation and stakeholder interviews will be used to determine plausibility of the programme model, including the extent that it is properly implemented, sufficiently developed, and its activities are appropriate. Findings will be used to examine the contribution of activities to the results of the project, with a particular emphasis on output level results.

The methodologies and the evaluation design have some limitations; the evaluator has developed ways to manage these limitations.

The evaluator will implement a policy of informed consent for all interviews; informed consent will be solicited and obtained from all informants prior to using these methods (see Annex 4 Introduction for the text to be read and affirmed by all informants). The evaluator will make clear that all interviews will be conducted on a voluntary basis. The evaluator will guarantee that all information provided in discussions and interviews will not be linked to any specific person and that all information provided will be kept confidential. Only general identifying information about organizations will be used – and only when they insure anonymity. Interviewees will be given the option to opt-out of particular questions or the whole interview if they are uncomfortable or unwilling to discuss questions.

The Final Project Evaluation Report will be a synthesis of the evaluation team's analysis drawn from many documents as well as interviews with numerous respondents. Any quotations that are included to highlight particular issues will not include names or any other detailed descriptive information that could plausibly be used to infer the source of the remarks.

DOCUMENT ANALYSIS

The evaluator conducted an initial document review for the draft and then final Inception report, and used these materials as data for findings relevant to the evaluation questions. Documents reviewed include the Project Document, work plans, annual reports, quarterly reports, newsletters, and outreach materials produced by the project. The data from these documents has been compared with the data other reports on the electoral cycle and elections in Mozambique from electoral observation missions, as well as triangulated with interviews in the analysis.

INTERVIEWS

The evaluator has conducted semi-structured interviews with staff of UNDP Mozambique and SEAM as well as key project partners, beneficiaries and stakeholders, including development partners. The evaluator used an interview protocol and semi-structured interview questions designed to gather qualitative information (see Annex 4). Interviews were conducted over the phone or Zoom in English, with interpretation provided by the project as needed for several interviews. Interviews were used to gather qualitative information from key individuals directly relevant to the purposes of the evaluation. The evaluator followed up on structured questions from the interview guide with respondents to learn more from particularly interesting responses and dig deeper into their experience and perspectives. The evaluator added other tailored questions to query particular key informants to elicit additional information towards the purposes of the evaluation. Not all informants were asked all questions, as there are too many questions for an hour to one-and-a-half-hour interview, and because knowledge and

experience with the project also varies among respondents - which shaped which questions are appropriate to ask different informants.

Interviews were conducted with individuals from the categories of informants listed in Annex 3. Interviews were held with key UNDP staff, project partners, beneficiaries, and stakeholders.

The evaluation design is based on the **independence** of the evaluator, a **focus** on evaluating the most important activities towards reaching SEAM objectives, **purposive sampling, triangulation,** and **comparison**. The evaluation is **independent** of UNDP. However, the evaluator has collaborated closely with SEAM staff in the fieldwork to identify the most relevant informants for interviews as well as for introductions to them through electronic mail (e-mail). Interviews with partners, beneficiaries, and stakeholders were conducted without the presence of UNDP or SEAM staff to ensure that they did not influence interviewees. **Focus** has ensured that the evaluation emphasises the most important activities of SEAM and its major achievements. **Purposive sampling** was used to select individuals for interviews; selection focused on the people who are the most well-informed about SEAM in implementing, partner, beneficiary, and stakeholder organisations to shed the most-light on the activities and achievements of the SEAM project.

Triangulation has been used both through the triangulation of data gathered through the different methods as well as **comparison** of information gathered from different types of informants. Triangulation adds confidence to the validity and reliability of the data, findings, conclusions, and recommendations. The evaluator has used triangulation in two different ways. Triangulation was used first as part of the mixed-methods by triangulating data gathered across the two different methodologies employed in the evaluation. The evaluator has also triangulated between information gathered from different people through these methods.

Since the data gathered was predominantly qualitative, so was analysis. Limited quantitative data has been used from both primary and secondary sources has supported some quantitative analysis which has been used to supplement qualitative techniques. When possible, both quantitative and qualitative data has been disaggregated by sex.

The Final Project Evaluation Report has been structured to identify findings and reach conclusions, as well as identify best practices and make recommendations for UNDP and key partners.

EVALUATION PROCESSES

The evaluation began with an initial review of documents to develop a draft Inception Report structured around the TOR for the International Evaluator. The draft developed plans for the evaluation to complete all necessary tasks to collect and analyse data to answer all the evaluation questions. After initial discussion of the draft with UNDP and the SEAM team, the evaluator revised the draft into a final Inception Report, which UNDP approved. The evaluator then implemented the approved plans in the inception report for the evaluation.

The evaluator then conducted a structured review of project reporting and other materials through the set of questions from the TOR for the international evaluator towards answering the evaluation, and used the interview protocol and questions for remote fieldwork for the evaluation, including:

1) Remote introductions, discussion, and interviews with UNDP and SEAM staff
2) Remote interviews with development partners and key partners of the project: CNE, STAE, the Supreme Court and the National Police
3) Continued document collection and on-going desk review for verification and triangulation.

Telephone and zoom interviews were scheduled and held in between April and 1 June 2021.

The evaluator has combined the analysis of documents and data collected through remote interviews to answer all of the evaluation questions in this Draft Final Project Evaluation Report. After the receipt of

comments on this draft, the evaluator will revise the evaluation as needed to submit a Final Project Evaluation Report addressing all comments for UNDP approval.

As with all evaluations, some limitations exist to the methodologies, data collection plan, and analysis plan. The evaluator has used conventional ways to manage these limitations.

Limited Resources: The evaluator had limited resources, particularly time, to conduct the evaluation. These limitations constrained the distribution and number of interviews. However, there were sufficient resources and time to gather adequate data to address the purposes of the evaluation.

Limited Data Collection: With limited time and resources, the evaluator has conducted a limited number of interviews - enough to address the evaluation's purposes.

Limited Ability to Make Causal Inferences: While the evaluator has noted major external events that influenced project's implementation, his ability to draw conclusions about the impact of these events or other unobserved variables on the project are limited. The evaluator does not have adequate information to include and/or rule out competing explanation for these impacts.

Recall Bias: Respondents may have had limited memories of activities conducted at early stages of the project compared to later ones. The evaluator has inquired specifically about earlier activities with respondents to gather adequate information from earlier periods.

Acquiescence Bias: Partner staff, beneficiaries, and stakeholders may have been tempted to tell the evaluator what they think he wanted to hear. The evaluator has employed some questions in interviews as a check on possible acquiescence bias through asking about the same issues in different ways, which can in some cases reveal this bias so it may be accounted for in analysis.

Attribution: There are likely other factors affect the magnitude and character of any changes noted at partner organisations. This has made it hard to attribute changes identified to SEAM as other unobserved effects may shape staff, partner, stakeholder, and beneficiary views and experiences. However, it may be clear that SEAM has contributed to change.

The limitations above, while important, have not prevented the evaluator from gathering and analysing more than adequate amounts of valid and reliable data to compile solid findings, draw strong conclusions, and make recommendations that target the purposes of the evaluation. A mix of both qualitative and quantitative methodologies to gather evidence through purposive sampling as well as the triangulation of data from different methods and organisations has given the evaluator the comprehensive and in-depth understanding of how the project has been implemented and SEAM's achievements that was needed to respond comprehensively to the purposes of the evaluation.

5.   KEY FINDINGS AND CONCLUSIONS

RELEVANCE

Relevance is defined in the revised OECD DAC guidance as "The extent to which the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change."[1]

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[1] See the 2019 revisions to the criteria originally developed in 1991 in "Better Criteria for Better Evaluation Revised Evaluation Criteria Definitions and Principles for Use OECD/DAC Network on Development Evaluation https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf (accessed 1 April 2021)

Relevance of SEAM technical and operational assistance in addressing the needs and strategic priorities of STAE, CNE and other electoral stakeholders

UNDP, SEAM, EMB, and other electoral stakeholder interviewees all agreed that SEAM technical and operational assistance was relevant to meeting the needs and priorities of STAE, CNE and other electoral stakeholders in the administration of elections.

Development partners emphasized the particular relevance of UNDP support for elections in this electoral cycle since the decentralization process that was ongoing and expectations that peace could be reinforced through power sharing, particularly at the provincial level if not nationally, made these elections even more important. Donors however noted ways that they were disappointed with the results, which raised questions about how project support that appeared to be relevant and what the EMBs "should have needed on paper" to have credible, transparent elections still led to perceptions that "elections were done not so much by the book." The perception that elections were still not sufficiently credible coloured the views of donors on relevance. For donors, this perception raised questions about real commitment and ownership of CNE, STAE in electoral processes. The credibility of the electoral process was seen as the most important issue and the area where the project had to be most relevant.

Interventions informed by gender and social inclusion analyses to enhance women, youth, people with disability and marginalized groups' meaningful participation in the electoral processes as voters and candidates
The ProDoc included analysis of gender and elections as well as youth and people with disabilities. With the press of time to support time-sensitive electoral processes for 2019, there was limited time from February or March 2019 until the October 2019 elections to do analysis and have this analysis shape activities. In implementation after the elections, as part of its strategy to support longer-term change through learning and research products, SEAM carried out an analysis Study on " Root causes of low participations of women and youth in elections (voter registration, voting and candidacy)" to have a larger effect on these areas in the country in the future.

Relevance in making the election management body, electoral system and processes inclusive, credible and transparent

UNDP, SEAM, EMB, and other electoral stakeholder interviewees all agreed that SEAM assistance was relevant in making the election management bodies (CNE and STAE) and the electoral system and processes more inclusive, credible and transparent. No one however felt that these processes had reached high enough levels of inclusivity, credibility, and transparency – although perceptions varied on what stages the electoral system was, how much difference had been made for 2019, and the contribution of the project to changes. The limited time to engage prior to the elections was seen as limiting the relevance of the project for the 2019 election.

