Institutional Capacity Building of Government and Communities on Disaster Resilience and Adaptation to Climate Change Project

2018-2022

July 2023

FINAL EVALUATION REPORT

Consultant: Carmen Munhequete

Email: carmen.munhequete@gmail.com

1. Datasheet

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Evaluator email address	Carmen.munhequete@gmail.com	
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[1] This is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan.

4. Table of contents

1. Datasheet 2

2. Acknowledgment 3

3. Project and evaluation information details 4

4. Table of contents 5

5. List of acronyms and abbreviations 9

6. Executive summary 10

6.1 Limitations of the evaluation 11

6.2 Findings and recommendations 12

6.3 Conclusions 18

6.4 Lessons Learned 20

7. Introduction 21

8. Description of the intervention 22

8.1 Description of project components 23

i. Outcome 1. Improved policy, legal and institutional mechanisms for climate change adaptation and disaster risk management – Disaster Risk Governance 23

ii. Outcome 2. Improved hazard and vulnerability profiles through better disaster and climate risk assessment and information management: actionable disaster risk information accessible and applied to programming. 23

iii. Outcome 3. Government and community capacities strengthened to build disaster resilience – promoting risk-informed solutions. 24

iv. Outcome 4. Strengthened Disaster Preparedness and Recovery Processes – Early Warning Systems and Resilient Recovery 25

v. Outcome 5. Climate Change Resilience Actions and Improved Community Livelihoods for Disaster Resilience – Adaptation and Vulnerability Reduction 25

9. Scope and objectives of the evaluation 27

9.1 Evaluation objectives 27

9.2 Scope of evaluation 27

9.3 Evaluation criteria 28

9.4 Project evaluation questions and results classification matrix 28

10. Methodological Approach 30

10.1 Evaluation of the impact of the project - Effectiveness 30

10.2 Efficacy evaluation 30

10.3 Relevance 32

10.4 Sustainability 32

10.5 Consistency & coordination 32

10.6 Efficiency 33

10.7 Description of the methodological approach 33

10.7.1 Inception meeting with the main actors of the project implementation 33

10.7.2 Description of data collection 34

10.7.3 Data analysis 34

10.7.4 Limitations and assumptions of data collection 34

10.7.5 Ethical considerations 35

10.7.6 Backgrounf of the consultant 35

11. Evaluation results 37

11.1 General results of the project's monitoring and evaluation matrix 37

1.1 Table 8: Project Monitoring and Evaluation Indicators 38

11.1.1 Analysis of the project results matrix 41

11.2 Aspects of institutional arrangement and coordination 43

11.3 Results of the evaluation questions 44

12. Findings 52

12.1 Improved policy, legal and institutional mechanisms for climate chang 52

adaptation and disaster risk management – Disaster Risk Governance 52

12.2 Strengthened disaster preparedness and recovery processes – Early warning systems and resilient recovery. 53

12.3 Ensure that government capacities at all levels and communities are developed for effective emergency preparedness, response, recovery, and resilience processes. 54

12.4 Implemented actions to adapt to climate change, reduce vulnerability, resilience to disasters and promote livelihoods in communities, with emphasis on those in arid and semi-arid zones. 56

12.5 Project management and coordination 57

13. Conclusions 59

14. Recommendations 62

15. Lessons learned 67

16. Opportunities 68

17. Attachments 71

12 Bibliography 72

5. List of acronyms and abbreviations

	Description
CCA	Climate Change Adaptation
WB	World Bank Group
CEGRD	School Disaster Risk Management Committees
CENOE	National Emergency Operative Center
CIUEM	Eduardo Mondlane University Informatics Center
CLGC	Local Disaster Risk Management Committees
COE	Operational Emergency Committee
CPD	Parent Program Document
CLGRD	Local Disaster Management Committees
DNGRH	National Directorate of Water Resources Management
DRR	Disaster Risk Reduction
ENAMMC	National Strategy to Climate Adaptation and Mitigation
GdM	Mozambican government
INAM	National Institute of Meteorology
INE	National Institute of Statistics
INGD	National Institute of Disaster Risk Management and Reduction
MEF	Ministry of Economy and Finance
MoU	Memorandum of Understanding
MOPHRH	Ministry of Public Works, Housing and Water Resources
MTA	Ministry of Land and Environment
SDG	Sustainable Development Goals
PESOE	Social Economic Plan and Public Budget
PLA	Local Adaptation Plans
PQG	Government Five Year Plan
PRODOC	Project document
SDAEs	District Services for Economic Activities
SDPIs	District Planning and Infrastructure Services
QMS	Quality Management System
ToR	Terms of reference
ICT	Information and Communication Technology
UNDAF	United Nations Development Assistance Framework 2017-2020
ZCIT	Intertropical Convergence Zone