Ability to cater the needs of the beneficiaries in the changed context/project flexibility
Interviewees interpreted interview questions about the changed context differently; some interviewees noted that the political competition in Mozambique was seen as changing, and ways the project adapted to this evolution. Other interviewees noted how the legal framework for elections in Mozambique is always changed shortly before elections – and that the SEAM project had been able to adapt to the changes made before the national election in October 2019 and the short time frame SEAM had for supporting the elections. The two cyclones that hit in 2019 were also seen to have changed the context; Although SEAM was not designed to do large-scale procurements, with STAE provincial offices damaged by the storms, the project adapted to provide addition support them especially for voter education. This was seen as key to avoid what were real risks of postponement of the elections (that STAE and CNE had meet with the President to discuss). SEAM fuel and technical support in the changed context were seen as important in helping STAE meet the challenge of registering internally displaced persons to vote. SEAM staff also noted the catering to the needs of beneficiaries that had not been included in the ProDoc, such as the Constitutional Council, which staff identified as needing support, developed a program, got board approval for, and implemented to meet their needs. And the project also expanded the extent of police training as SEAM identified more need than anticipated in working with the police on electoral security.

Evidence that the project advanced key national human rights, gender or inclusion policies and the priorities of UN & UNDP, including the UNDAF

UN leaders and project staff were the interviewees that were knowledgeable about the UN and UNDP's priorities, including the UNDAF. The SEAM project was designed to fit under the UNDP Strategic Plan Outcome: Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance. SEAM fit this outcome well as the project focused on strengthening the credibility and transparency of electoral processes which directly affect citizens' ability to exercise their voice through elections. Elections also directly support accountability, by providing citizens with the opportunity to either replace incumbent office holders – suggesting dissatisfaction with their performance – or to endorse their re-election or the re-election of the same political party – suggesting satisfaction with their performance. SEAM also supported the UNDP Strategic Plan Output: Constitution-making, electoral and parliamentary processes and institutions strengthened to promote inclusion, transparency and accountability. The correspondence between SEAMs goals, outcomes, and outputs that this output are clear; SEAM's stress on inclusion, transparency, and accountability in electoral processes and institutions fits this output directly. Finally, SEAM supported the UNDAF Outcome: All people benefit from democratic and transparent governance institutions and systems that ensure peace consolidation, human rights and equitable service delivery. CO interviews noted that UNDP had few projects that were active in governance, which made the contributions of SEAM to the UNDAF's governance outcome particularly important and relevant.

Relevance of geographical coverage

Project reporting notes that the geographic coverage of the SEAM project is all of the ten Provinces of the country and Maputo City. The project also supported the Voter education campaign and Voter registration in the abroad campaign in 9 countries: 7 in Africa and 2 in Europe with largest Mozambican communities through TV spots, videos and materials. The justification for this comprehensive coverage was that the election needs to be comprehensive to be credible and fair to all citizens. Project staff and partners recognized in interviews that the project needed to – and did – focus additional attention and resources to reach more remote areas towards supporting the EMBs and other stakeholders to provide equal prospects for candidates, voters, and EMB staff, and key stakeholders to participate and carry out their roles and responsibilities in the elections in a fair manner. Donor partners did not suggest that the assistance should have focused on or targeted particular geographic areas; instead, as a national election, they expected and understood that SEAM should work through partners to have a national reach.

SEAM was able to provide addition support to meet urgent STAE needs, which varied based on the devastation cyclones Idai and Kenneth had caused in the first quarter of 2019 in some provinces.

EFFECTIVENESS

Effectiveness is "The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups."

Effectiveness in enhancing the institutional and professional capacity of STAE to conduct democratic, an inclusive, credible and transparent elections
UNDP, SEAM, EMB, and other electoral stakeholder interviewees all agreed that SEAM had implemented activities in the areas planned for in the ProDoc to enhance STAE's capacity to conduct elections. The ProDoc outlined four objectives, three of which focused on STAE, the administrative arm of CNE mandated to administer the elections.

Supporting greater inclusiveness and transparency in the electoral process
Under this component, the ProDoc had the objective of developing a new Result Management System (RMS) to be used for 2018 and 2019; as noted, this was recognized as unrealistic as there was not sufficient time prior to the October 2019 election for the project, which was staffed and began

implementation only in early 2019. While not meeting this part of objective, SEAM was able to work with STAE prior to the elections and afterwards towards improving the RMS and preparing STAE for a revision of the system in the future. SEAM procured and provided a high-end enterprise-level application server, database server, firewall and other needed equipment to strengthen the capacity of STAE's RMS, including ensuring backup and building the capacity of the system to manage a high-volume of visitors. This backup and ability to manage was seen as important for increasing credibility and transparency of STAE in results management, and also for voter registration.

STAE also benefitted from SEAM support for conference participation to learn more from the experiences of other countries strengthening credibility and transparency, particularly on new challenges like combatting digital disinformation. SEAM also supported STAE in its lesson's learned processes from the 2019 election through debriefings, conferences and meetings.

The project has a mixed record on meeting the targets set for its indicators in this component. Since SEAM did not develop the RMS with STAE, the project did not collect data on the two output indicators designed to measure the use of the new RMS: 1.1. Percentage of relevant STAE staff who benefited from capacity initiatives on the use of the new RMS, desegregated by sex, and 1.2. Number of staff who have managed to use the software to transmit preliminary electoral result. This area was not programmed – so also not programmed effectively. That said, the contributions of the project to minimizing risks and supporting a longer-term effort to increase inclusiveness and transparency through TA and equipment to support backing up and powering STAE were seen by STAE and SEAM to have important effects towards increasing credibility and effectiveness – and setting the stage for more support and the development of an IT-based RMS in the future.

Mozambique does not have a continuous voter registration (VR) system; STAE conducts VR before elections through a campaign for certain period. Voters registered in 2018 for the municipal election were carried over for 2019 elections and STAE enrolled additional and new voters in April 2019 for the Presidential, Legislative and Provincial elections. SEAM did use voter registration data as planned in the ProDoc to measure inclusion. The indicator in this area, 1.3. Number of voters registered for presidential and parliamentary elections, disaggregated by sex, set a target of 12 million voters. 2019 found a large increase in voter registration as well as for the first time STAE disaggregated these data by sex. Totals were 13,162,321 voters registered, of which 53% were women and 47% men.

To increase transparency, SEAM planned to and did work with STAE to train press officers to support their dissemination of information and to better equip the STAE media Centre. Output indicator 1.4 was "at least 3 training initiatives for press officers at the provincial level (on how to communicate with media, how to produce content for the website on a regular basis, etc.). The ProDoc set a target of 4 for the project. In this area, SEAM proceeded a bit differently and instead of training press officers, trained journalists in 9 provinces, reaching 250 journalists and media professionals. Output indicator 1.5, Number of Media Centres fully equipped, had a target of 1; SEAM equipped the national media center plus provided equipment and furnishings to all 11 provincial communications offices, reaching more Centres than was anticipated in the ProDoc.

Developing innovative training and resource tools for STAE and other stakeholders
SEAM supported the development and use of inclusive products for civic and voter education through STAE, and later the use of STAE resources for COVID-19 education with SEAM-produced materials on pandemic awareness. The engagement on civic and voter education was seen as effective as the products were well done, disseminated, used, and contributed to a rise in voter turnout. The project produced materials which were disseminated through STAE, which has extensive knowledge and experience reaching the population but limited knowledge and capacity on public health. This engagement was seen as useful by STAE and SEAM because it engaged STAE training capacity in a period without elections.

The indicators for Component 2, like the ones for Component 1 above, included IT towards a new RMS that was not supported by the project, which were correspondingly not measured by SEAM. SEAM did measure what the project did in this area towards the goal measured by the indicators. Indicator 2.1., E-learning material for training of the trainers produced, as well as Video material for the poll workers

(pilot in 2018, 10 kits, and nationwide in 2019) was thus not measured – or attained. SEAM instead supported STAE's development and use of manuals, other materials, and videos to train polling officers and staff. Interviews with SEAM and STAE noted that products and this process was accomplished. However this did not really fit with the indicator in the ProDoc. Indicator 2.2. Percentage of relevant CSOs working in elections acquiring the new IT learning material from STAE, had a target of over 50% of CSOs. This indicator was also not measured as no new IT material was supported at STAE or disseminated to CSOs. The project had more modest engagement with CSOs. SEAM did report working to provide some CSOs with materials on electoral processes.

Indicator 2.3. Percentage of the EMBs trainers using the new learning material for subsequent training of staff at decentralized level, had a target of at least 80%. SEAM institutional support for STAE's Civic Education trainers in 2019 was seen as having been comprehensive and working through a training of trainers approach thus reached 100% of decentralized staff, exceeding this target, based on interviews with SEAM.

Increased participation of women and youth in the electoral process
SEAM supported women's participation in voter registration and communications products that emphasized reaching women and youth for electoral participation. While women's participation has been recognized as challenging, solid data has been limited since Mozambique had not collected sex-disaggregated data on voter registration or participation. SEAM support led STAE for the first time to record and publicize sex-disaggregated data on voter registration. Plans to work with STAE to develop a system and collect sex-disaggregated data on voting however were not possible, as there was not sufficient time to engage successfully with the legal reform processes needed for this change for 2019. SEAM supported STAE voter education outreach targeting women. And SEAM also mainstreamed gender in all communications materials, by making sure each product modelled women participants and emphasized women's roles.

SEAM supported a large 300-person conference on women's empowerment in electoral processes. SEAM also conducted an assessment of women's electoral participation, which also focused on identifying barriers to equitable participation and strategies to overcome barriers to participation. The assessment was conducted by SEAM's gender specialist, who ran a participatory process to collect data and make recommendations for the future. The recommendations emphasized the importance of collecting sex-disaggregated data, stimulating women's participation in voting, and additional work with the EMB to develop a gender strategy (including increasing women as polling staff members and managers). SEAM also developed and disseminated communications products on ending violence against women in elections, one of the barriers to increasing women's participation.

COVID-19 has made launching and disseminating these products post-election more limited than expected pre-pandemic.

Component 3 indicators included 3.1. Consultancy of the root causes of low participation of women and youth in elections, carried out, which was completed by SEAM staff. For Output indicator 3.2. Number of people benefiting from awareness raising initiatives, disaggregated by sex and age, the project's 2019 annual report asserted without explanation that the total voting population benefitted from dissemination. The national reach of the project through STAE was clear however, if not reaching everyone.

Improving Electoral Dispute Resolution (EDR) mechanisms
The EDR component did not focus on STAE; however, SEAM, in building the capacity and supporting the Supreme Court and court system, engaged STAE and CNE into the process of training the judicial training team to make sure that the judges that would decide electoral cases were trained in what STAE's policies and procedures for implementing the electoral laws were. This training, STAE and the Supreme Court noted, improved the credibility of EDR by making it more systematic and more accurate, avoiding mistakes and uneven application of justice across Mozambique. Making EDR more inclusive, through SEAM-supported processes that strengthened the engagement of STAE and CNE with the judiciary in the development of the training program, was seen as important.

Indicators for Component 4 included 4.1. Percentage of judges from targeted districts who benefit from capacity building initiatives, disaggregated by sex and region. The ProDoc set a target of 100% by year 2. The project reported reaching 100% of judges, all 350 district judges for the elections, in 2019, meeting the target. For output indicator 4.2. Number of training initiatives on conflict prevention for EMBs, the ProDoc set a target of at least 3, one per region. SEAM noted that the processes to meet output indicator 4.1 above met this indicator. SEAM supported a national level training and 11 provincial level trainings for all Judges, prosecutors, and staff from District courts for a total of 12, exceeding the target. And for 4.3. Number of Police Officers participating in conflict prevention capacity building initiatives per year disaggregated by sex, no targets were set. SEAM reported reaching a total of 22,000 police officers twice, first for trained on security and procedures for Voter Registration and second for security and procedures for electoral process, through Police trainers. SEAM estimated that 30% of Police trained were women.

Achievement of project outputs/major factors influencing the achievement or non-achievement of outputs
UNDP, SEAM, EMB, and other electoral stakeholder interviewees all agreed that SEAM staff and management were major factors contributing to achievements as were the relationships with partners who worked with the project towards shared goals. The ProDoc provided for a robust SEAM team to implement the project. Project Management Unit (PMU) staffing was explained in the ProDoc in detail, and largely implemented. The project was able to work well with partners on technical steps to improve the administration of elections in the four components.

However the project was not able to engage with the larger political economy and political history of the country. The political and historic context of Mozambique has made elections seen as a continuation of violent conflict, as the main political parties and their leaders have led FRELIMO and RENAMO through both peace and war. Entrenched support for political parties has remained among supporters, and is to some extent regionally concentrated. This context has built the electoral system and its administration, including the substantial roles of political parties in the leadership and management of CNE and STAE, which in turn leaves large challenges for the EMBs in gaining the trust and confidence of citizens in the impartiality, professionalism, and non-partisanship of electoral processes. assuring the population that

Evidence and extent planned outputs contributed towards achievement of the UNDAF outcome
UNDP and some SEAM interviewees could speak to the UNDAF outcome and the contributions of SEAM towards its achievement. SEAM staff noted that the indicators of the project were tied to the UNDAF's indicators, as the UNDAF was developed prior to the project. The UNDAF Outcome Indicator 8.1: % Voter turnout in general elections disaggregated by sex, was seen to have too high a benchmark set; expecting to hit 58% turnout for 2019 was seen as too high to reach even with a solid program of collaboration with STAE on civic and voter education. In a context were citizens register to vote because they want a legal means of identification, many have no intention of voting. This pattern leaves voter turnout quite low regardless of STAE's efforts with project support.

Women, men, people with disabilities, youth and marginalized groups directly benefited
UNDP, SEAM, EMB, and other electoral stakeholder interviewees recognized the efforts and achievements of the project in supporting the ability of women as well as men to participate in the elections and the project's work supporting the participation of youth and people with disabilities, as well as that more effort was needed in this area. The ways civic and voter education materials emphasized women in all publications, including visually to make the point that women participate and lead, as well as targeted support that focused on women and people with disabilities (PWD) was seen by STAE, UNDP, and project staff as directly benefitting women, youth, and PWD by making their participation more relevant, wanted, and visible. While SEAM did not have enough time and could not get enough engagement on PWD before the 2019 elections, SEAM was able to work after the elections did after through the umbrella CSO organisation FAMOD to do a participatory analysis of the engagement of PWD in electoral processes which, will help with shaping assistance and the EMBs in the next elect cycle.

Any changes made in the project in approach, partnerships & beneficiaries etc. and effects
Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees emphasized that changes and adjustments were necessary, made, and were consequential.

Implementation of the project was challenged by unprecedented challenges Mozambique faced after the country was hit by two major cyclones in early 2019. The aftermath of the cyclones further delayed project partners and the project's support for voter registration. Concerns and rumours that a postponement of the elections was possible under these conditions negatively affected perceptions of the credibility and transparency of electoral processes. The voter registration process faced severe challenge due to internal displacement due to the cyclones.

Implementation of SEAM activities started only in February 2019 - only few months before the elections Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees noted that the SEAM project changed its approach to some extent from the plans of the ProDoc based on starting late in the electoral cycle, which necessitated an approach focused on TA and operational support for particular electoral activities rather than support for electoral reform and capacity building that was envisioned for a project that started with more time before election day under an electoral cycle approach. The delay affected activities, particularly the planned new results management system. Due to limited time for designing, testing, piloting and executing the new RMS, the new system could not be implemented. This was the effect of the late start - the decision not to develop the planned new RMS since project implementation came too close to the election date to accomplish this risky task. SEAM, STAE, CNE, and donor partners agreed to this change, and for SEAM instead to build capacity that helped strengthen the credibility and transparency of STAE through better IT after the 2019 election when STAE was in a position to absorb it and risks were lower and manageable.

SEAM also identified the important need to work with the Constitutional Council on candidate registration that was not anticipated in the ProDoc. Identifying this important area and new partner led to a change in approach to partner with the Constitutional Council to strengthen procedures and train in these procedures for processes for validating signatures to certify candidates.

Finally, the COVID-19 pandemic that affected the world in 2020 slowed project partners as well as the SEAM project's support to them. SEAM adapted to devote some resources and TA to COVID-19 awareness through STAE, supporting Mozambique with public information about the pandemic at this critical time.

EFFICIENCY

Efficiency is defined by the OECD/DAC as the extent to which the intervention delivers, or is likely to deliver, results in an economic and timely manner.

Extent resources (financial, human, institutional and technical) were allocated strategically
Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees noted that by agreement the project followed the approved ProDoc in the allocation of resources. The Project Board approved the ProDoc, approving this plan as strategic. The Board also approved deviations from the planned budget, affirming that these changes were strategic.

The delayed start up of SEAM was recognised by UNDP, CNE, and STAE as problematic for efficiency as well as for effectiveness. The ProDoc envisioned that SEAM would support the municipal elections; however, with no staff in place, modest support was provided using project resources expended through the Country Office. This delayed start up made resource use less strategic because it did not leave adequate time to address key issues in electoral administration, such as the RMS. With few staff and limited time to engage with key electoral partners and stakeholders, SEAM was not able to start fast and expended few resources in Q1 2019. Ideally, if relationships had been built and staff were in place, more could have been done in this period – when there was still more than six months to go before the October 2019 elections. However, even six months prior to elections would not have been considered sufficient time to develop, test, pilot and implement a new RMS.

While on the one hand, resources were not expended strategically as the project could not develop a full RMS with STAE, on the other hand SEAM stuck to the strategy of supporting knowledge of and use of better systems to deliver results. SEAM support towards an IT-based RMS later included the provision of equipment to back up voter data, which was seen as strategic support building towards a RMS later. The project's consultations led to what were seen as correct, strategic decisions not to provide full support for the development of a new RMS, but instead to provide more limited funding to strengthen the transmission of results under the current system.

SEAM was appreciated as having been effective and efficient in using funds in ways that helped bring all of the electoral authorities to work together towards common goals which had not been seen as the case until this election. SEAM and UNDP staff emphasized the strategy of bringing all stakeholders together as strategic – and successful, for the result was "the first time in Mozambique, all the electoral authorities are speaking the same language." The coordinated approach of the project was praised: an interviewee noted that "the project really helped develop this coherent approach" among electoral stakeholders.

The way that SEAM expended funds was seen on the whole as efficient. Project flexibility was appreciated in expenditures. SEAM was able to expend TRAC resources and then be reimbursed by the UK per the special arrangement in place with that donor. However, especially with late-arriving DFID funding reimbursements, SEAM was not able to expend all DFID funds that the project anticipated using, and some funds had to be returned to DFID.

SEAM staff noted that the project's support for learning and publications in Component 2 on training was strategic, as these modalities were expected to lead to more learning over a longer period of time. Research and publications were seen as using funds effectively towards helping in the future. And this support for training and outreach capacity building turned out to be fortuitous as well. With the pandemic starting and great uncertainty, including the government not knowing what to do for outreach to citizens, this base of work was used by the project to work with STAE to use civic and voter education tools and techniques to mobilize the provincial offices of STAE to provide COVID-19 prevention materials in local languages (including local dialects) to really reach hard to reach populations. Some project-supported publications should endure; the translation of the National Constitution for the first time in two local languages Ci-sena and Cinyanja as well as in Braille for visual impaired citizens and in English, all as apart of inclusion program with Constitutional Council, will continue to be used.

SEAM support in Component 3 was also seen by staff as strategic through the research and broader engagement in gender. The approach of supporting analysis and partnering with NGOs on a continent level to elevate women's participation and democracy was seen as strategic. The efforts of UNDP and SEAM were expected to take a longer time than that of the project given where mainstreaming gender and women's engagement was in STAE.