6. Executive summary

The implementation of the Government and Community Institutional Capacity Building project for Disaster Resilience and Adaptation to Climate Change took place between 2018 and 2022 and had as priorities strengthening the capacities of government institutions, communities, and civil society organizations in disaster risk reduction and climate change adaptation programs.

This final evaluation aims to assess the general performance in relation to the objectives and results of the project, with a view to informing future interventions of the Disaster Resilience programs in Mozambique, related not only to influencing actions through the definition of policies and advocacy work, as well as providing institutional and technical support at all levels.

Therefore, this exercise assesses the impact of UNDP Mozambique's contribution to building resilience to disasters at all levels in the country and documents the factors that contributed to the achievement (or not) of results related to specific reference to added value. An additional purpose of the evaluation is to extract lessons and identify good practices that can be replicated in future interventions.

The assessment was carried out by an independent consultant with logistical support and guidance from the manager of the Disaster Risk Reduction Program and the Disaster Risk Reduction Advisor based in Gaza, both from the Environment, Natural Resources Management, Climate Change, and Resilience (ENRMCCR).

In this sense, it applied qualitative methodologies that included desk review, observation, side meetings, and semi-structured interviews with key informants, focusing on the provinces of Gaza, Nampula, Cabo Delgado, and Maputo. The exercise took place between the 28th of December 2022 and the 31st of July 2023.

It’s also to highlight that the exercise favored participatory and transparent approaches, interacting with and involving stakeholders on a regular basis, integrating their opinions and ideas, while however adopting an independent and impartial posture, highlighting only the opinions of the participants and the contents of the different sources of information, crossing with mixed methods, following the OECD/DAC Glossary of key terms in Evaluation and Results-Based Management (OECD/DAC, 2019).

Considering these principles and as summarized in the table below, the following criteria were analyzed:

Table 1: Project evaluation criteria

Criterion	Assessment questions
Effectiveness	*1. To what extent the project achieved results as defined by the project document?*
Relevance	*2. To what extent the main project actors (MTA, INGD, INAM, and MEF) were involved in project design and implementation?*
Sustainability	*3a. To what extent did the direct and indirect actors take ownership of the project?* *3b. To what extent did the project contribute to institutional strengthening of key stakeholders?*
Consistency and coordination	*4. To what extent did the project contribute to improving complementarity, coordination and strengthening of synergies between the institutions involved?*
Efficiency	*5. To what extent did the allocated resources efficiently produce the expected gains?*
Implementation challenges	*6. What are the main lessons learned from project implementation?*

As a result of these criteria, and to determine the contribution of the project in relation to the previously defined results and indicators, the following matrix was also applied for the final assessment:

Table 2: Assessment Criteria

Classification	Percentage (%)	Description
Quite Satisfactory	80-100	More than 80% of the established goals were achieved
Satisfactory	65-79	Three-quarters of the targets set were achieved
Moderate	50-64	Half of the set goals were achieved
Unsatisfactory	25-49	One-third of the established targets were achieved
Very Unsatisfactory	0-24%	A quarter of the targets set achieved

6.1 Limitations of the evaluation

The field data collection process was compromised by the challenges posed by natural disasters, with emphasis on the impacts of Cyclone Freddy and threats (meteorological forecasts) of possible floods and/or inundations in the provinces of Gaza and Nampula,

combined with changes in the implementation structure of the project and the prevalence of armed conflict resulting from Islamic groups in Cabo Delgado.