Fair distribution of project inputs and benefits among different genders and communities while increasing access for the most vulnerable
Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees noted that the project partnered with the EMBs to have a comprehensive national reach through support for these institutions – and that by design the project's Component 3, Increased participation of women, elders and youth in the electoral process, focused on these two groups as well as people with disabilities. No interviewee raised issues of fairness in the allocation of project resources and effort. SEAM developed communication strategies that were differentiated to reach women, elders, youth and people with disabilities more effectively to encourage them to participate in elections

Factors influenced decisions to fund certain proposed activities, and not others
Resource allocation decisions were made in the development of the ProDoc in 2017 and 2018. These allocations were maintained in project implementation. Decisions on which activities to fund at funding levels were made in ProDoc development and affirmed by the endorsement and signing of the ProDoc by UNDP and the Government of Mozambique. Funding was provided by the donors to SEAM for

electoral support through a basket fund. The only exception to this modality was dedicated funding from Canada of USD 200,000 in the first year of the project for gender.

UNDP, project management, and staff emphasized that SEAM had supported all of the activities that we could in the ProDoc. The changes that were made were made were done by consensus and decided by the Project Board based on risks in implementing them, such as not developing the new RMS.

Extent coordination with other UN agencies and UNDP projects reduced transaction costs, optimized results and avoided duplication
UNDP and SEAM interviewees noted that there were few other UN agency or UNDP projects that worked in governance for SEAM to coordinate with, which provided few opportunities to reduce transaction costs or magnify results but also left no concerns about duplication in programming. No other UN agencies worked in the electoral area providing direct support towards the elections. STAE, CNE, and the Supreme Court noted that they did not have other support from UN agencies or UNDP projects, so SEAM had no one to coordinate with.

SEAM staff noted collaborating with a small UN Women project with a component on gender equality as a project that they collaborated with during the elections. SEAM staff noted that they engaged with the UNDP project supporting the Universal Periodic Review of the country for the UN Human Rights Council as part of exploring collaboration on working with civil society. SEAM and the UPR project co-funded and jointly conducted provincial trainings. The pressing demands in 2019 around the time of elections and the need to implement the project activities and deliver led to a focus by SEAM on SEAM interventions. Still SEAM collaborated with Justice Project and Office of the United Nations High Commissioner for Human Rights on the voter education campaign, as well as UN Resident Coordination as well as UN Country Team in electoral information provision and briefings. After the elections, SEAM has also collaborated with the UNDP Spotlight Initiative, which also works with the Supreme Court, to disseminate information at a joint debriefing, which reduced costs and may have increased participation as they disseminated information on penal legislation. SEAM noted that collaboration was also challenging in pandemic conditions, and collaborating across UNDP as part of the process of disseminating information on COVID-19. Collaboration, SEAM staff notes, was "not easy, not massive."

The UNDP Country Office was recognized as a partner by the project. The CO ran the initial activities of the project in the last quarter of 2018 before SEAM staffed up after February 2019. Even after the SEAM PMU had been set up and staffed, UNDP's CO procurement team was enlisted by the project to help with key time-sensitive procurement processes for the elections. And the PMU's procurement was used to support CO procurements in addition to SEAM ones. Both of these collaborative endeavours were seen as reducing costs and maximizing benefits.

IMPACT

Impact is "the extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects."

Impact on the institutional/professional capacity of STAE and other electoral stakeholders/Evidence of knowledge transfer
Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees noted achievements of the project that had built capacity of the EMBs and other electoral stakeholders, as well as that the Project was continuing to work in 2021 through the extension to amplify outcomes and strengthen results, particularly through lesson learned workshops, debriefings, and research products on the 2019 elections and electoral institutions. These processes were not yet complete; with the extension of the project, SEAM was continuing to support this longer-term capacity building and strengthening.

SEAM project activities were seen as successful and impactful for the 2019 election. For example, the capacity training for the Supreme Court just before the election, because the electoral law passed very

late, was very important because there was little time to prepare judges for cases on and around the elections. The project work with the Supreme Court and other stakeholders to develop and implement the training as well as gather data to measure their progress. SEAM and the Supreme Court noted that there were not many cases for them to adjudicate, as cases were mostly dealt with at district court level. Evidence that the training had been effective and impactful was that few cases were decided based on 2014 law. The way SEAM followed up on its engagement with the Supreme Court was seen as contributing to impact. SEAM ran a lesson's learned workshop with the Supreme Court to develop the training manual on the entire adjudication process. The resulting reference document was seen as "really helping them make decisions correctly."

The national police noted that they were trying to include election security as a subject for all new recruits at their training academy to institutionalise this training. The police have made this change in the curriculum from November 2020, but reportedly still need to make this change "actual." The police expect to see results from institutionalising training in the next electoral cycle.

STAE noted that SEAM had built their capacity and knowledge, which they are institutionalising; in particular, now STAE will have VE strategy which they are reportedly now working on a strategic plan for.

SEAM support for training all 17 CNE commissioners in 2021 was seen as important, when the whole institution's leadership turns over at once and new commissioners come from diverse backgrounds and are representatives of the main stakeholders that contest elections (and disagree over electoral outcomes). This kind of joint training to build a shared understanding and way of working together reportedly had "never been done before." The results of this SEAM-supported training are expected to be evident in the next electoral cycle, particularly if reinforced by support from a successor electoral cycle project that can deliver sustained capacity building assistance prior to the 2022/2023 elections.

SEAM support for the Constitutional Council for 2019, SEAM reported, has now been built into the procedures of the council for use in the next electoral cycle.

Impact of SEAM on the conduct of elections in Mozambique
Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees noted that the project had been able to improve the capacity and performance of the EMBs, Constitutional Council, Supreme Court, and police which had in turn improved 2019 electoral processes.

SEAM and UNDP noted that the project's impact was on all of the key institutions and the whole process, but also emphasized that the 2019 impact was not enough. The need to do more was emphasized by UNDP and SEAM staff. The current project was seen as having "laid a foundation"; now further work was needed "to put up bricks and cement to build a house" based on this "nice start." The project's indicators were seen as helpful, but not unusually did not really tell the story of impact.

The concrete areas where project-supported impact was most noted were in stronger voter registration that grew the voters roll, as well as provided disaggregated voter registration data by sex for the first time. SEAM support to the Constitutional Council for more transparently and credibly verifying the signatures for the confirmation of nomination of Presidential Candidates was seen as useful in this process. However, there is still room to increase the credibility of this process and address concerns that partisanship could disproportionately lead to disqualifying signatures for candidates of smaller parties. The police asserted that the police had done better in providing electoral security as a result of SEAM supported training. The Supreme Court noted that judges had done better resolving electoral disputes based on better training on the legislation in force for the 2019 elections developed with SEAM support. And STAE and CNE had better outreach on voting and training for staff to support better work at polling stations, plus improved technology and data/power back up to avoid risks of problems in results transmission and management that strengthened the credibility and transparency of vote tabulation and aggregation. Like UNDP, however, SEAM partners were also not satisfied with where their capacity was and the experience of 2019 and seek to build on these achievements and impact for greater impact in the next electoral cycle.

Evidence of changes in the credibility, effectiveness and/or sustainability of electoral stakeholders
Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees asserted that the project's focus on increasing credibility, transparency, and inclusiveness produced more credible electoral processes at STAE and CNE and in how the Constitutional Council and Supreme Court managed their electoral responsibilities. STAE was seen as having done better outreach to people towards registration and voting, stronger training for temporary staff, and better administration of VR and the polls themselves. The Constitutional Council was seen as having managed its responsibilities better. Support from SEAM was also seen as important for managing and reducing risks that could have damaged the credibility of the election process and effectiveness of STAE. These activities, such as support for the assessment of the power supply and procurement and installation of a back-up power system at STAE was seen as important in not only identifying areas where the elections could have gone wrong but addressing these risks.

The project did not collect data on public perceptions to measure credibility among the population; available Afrobarometer data is from 2018 prior to the local elections and thus does not shed light on this question either. No direct data that measures public perceptions was identified in the evaluation. It was clear however that some measures that are often used to demonstrate credibility and the informed participation of voters showed improvement. Voter turnout was up in 2018/2019 compared to the previous electoral cycle, even with the additional challenges of the two cyclones and the insurgency in the north. Also the proportion of invalid votes of all votes fell from 2014. The proportion of invalid votes for Presidential ballots and for assembly of the Republic ballots fell by more than 5% from 2014, suggesting that voters found the process more transparent and were better able to vote properly and/or were not interested in spoiling their ballots. This drop in invalid votes was attributed to better voter education by STAE with the support of the project in project reporting and in interviews.

The key electoral stakeholders in Mozambique however emphasized that they were not satisfied with their levels of capacity and credibility; effectiveness, and sustainability – and that they would continue to need UNDP support for the next elections.

International donor partners, while noting improved electoral practices by the EMBs and key stakeholders supported by SEAM, were less impressed by the overall credibility of the elections and continued to note systemic problems with the politicized character of EMBs and other Mozambiquan institutions. Electoral observer reports also note these problems; the SEAM project's compendium of electoral observer recommendations was seen as a useful step in trying to get some or more of these changes made in the country; many of the observations have been made across electoral cycles and have not been addressed by Mozambiquan authorities in the past.

Impact of SEAM on democratic participation in elections in Mozambique
Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees noted that voter registration and voter participation grew compared to the previous electoral cycle.

Impact in democratic participation was not directly measured. However, that the proportion of invalid votes fell by more than 5% from 2014 was seen as reflecting more participation by citizens in improved electoral processes with the support of the project for STAE voter education in project reporting and in interviews. To some extent, the increased turnout by citizens in 2018/2019 compared to 2013/2014 was also seen in project reporting and in interviews to have been influenced by the project's civic education and support to increase the credibility and transparency of the elections through a more capable, more transparent STAE and CNE. The increase was particularly noted among women, some interviews noted, although the failure of STAE to gather sex-disaggregated data on voting remains a weakness. The disaggregation of voter registration data by sex was seen as an important step forward.

SUSTAINABILITY
Sustainability is defined as "the extent to which the net benefits of the intervention continue or are likely to continue." Sustainability is thus challenging to examine before a programme ends; however, even at mid-term, staff, partners, and beneficiaries can discuss work to support sustainability in the future and potential signs that are promising – or not promising – of future sustainability.

Enhancement of the capacity of STAE/CNE and electoral stakeholders for sustainable results
Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees noted that the design of the project, implementation strategy, and many activities focused on sustainability by partnering with the EMBs and the main electoral stakeholders in the country. The technology transferred through the project to STAE and the Constitutional Council were seen as sustainable, and was expected to be used in the next electoral cycle. However, STAE, CNE, the Police and the Supreme Court emphasized the need for continued support for the next electoral cycle because the legal framework for elections was always changed before each election, which then requires the revision of IT, documents and training for each institution before the next election – as well as the dissemination of new accurate information to registrants and voters.

Level of ownership of STAE/CNE towards the project
Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees noted that the project worked closely with its partners. STAE particularly noted how the close working relationship through co-location of the PMU in STAE strengthened the collaboration between SEAM and STAE as well as STAE's ownership of project supported changes and improvements. Close working relationships were seen as supporting ownership of project support activities and benefits by the Police and Supreme Court as well. Ownership came through the ways the project worked with and through partner organisations, using for example police trainers for the training of trainers for the police force, court trainers for the judicial system, and STAE trainers to reach electoral staff.

Less ownership was noted in some areas, such as in gender, where the drive for action and the research products was seen as substantially inspired by as well as done by SEAM.

Expectations for STAE/CNE ability to sustain project supported interventions (programmatically and financially) after the project phase out
Project reporting and UNDP, SEAM, EMB, and other electoral stakeholder interviewees noted that the main partners owned and had implemented the main interventions, which provided experience, technology, and manuals they could use in the next electoral cycle. SEAM and other interviewees emphasised that partners would be able to sustain project supported achievements themselves. However, they noted that since the framework for election changes each electoral cycle, the country would need continued support to address these changes. For VR, STAE has to do an expensive new voters register every election cycle, plus update it between the local and national elections, which is expensive as well as complicated to fund through the country's budget. This area was seen as one where the country needed a more sustainable solution to their current system through a permanent voter's registry.

STAE emphasized even with this capacity, there are still areas where the EMB sought support to improve sustainability, including for an are where they need to improve as the transparency of its communications and processes. STAE emphasised that the EMB still requires UN support and assistance for the next electoral cycle. UNDP and SEAM interviews noted that there is still work to do with the EMBs and other key electoral stakeholders, and that it is still a challenge for them to move forward independently. STAE and UNDP noted that even in the last election, Mozambique had a funding gap in elections, and that for the government to conduct the elections successfully, CNE and STAE had to seek IC support at the last minute.

Processes of supporting the delivery of key electoral events and processes are different from those that emphasize building sustainable capacity. SEAM interviews noted that it was "very difficult for the organisations to really build on how we have supported them in the last two years" as well as that this was "very needed" for a sustainable future instead relying more on UNDP support. Observer report recommendations also continue to point out areas for improvement, especially VR, the consolidation of electoral laws and the development of an integrated legal framework for the elections where international support would be needed. UNDP noted that "they expect our support in these areas in the future."

A new set of 17 CNE commissioners took office in January 2021, starting a new 7-year term of office. This wholesale change of leadership and commissioners requires new training and capacity building

for the new commissioners, which SEAM has already started providing. The ways commissioners come from different sources and political parties makes assistance to help CNE commissioners work together particularly important. The magnitude of membership change points to how there are limits on sustainability due to personnel change at CNE.

Evidence project reduced assistance due to STAE/CNE increased ownership and leadership
CNE and STAE exhibited increased ownership and leadership in their engagement with UNDP electoral cycle project assistance. Interviews with CNE, STAE, and SEAM project staff noted ways that STAE owned processes and results. This increased ownership and leadership however has not led to evidence that the project has been able to reduce assistance as a consequence.

6. LESSONS LEARNED

Project reporting as well as UNDP, SEAM, EMB, and other electoral stakeholder interviewees identified lessons learned. Other lessons learned come from the analysis of the findings on the evaluation questions for this evaluation. Key lessons learned include the following under categories of project development, particular areas to prioritise in Mozambique, and flexibility and adaption.

Project Development
Project Documents need to be developed through a more consultative, realistic process to produce project designs that are more aligned with reality of the country. Based on the SEAM experience, more consultation and realism are needed to reach accord on timing, funding, and conditions in the development of an electoral cycle project than was possible in 2017/2018.

Electoral cycle projects needed to be developed and start implementation well in advance of elections to take full advantage of election cycle project methodologies. The project team and project activities cannot not just come in on the eve of elections and expect to make much of an impact on that election. The need for an earlier start, capacity building, and a full electoral cycle approach is driven by the fact that electoral processes are slow to change; UNDP cannot expect to change them 3 or 4 months before an election, and it is not an acceptable international practice to change legal frameworks for elections just before the elections themselves.

UNDP needs to work with donors and partners through an electoral cycle approach to mobilise resources as well in order to develop initiatives on time to support implementing partners and stakeholders to analyse, plan, and decide together where and how to address or fill gaps in the country's electoral framework with the key partner institutions in Mozambique.

Particular areas to prioritise in Mozambique
The legal framework for elections needs to be prioritised for reform. The legal framework has become so complicated as years of election legislation are piled on top of each other. The framework needs a deep cleaning to address contradictions from accumulating amendment upon amendment, which has end up with "a Frankenstein monster."

Political parties are important for reaching the electorate in Mozambique and are key actors that raise issues with the electoral framework and EMBs – often out of ignorance as well as political motivations. CSOs and the media too provide citizens with important information, and at present are key actors that cast doubt on the transparency and credibility of the EMBs together with political parties. While scepticism based on facts is positive, these actors have operated in the past through misunderstandings and disseminated misinformation, as well as acted improperly in ways that cast additional doubt on the transparency and credibility of electoral processes (such as through political party agent protests about EMB processes). These roles and the problems associated with these actors suggest a need for assistance in engaging in electoral processes in more productive ways.

Reaching women and youth should remain a priority, with key gender data not collected by EMBs and gender mainstreaming not yet fully incorporated into key institutions for managing elections in the country. The youth also need to be reached to stimulate their full participation in elections.

UNDP should also consider working with STAE to develop a more sustainable, lower cost registration system rather than continuing to have STAE develop an expensive new voter registry for each electoral cycle.

Flexibility and adaption
UNDP electoral cycle projects need to retain flexible and be adaptive. Project metrics need to not be rigid, and project planning should allow for flexibility in implementation, as was the case with the SEAM project.

Projects also need to work at onset on the baseline, to seek more data and information for an accurate, complete baseline to help measure progress towards realistic goals in the Mozambique context. Then projects can develop and implement a strategy to meet even ambitious goals with adequate resources and time. Projects also need substantial flexibility to deal with the large size and diversity of the country, challenging to reach voters (and men and women) for different reasons related to different local situations across Mozambique. The terrorism situation in Cabo Delgado is expected to continue to be challenging and evolving, and natural disasters are frequent and lead every year to people moving.

7.   RECOMMENDATIONS

The conclusions based on accumulated findings as well as lessons learned suggest recommendations for future assistance to support elections and democracy in Mozambique. Additional recommendations were solicited in interviews with UNDP, SEAM, EMB, and other electoral stakeholders, and have been made in this evaluation when these recommendations fit with those from the evaluation's analysis and were repeatedly noted by key stakeholders.

1. **UNDP should consider developing a successor, longer- term electoral support project in Mozambique using an electoral cycle approach that can start with assessment and capacity building with EMBs and other electoral stakeholders well in advance of the elections in 2022/2023**.

SEAM and UNDP as well as CNE and STAE have identified continued needs for UNDP project support. The EMBs have requested additional election support from the United Nations. Under current conditions and capacity levels, the EMBs need support and should continue to be supported to build and institutionalize sustainable electoral capacity for transparent, credible, and inclusive elections in the country. The timing of SEAM development, staffing, and implementation was not favourable for capacity building under SEAM prior to the elections. A successor project that starts years before the local and then national elections can provide the EMBs as well as other key electoral stakeholders plus the project itself the time to truly implement an electoral cycle approach to support the institutional capacity of the EMBs and other key partners and stakeholders well prior to electoral events.

2. **UNDP should fundraise early in the process of developing an electoral cycle to ensure that funds are available to implement programming as planned well before the elections.**
UNDP and donors should collaborate to achieve clear understanding and ensure the availability of funds for all project components at the onset or near the start of project implementation. Funding certainty would help facilitate complete coverage of a successor project for all of the issues and partners needed to strengthen the transparency and credibility of elections in Mozambique. Issues that arose due to funding decisions or funds availability too close to the even of the elections that challenges SEAM could thus be avoided. A successor electoral cycle project should be well funded from the start to enable the full electoral cycle approach, avoiding the limitations of donors providing resources and projects having funds available just on the eve of elections when only immediate support activities are feasible.

3. **UNDP should consider working through a future electoral cycle project in Mozambique to network and build a similar understanding of and capacity for transparent, credible contested elections with the full set of bodies that work directly in elections and all of the main stakeholders for elections, including political parties and CSOs.**

UNDP should continue its successful approaches that connect and build capacity in key electoral stakeholders, not only the EMBs, through a comprehensive project that also reaches civil society, media and the political parties. A future project needs to include the EMBs and all of the bodies that work directly in the elections such as the Constitutional Council.

A follow-on UNDP electoral cycle project should consider providing:

- *Support for comprehensive, participatory needs assessments and strategic planning exercises with CNE and STAE*
  Best practices in institutional development, including in the development of EMBs, focus on working with partners in participatory ways to assess capacity, whether existing capacity meets these needs, and how to address any identified gaps in sustainable ways. These assessment exercises can be productively followed by strategic planning that focuses partners on their future roles and responsibilities and whether they have the capacity to meet them – as well as how to better meet them in sustainable ways (including through capacity development). UNDP should work closely with CNE and STAE leaders to enlist their commitment to work comprehensively as institutions in these exercises; UNDP should consider supporting CNE and STAE to clarify and identify specific needs and priorities for capacity building and institutional development within the two EMBs; these findings, conclusions, and recommendations can productively be used by CNE, STAE, UNDP, and IDPs to develop a detailed design for assistance going forward for the next electoral cycle through a new, successor UNDP electoral cycle project.

- *Sustained support for EMB capacity development*
  UNDP can then support capacity development to meet these needs through an electoral cycle approach that focused on sustainable capacity development well in advance of elections.

- *Support for Civic and Voter Education, particularly targeting women and youth*
  Women face barriers to equal participation, and have correspondingly less participation as electoral staff, candidates, and voters (although comprehensive accurate disaggregated data is lacking) Mozambique has an overwhelmingly youthful population and limited experience with development of democratic practices, particularly with incumbent political parties losing elections, to build and reinforce democratic practices and attitudes. These challenges are compounded by the limited national transportation and communications infrastructure which makes it difficult for provincial populations to be heard. A future project should consider continuing to work to strengthen civic and voter education focused on young people, perhaps through two different ways: support for strengthening civic and voter education through state institutions (STAE and the education system) and support for civic and voter education through civil society organisations and the media (including state media).

- *Broaden the approach to work with other key electoral stakeholders in political parties, civil society and the media as well as network them with the EMBs and other key institutions in electoral processes*
  UNDP should consider developing approaches to increase the knowledge, capacity, and engagement of other key electoral stakeholders in electoral processes in Mozambique and link them to the EMBs towards building understanding of electoral processes and having these key stakeholders promote transparent, credible elections to their members, beneficiaries, and audiences as well as contribute to them through their own behaviour throughout the electoral cycle. Political parties, CSOs, and the media have critical roles to play as watchdogs over the

transparency and credibility of electoral processes. With knowledge, capacity, and networking support, UNDP could help these actors play more constructive roles in informing citizens about elections – and avoid situations like in the past where these organizations are some of the most critical – and sometimes too critical – actors vis-à-vis the EMBs. Partisan, untrained political party observers, CSOs that may not know or understand key electoral processes, and media outlets that may parrot partisan propaganda rather than facts need to be avoided; UNDP can help with this endeavour through support for transparency and credibility not only of the EMBs but also these three key electoral stakeholders. These key stakeholders need proper information and capacity to be accurate, constructive critics – as well as to serve as additional mechanisms to deliver credible, correct civic and voter information, which is particularly important again to increase the participation of women and youth.

These key actors also need to engage properly with the judicial system and Constitutional Council on dispute resolution and Presidential candidate registration.

ANNEX 1: TOR FOR THE FINAL PROJECT EVALUATION

TERMS OF REFERENCE (TOR)

FOR

SUPPORTING ELECTORAL AUTHORITIES OF MOZAMBIQUE TO ENHANCE THE TRANSPARENCY AND CREDIBILITY OF THE ELECTORAL PROCESS (SEAM)
2018-2021

BASIC INFORMATON

Position Title:	EVALUATOR – International Consultant
Location:	Home based
Organizational Unit:	Governance and Social Cohesion Unit, UNDP Mozambique
Reporting to:	Team Leader, Governance and Social Cohesion Unit
Supervised by:	Chief Technical Advisor, SEAM Project UNDP, Mozambique
Type of Contract:	Individual Contract
Languages required	English
Starting Date:	1 February 2021
Contract Date(s):	TBC
Duration of Contract:	25 working days

A. **PROJECT TITLE:** Supporting Electoral Authorities of Mozambique to Enhance the Transparency and Credibility of the Electoral Process (SEAM) 2018-2020, extended until December 2021.

B. **PROJECT DESCRIPTION:**

UNDP has been involved in the electoral processes in Mozambique since the country's first multiparty elections in 1994, providing technical assistance and support to both EMBs and other electoral stakeholders. Despite the recognized development of the EMBs electoral experience and technical knowledge, the country still faces several challenges in its efforts to ensure credible and transparent elections: the voter's participation has, since 2009, been below 50%; the transmission of results system has been increasingly criticized because of the time required for the electoral authorities to release the electoral results; the disputes resolution and complaints procedures and process are not very accessible or clear to understand and for the first time, the district judges will also have to solve electoral disputes.

The Election Management Bodies benefited from support to strengthen some of the work they have already initiated, such as improving the quality of the electoral officers' performance across the country. Both EMBs also needed to support to continue realizing several training programmes both internally and to external entities to ensure more transparency and more efficient internal and external communications strategies. Civic Education continued to be an essential aspect of the electoral process with better impact after STAE staff are trained throughout the country to ensure civic education. On the dispute resolution aspect, the district judges were provided special training on electoral matters.

This original project's timeframe is the period between 2018 and 2020, it was extended until December 2021 after the official request of the Mozambican Ministry of Foreign Affairs. In 2018 and 2019 the country experienced two different electoral processes (local and national elections) and the main support the project was provided concentrated around these two events. 2020 has been the year to analyze the work done, to conduct thorough lessons learned exercises and eventually use the conclusions to better project future electoral cycles. It is also the appropriate time to dedicate attention to the legal and electoral framework, to have in depth discussions combining both political and technical aspects to identify areas in need of DocuSign Envelope ID: 40FC8449-ECBE-482F-84A9-1DC3BD8E3AB72 reform. The extension until December 2021 it was done to conclude the activities affected by the Covid-19 Pandemic in 2020 and bridge with a new project, as per the request of Mozambican Authorities.

The main focus of this project is to ensure that the process is credible, transparent and accepted by the electorate. In order to keep increasing the quality of the training provided to electoral staff at provincial and district levels, ensuring coherence on the understanding and application of different electoral procedures and other aspects of electoral work capacity building targets the IT focal points, civic education officers, electoral officers in general and also the district judges regarding electoral disputes were implemented.

The main entities the project worked with are STAE/CNE, Supreme Court, National Police and the Constitutional Council. The principles underpinning the technical advice provided to the electoral authorities by the UN are the sustainability, the costeffective decisions, inclusion, environmental and gender awareness.

> **Component 1: Supporting greater inclusiveness and transparency in the electoral process**
>
> **Component 2: Developing innovative training and resource tools for STAE and other stakeholders**
>
> **Component 3: Increased participation of women and youth in the electoral process**
>
> **Component 4: Improving Electoral Dispute Resolution (EDR) mechanisms**

In accordance with UNDP policies and procedures, the project is required to undergo Final Project Evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for Final Project Evaluation of the Supporting Electoral Authorities of Mozambique to Enhance the Transparency and Credibility of the Electoral Process 2018-2021 UNDP Mozambique. Therefore, the UNDP is seeking a qualified international consultant to undertake the final evaluation of the project and all activities undertaken between 2018-2021 and prepare and present the Final Evaluation Report.

The Final Evaluation Report will be conducted according to the guidance, rules and procedures established by UNDP as reflected in the UNDP Evaluation Guidance. The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with national counterparts such as Election Management Bodies, Constitutional Council, Supreme Court and National Police, UNDP Country Office, project team, based in the region and key stakeholders.

C. PURPOSE AND OBJECTIVES OF THE EVALUATION:

The project evaluation is being carried out to assess the progress made by the project against the project outputs and indicators. In-depth analysis will be needed to review the results achieved under four components as outlined in the project document.

The evaluation should look into the relevance, sustainability, effectiveness and efficiency of the assistance provided by SEAM to STAE, CNE, Constitutional Council, Supreme Court and Ministry of Interior especially to the National Police during the project cycle. The evaluation will also measure an impact of the project towards strengthening the capacity of electoral authorities ensuring that the process is credible, transparent and accepted by the electorate.

The analysis and recommendations presented by the evaluation will be useful to, UNDP, electoral authorities, development partners and CSOs in measuring the contributions made by the project and in designing future interventions for strengthening electoral processes of Mozambique.

The specific objectives of the evaluation are the following:

- To assess and evaluate the progress made by the project towards an attainment of the results as specified in the project results resource framework, UNDAF and CPD
- To measure the contributions made by the project in enhancing the effectiveness, efficiency and inclusiveness of democratic system and processes with focus on elections
- To assess the sustainability of the project interventions
- To identify challenges to project implementation and make recommendations on possible ways forward
- To examine the cost efficiency and effectiveness of SEAM project assistance
- To document main lessons learned, best practices and propose recommendations

D. METHODOLOGY OF THE EVALUATION

The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability,** and **impact**, as defined and explained in the Terminal Evaluation Guidance.
During the evaluation, the team is expected to apply the following approaches for data collection and analysis.
- Desk review of relevant documents (project document, review project reports, electoral bodies reports, elections documents and observation reports, etc.)
- Briefing sessions with Development Partners, UNDP STAE and CNE, Supreme Court, National Police, Constitutional Council as well as with other partners
- Interviews with partners and stakeholders (including gathering the information on what the partners have achieved about the outcome and what strategies they have used) donors, etc.
- Field visits to selected project sites and discussions with project teams, project beneficiaries and major stakeholders (as deemed necessary);
- *Consultation meetings only if it is possible with the current situation, of the COVID-19 pandemic.*

E.   **EVALUATION QUESTIONS**

Relevance

- To what extent SEAM Project technical assistance were relevant in addressing the needs and strategic priorities of STAE, CNE, Constitutional Council, Supreme Court and National Police and other electoral stakeholders?
- To what extent were interventions informed by gender and social inclusion analyses to enhance women, youth, people with disability and marginalized groups' meaningful participation in the electoral processes as voters?
- How relevant was the project in making the election management body, electoral system and processes inclusive?
- To what extent the project was able to cater the needs of the beneficiaries in the changed context? If and when required an alteration of focus/strategy, was the project flexible?
- Is there any evidence that the project advanced any key national human rights, gender or inclusion policies and the priorities of UN, UNDP, including the UNDAF?
- How relevant was the geographical coverage?

Effectiveness

- How effective has the project been in enhancing the institutional and professional capacity of electoral authorities to conduct democratic, and inclusive elections?
- Has the project achieved its outputs? What were the major factors influencing the achievement or non-achievement of the outputs?
- To what extent the planned outputs contributed towards the achievement of the UNDAF outcome and what are the evidences to validate these claims?
- Did women, men, people with disabilities, youth and marginalized groups directly benefit from the project activities? If so, how and what was the impact?
- Was the formulated M&E framework suitable to monitor and support the implementation of the targeted results?

Efficiency

- To what extent have resources (financial, human, institutional and technical) been allocated strategically?
- Were the project inputs and benefits fairly distributed amongst different genders and communities while increasing access for the most vulnerable? What factors influenced decisions to fund certain proposed activities, and not others?
- To what extent did the coordination with other UNDP projects reduce transaction costs, optimize results and avoid duplication?
- Did the project's activities overlap and duplicate with other similar interventions (funded nationally and /or by other donors?
- What were the strengths, weaknesses, opportunities and threats of the project implementation process?

Impact

- What impact did the work of SEAM project have on the institutional/professional capacity of electoral authorities? Is there evidence of knowledge transfer?
- What impact did the work of SEAM project have on the conduct of elections in Mozambique?
- What impact did the work of SEAM project have on the voters' participation in the electoral activities including voters' registration, registration abroad, elections and results in Mozambique?

Sustainability

- What is the level of ownership of electoral authorities towards the project? Will the electoral authorities be able to sustain project supported interventions (programmatically and financially) after the project phases out?
- Is there any evidence of SEAM project reduced assistance over the years due to electoral authorities increased ownership and leadership?
- What are the key factors that will require attention in order to improve prospects of sustainability of the Project outcome and the potential for replication of the approach?
- What are the recommendations for similar support in future?

F. SCOPE OF THE EVALUATION AND TIMEFRAME

Under the overall supervision of the responsible officer of UNDP Mozambique, the Consultant will be responsible for the evaluation covering all activities as outlined in the framework of the project.

Duration:

    Interviews will be held with the following organizations and individuals not limited to:
- Director of STAE
- Officers of STAE
- President and officers of Supreme Court
- President and officers of Constitutional Council
- Former CNE President during the period 2018-2020
- Officers of CNE
- National Police
- Development Partners, Embassy of Norway, Finland and Canada and DFID (UK)
- Project staff (former and current)
- UN Resident Coordinator, UN agencies
- CSOs

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual Progress Report, project work plan and budget revisions, Quarterly progress reports, combine delivery report (CDR), any other materials that the evaluator considers useful for this evidence-based assessment. The project team will provide these documents to the selected evaluator.

The tentative schedule will be the following:

Planned Activities	Tentative Days
Desk review and preparation of design (home based)	2 days
Briefing by Development Partner/UNDP	1 day
Finalizing design, methods & inception report and sharing with reference group for feedback	3 days
Stakeholders meetings and interviews	5 days
Analysis, preparation of draft report, presentation of draft findings	5 days
Stakeholder meeting to present draft findings	1 day
Finalize and submit report (Home Based) and review brief	5 days
Total	25 days

G. EVALUATION CRITERIA & RATINGS:

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework, which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of **relevance, effectiveness, efficiency, sustainability** and **impact.**

Ratings must be provided on the following performance criteria:

- Monitoring and Evaluation design at entry
- Monitoring and Evaluation Plan Implementation
- Overall quality of M&E
- Relevance, Effectiveness, Efficiency
- Overall Project Outcome Rating
- Quality of UNDP Implementation – Implementing Agency (IA)
- Overall quality of Implementation / Execution
- Sustainability of Financial resources
- Institutional framework and governance sustainability

The Evaluation will assess the key financial aspects of the project utilization of funds. Project cost and funding data will be required, including annual expenditures, revision of budget, donors' financial reports. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete assessment of financial reports which will be included in the Final Project evaluation report.

Impact:

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has successfully implemented the activities within the project time frame.

H. IMPLEMENTATION ARRANGEMENTS:

To facilitate the evaluation process, project will assist in connecting the review team with STAE/CNE officials, development partners and key stakeholders. In addition, the project will provide operational support in organizing meetings and field visits, if necessary.

Key project materials will be sent before the field work and will be reviewed by the team prior to the commencement of the field work. The field work will be conducted according with the pandemic situation in Mozambique, in case that the situation does not allow, will be conducted through video conferences or other similar options.

The evaluator will prepare and share the draft inception report before the field mission. The evaluator will be briefed by UNDP upon arrival on the objectives, purpose and output of the project evaluation.

The evaluator will assess the project based on interviews undertaken, discussions and consultations with all relevant stakeholders or interested parties and review of project documents. As a minimum indication, the evaluator should consult with implementing partners, other key government stakeholders, development partners and civil society representatives. UNDP will provide guidance in identifying, contacting and arranging for discussions, meetings with the stakeholders as required.

A wrap-up meeting during which comments from participants will be noted for incorporation in the final review report.

The principal responsibility for managing this evaluation resides with the UNDP CO of Mozambique.

I. COMPOSITION, SKILLS AND EXPERIENCE OF THE EVALUATION TEAM

The evaluation will be conducted by two external independent consultants, one international (team leader) and one national expert. The international team leader and electoral expert will be responsible for the achievements of the objective of the evaluation and for the submission of the deliverables.

The mission will consist of one international team leader and electoral expert and one national expert with the following expertise:

Team Leader – International Evaluator, Electoral Expert

Required qualification and skills for the international team leader:

- Advanced university degree in political science, international development or related field
- At least 10 years of experience in the field of elections, including technical advice at senior level, capacity building, monitoring and evaluation of electoral programs

- Sound knowledge of results-based management (especially results-oriented monitoring and evaluation)
- Previous work experience working on elections in post-conflict countries
- Ability to manage a team and ensure quality of a team output
- Fluency in English with excellent writing skills and good communication skills with working knowledge of Portuguese

Specifically, the evaluator will perform the following tasks:

- Design the detailed scope and methodology (including the methods for data collection and analysis) for the report;
- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the review described above) for the report;
- Contribute to and ensure overall quality of the outputs and final report.

S/he will perform the following tasks:

- Review documents;
- Provide contextual knowledge on Mozambique and analysis
- Participate in the design of the review methodology;
- Data collection;
- Assessment of indicators' baselines
- Actively participate in conducting the analysis of the outcomes, outputs and targets (as per the scope of the evaluation described above), as agreed with the team;
- Draft related parts of the review report; and,
- Assist the team leader in finalizing document through incorporating suggestions received on draft related to his/her assigned sections.

J. EXPECTED OUTPUTS AND DELIVERABLES

The evaluation team should deliver the following outputs:

- Presentation of the inception report to the Reference Group, including UNDP, development partners, STAE and CNE.
- Mid-term meeting with development partners on impressions and initial findings from the field work.
- An exit presentation on findings and initial recommendations.
- The draft review report within 20 days of the start date
- Final report within 30 days of the start date of sufficient detail and quality and taking on board comments from, with annexes and working papers as required

The reports to include, but not be limited to, the following components:

- Executive summary
- Introduction
- Description of the review methodology
- Political and development context
- Key findings
- Lessons Learned
- Recommendations
- Annexes: mission report including field visits, list of interviewees, and list of documents reviewed.

The review team is required to discuss the full draft of its report prior to departure from Mozambique.

Schedule of Payments

The payment will be made based on the following deliverables.

No.	Deliverable/Output	Target Due date	Percentage disbursement
1	Submission and acceptance of Inception Report	7 February 2021	10%
2	Submission and approval of the 1st draft terminal evaluation report	20 February 2021	40%
3	Submission and approval final terminal evaluation report	25 February 2021	50%

K. FINANCIAL PROPOSAL

The financial proposal must be expressed in the form of an "all-inclusive" lump-sum amount, supported by breakdown of costs as per template provided. The term "all inclusive" implies all cost (professional fees, travel costs, living allowances etc.) Under the lump sum approach, the contract price is fixed, regardless of changes in cost components.

For duty travels, all living allowances required to perform the demands of the TOR must be incorporated in the financial proposal.

L. RECOMMENDED PRESENTATION OF OFFER

- Letter of application with duly accomplished Letter of Confirmation of Interest and Statement of Availability for the entire duration of the assignment;
- Personal CV and P11 Form, indicating all past relevant experience, as well as the contact details (email and telephone number) and three (3) professional references;
- Brief description of why the individual considers him/herself as the most suitable and how they will approach and complete the assignment;
- Financial Proposal that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided by UNDP.

M. CRITERIA FOR SELECTION OF BEST OFFER

Individual consultants will be evaluated based on a cumulative analysis:

When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:

a) *Responsive/compliant/acceptable, and*

b) *Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.*

* Technical Criteria weighting: 70%

* Financial criteria weighting: 30%

Only candidates obtaining a minimum of 49 points in the technical evaluation criteria would be considered for the Financial Evaluation

Technical Criteria	Maximum obtainable points	Weight Percentage
Education:	**15**	**15**
• Advanced university degree in political science, international development or related field	15	15%
Years of Experience and Knowledge of Sector:	**45**	**45%**
• At least ten years work experience for the international consultant in the areas of governance	20	20%
• Sound knowledge and understanding of politics and the specifics and developments of electoral processes in Mozambique or similar country	15	15%
• Previous work experience working on elections in post-conflict or CPLP countries	10	10%
Language requirements:	**10**	**10%**
• Fluency in English and excellent communication skills. Working knowledge of Portuguese and/or Tetun is desirable	10	10%
Total technical score	**70**	**70%**
Financial: **30%**	**30**	**30%**
Final Score	**100**	**100%**

EVALUATION ETHICS

The evaluation will be conducted in accordance with the UNEG ethical guideline for evaluation. This Evaluation will be conducted in accordance with the principles outlined in the Ethical Guidelines for Evaluation (UNEG 2008) and the consultants need to use measures to ensure compliance with the evaluator code of conduct (e.g. measures to safeguard the rights and confidentiality of their sources, provisions to collect and report data, particularly permission (consent) is needed to interview or obtain information about children and young people.

ANNEXES TO THE TOR

APPROVED BY

Signature   :

Name and Designation : Andres Del Castillo, Chief Technical Advisor

Date of Signing   **28-Jan-2021**

Signature   :

Name and Designation : Habiba Rodolfo Team Leader Governance and Social Cohesion Unit

Date of Signing   **28-Jan-2021**

ANNEX 2: LIST OF DOCUMENTS REVIEWED

UN Documents

Quality Checklist for Evaluation TOR and Inception Report. New York: United Nations Evaluation Group (UNEG), June 2010.http://www.uneval.org/document/detail/608

Norms and Standards for Evaluation. New York: UNEG, June 2016. http://www.unevaluation.org/document/detail/1914

United Nations Development Assistance Framework for the Democratic Republic of Mozambique 2015-2019: Supporting Equitable and Sustainable Development in a Rising Young Nation. New York: UN, 2014. https://www.undp.org/content/dam/timorleste/docs/UNDAF-Revised%2031Jul_signed.pdf

UNEG Handbook for Integrating Human Rights and Gender Perspectives in Evaluations. New York: UNEG, August 2014.http://www.uneval.org/document/detail/1616

UNEG Quality Checklist for Evaluation Reports. New York: UNEG, June 2010.http://www.unevaluation.org/document/detail/608

United Nations Development Programme (UNDP) Documents

UNDP Evaluation Guidelines. New York: Independent Evaluation Office, 2019. http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf

UNDP Strategic Plan. 2018-2021. New York: UNDP, October 2017. https://undocs.org/DP/2017/38

United Nations Development Assistance Framework (UNDAF) 2017-2020. https://www.mz.undp.org/content/dam/mozambique/docs/UNDAF%202017-2020%20Eng.pdf

Country programme document for Mozambique (2017-2020). New York: UNDP, 8 July 2016 https://www.mz.undp.org/content/dam/mozambique/docs/Mozambique%20CPD%202017-2020.pdf

SEAM Documents

Project Document: Supporting Electoral Authorities of Mozambique to Enhance the Transparency and Credibility of the Electoral Process (SEAM) 2018-2020

2018Annual Work Plan (AWP)

1st Quarter Progress Report, January-March 2019

2nd Quarter Progress Report, April-June 2019

3rd Quarter Progress Report, July-September 2019

Annual Progress Report, 2019

1st Quarter Progress Report, January-March 2020

Report on Election Result Management System Mozambique

2020 AWP

Annual Progress Reports

Quarterly Progress Reports

Newsletters

Factsheets

Consolidation of the Recommendations made by International Elections Observers to the Mozambican Electoral System - Mozambique Elections 2019: Presidential, Legislative and Provincial Assemblies

Electoral Observation and other Reports

Comissão Nacional de Eleições (CNE). Relatório Final: Processo Eleitoral de 15 de Outubro de 2019. August 2020.

CNE. Relatório Final: Processo das Eleições Autárquicas de 10 de Outubro de 2018

Electoral Institute for Sustainable Democracy in Africa (EISA). "Os desafios da nova CNE em contexto de autoritarismo polìtico em Moçambique," Policy Brief No 12, 20 Apr 2021. https://www.eisa.org/pdf/moz2021brief12.pdf

European Union, Final Report, https://bit.ly/313Ljmw

EISA, Preliminary Report, https://bit.ly/346U29m

African Union, Preliminary Report, https://bit.ly/343fdsV

Commonwealth, Final Report, https://bit.ly/313vH25

ECF-SADC, Preliminary Report, https://bit.ly/313M6Uw

SADC, Preliminary Report, https://bit.ly/3h4M7g

ANNEX 3: LIST OF INTERVIEWS

UNDP
Narjess Saidane, Resident Representative
Habiba Rodolfo, Team Leader, Governance and Social Cohesion Unit
Francisco Roquette, Deputy Resident Representative

SEAM Project
Andres del Castillo, Chief Technical Advisor
Hemant Pathak, Monitoring and Evaluation
Gloria Nyamuzuwe, Gender Specialist
Rochan Kadariya, ICT Analyst
Carla Duarte, Former Voter Education Specialist
Mim Lama, Finance Specialist

CNE
Paulo Cunica, Commissioner

STAE
Felisberto Naife, Director General

Other Mozambiquan Institutions
Jeremia Manjate, Secretary, Supreme Court
Justina Cumbe, Director, National Police

Civil Society Organisations
Clodoaldo Castiano, Project Manager, FAMOD

Development Partners
Jonas Pohlmann, , Governance Advisor, United Kingdom (FCDO)
Jaakko Jakkila, Former Counsellor Governance, Embassy of Finland
Tom Edvard Eriksen, Deputy Ambassador, Royal Norwegian Embassy

ANNEX 4: EVALUATION INSTRUMENTS
INTRODUCTION AND INFORMED CONSENT

The introduction and consent note introduced the evaluator, the evaluation, and methods to participants in the evaluation to gather the explicit consent of people to participate in the evaluation. The evaluator recited the following to all prospective interviewees and obtained their explicit oral consent to participate.

Introduction and Informed Consent

Thank you for talking with me today.

My name is _____. I am working independently for the United Nations to conduct an evaluation of the work conducted by UNDP and its partners through the Supporting Electoral Authorities of Mozambique to Enhance the Transparency and Credibility of the Electoral Process or SEAM project. The goal of the review is to learn about what has been accomplished by the project, what has worked well, and what has not worked as well. Lessons from this review will used to help the UN, UNDP and its partners in future work here and around the world.

The information collected today will only be used for the review. I will not use this information in a way that identifies you as an individual in the report.

I would also like to clarify that this interview is entirely voluntary and that you have the right to withdraw from interview at any point without consequence.

I hope to learn more about SEAM from you from your knowledge and experience with the project and its activities. Are you willing to participate in this study? [Ensure that participant(s) verbally agree to participate]

Do you have any questions for me before we begin with a short list of questions on SEAM about the ways that you or your organisation may have worked with the project?

INTERVIEW QUESTIONS

[NOTE THAT NOT ALL QUESTIONS WERE ASKED IN ANY INTERVIEW; INTERVIEWS FOCUSED ON THE AREAS AND QUESTIONS MOST RELEVANT TO THE INFORMANT'S KNOWLEDGE AND EXPERIENCE WITH THE SEAM PROJECT]

Relevance

Do you see SEAM technical and operational assistance to STAE as relevant? Why or why not?

Do you see SEAM technical and operational assistance to CNE as relevant? Why or why not?

Do you see SEAM technical and operational assistance to the Constitutional Council as relevant? Why or why not?

Do you see SEAM technical and operational assistance to the Supreme Court as relevant? Why or why not?

Do you see SEAM technical and operational assistance to the National Police as relevant? Why or why not?

Do you see SEAM technical and operational assistance to other electoral stakeholders as relevant? Why or why not?

How and to what extent were SEAM interventions informed by gender and social inclusion analyses?

How relevant was the project in making the STAE, CNE, and the electoral system and processes more inclusive?

Was the project flexible enough and able to adjust and meet the needs of partners and beneficiaries as the context changed in Mozambique?

What is the evidence that the project advanced key national human rights, gender or inclusion policies and the priorities of the UN and UNDP, including those in the UNDAF?

Was the project's geographic coverage relevant to the needs of partners and stakeholders?

Effectiveness

How effective has the project been in enhancing the institutional and professional capacity of the electoral authorities to conduct democratic and inclusive elections in terms of support for:

- Supporting greater inclusiveness and transparency in the electoral process

- Developing innovative training and resource tools for STAE and other stakeholders

- Increased participation of women and youth in the electoral process

- Improving Electoral Dispute Resolution (EDR) mechanisms

Has the project achieved its outputs in:

- Supporting greater inclusiveness and transparency in the electoral process

- Developing innovative training and resource tools for STAE and other stakeholders

- Increased participation of women and youth in the electoral process

- Improving Electoral Dispute Resolution (EDR) mechanisms

What do you see as the main reasons for the successful attainment of these results or for not achieving results?

What evidence demonstrates how and how much SEAM outputs contributed towards the achievement of the UNDAF Outcome 8: All people benefit from democratic and transparent governance institutions and systems that ensure peace consolidation, human rights and equitable service delivery?

How and how much did women, men, people with disabilities, youth and marginalized groups directly benefit from the project's activities?

Was the M&E framework suitable for monitoring and supporting the implementation towards the targeted results?

Efficiency

How did the project allocate financial, human, institutional and technical resources? Do you see these resources as being allocated strategically? Why or why not?

How did the project decide on the allocation of project inputs and benefits among different genders and communities while increasing access for the most vulnerable? Do you see these allocations as fair? Why or why not?

How did SEAM decide to support certain proposed activities, and not others? What factors influenced these decisions about resource allocation?

How and how much did coordinating with other UNDP projects reduce costs, increase results, and avoid duplication?

Did the project's activities overlap and duplicate with other national or donor interventions?

What do you see as the strengths of project implementation?

What do you see as weaknesses in project implementation? How were any weaknesses addressed?

What do you see as opportunities – either seized or not taken advantage of – in project implementation?

What do you see as threats to project implementation in SEAM? How were any threats addressed?

Impact

What is the evidence for impact from SEAM on the institutional and professional capacity of CNE, STAE, and other electoral stakeholders to:

- Support greater inclusiveness and transparency in the electoral process

- Develop innovative training and resource tools for STAE and other stakeholders

- Increase participation of women and youth in the electoral process

- Improve Electoral Dispute Resolution (EDR) mechanisms

Is there evidence of knowledge transfer through SEAM to electoral authorities in these areas?

How would you describe the impact of SEAM on the conduct of elections in Mozambique?

How would you describe the impact of SEAM on voter participation in:

- Voter registration?

- Registration abroad?

- Elections?

- Election results?

What do you see as evidence of ownership by electoral authorities of project activities or results?

Sustainability

Do you think the activities supported by the project in these areas will continue to provide lasting benefits after the project ends? Why or why not?

What evidence is there that partners and beneficiaries have continued to use practices developed under the project?

Do you see evidence that the SEAM project has reduced assistance over the years as electoral authorities have shown increased ownership and leadership? What is this evidence?

What key factors require attention to improve prospects of sustainability of project outcomes and replication of this approach?

What would you recommend for priority actions to support the next electoral cycle?

Best Practices, Lessons Learned, and Recommendations

What do you identify as best practices – things that have worked particularly well– that you learned from the project's design, activities, or results?

Can do you identify any lessons learned – new knowledge from your experience working with SEAM – from the project's design, activities, or results?