Another major limiting factor was the difficulty of accessing systematized information on the project implementation stage by the implementing partners, namely progress reports and evidence of implementation monitoring actions.

Accordingly, and in order to make the most of the available and/or accessible information, the consultant analyzed the work plans, activity, and supervision missions reports, in addition to all the documents made available, as well as conducted clarification and in-depth interviews with key actors, using alternatives means and or communication platforms as per availability (phonecalls, zoom, teams, google and face to face meetings).

6.2 Findings and recommendations

Overall, the project contributed to strengthening the capacities of government institutions, civil society organizations and communities in disaster risk reduction programs and adaptation to climate change, mainly in the following aspects:

1) **Improved policy, legal and institutional mechanisms for climate change adaptation and disaster risk management – Disaster Risk Governance**

This component highlights the project's contribution to the designing and dissemination of the Disaster Risk Management Law, Law 10/2020, and the carrying out of the mid-term evaluation of the Implementation of the Sendai Framework 2015-2030 on Disaster Risk Management, in addition to contributing to the designing of the internal regulation of the National Emergency Operating Center (CENOE) and the National Civil Protection Unit (UNAPROC), including the technical support in the ongoing institutional analysis of the National Disaster Risk Management Institute (INGD).

Another contribution was under the design and implementation of local adaptation plans for Maputo (Matola), Gaza (Xai-Xai), Sofala (Dondo), and Cabo Delgado (Pemba and Mecufi), including the design of the layout and printing of 2019/2020 contingency plans at central and local levels.

Also noteworthy is the designing and printing of institutional Roll ups for INGD/UNAPROC and Ministry of Economy and Finance (MEF) at central and provincial levels, on integrating Disaster Risk Reduction (RRD) and Climate Change Adaptation (CCA) measures into planning instruments, thus contributing to increase visibility, while disseminating the mission, vision, objectives, and mandates of these institutions.

In addition to technical support for planning teams and meetings and training for government officials, the project allowed the participation of government delegations in high-level and international reflection meetings, with emphasis on the conference of the parties (COP27) that took place in Glasgow and the SADEC 3rd ordinary meeting of the committee of ministers responsible for disaster risk management in Lilongwe, Malawi. Taking these aspects into account, it is considered that this result was **quite satisfactory**.

However, in order to maximize these gains it will be important to continue training technicians, besides ensuring the integration of DRR and CCA measures into development plans with emphasis on the Social and Economic Plan and Public Budget (PESOE), as well as ensuring the budget for its implementation.

2) **Reinforced disaster preparedness and recovery processeses – Early warning systems and resilient recovery**

The project supported the establishment and operationalization of the web page of the National Institute of Meteorology (INAM), in addition to improving the infrastructure to access the internet, through the installation of a cabling system, which allows the sharing of meteorological information in real-time.

It is also important to mention the contribution to providing IT equipment and materials, for instance, computers for all INGD focal points at the national level and a data server for storing climate data installed at the Computer Center of Eduardo Mondlane University (CIUEM) for digitization, security, and information sharing, including the provision of internet access for partner institutions.

The project also promoted the use of online communication platforms, in the forecast and conference rooms, while proving videoconferencing equipment at INAM's and INGD's/ CENOE headquarters in Maputo, including the Operative Emergency Centers (COEs) in Nampula, Quelimane, Xai-Xai, Caia and Vilanculos, also paid for the user licenses.

Another contribution was the participation of INGD/CENOE technicians in training at the international level, such as the United Nations International Conference on Space Technologies for Disaster Risk Reduction that took place in China and Thailand respectively, also the training on the English language in South Africa.

An important milestone in addition to the training of government officials, communities, members of local disaster risk management committees, and local leaders, was the installation of early warning equipment in the Limpopo and Zambezi river basins, therefore sensors, hydrometric scales and sirens. Other outstanding tools promoted by the project that are in use are drones and the apps GIS, Data Winner e GPS.

It's also to highlight that in order to reinforce and improve the use of data in the decision-making process, within the scope of disaster management, a round table was also organized which, besides UNDP and INGD/CENOE, also involved the National Institute of Statistics (INE) and the National Agency for Geospatial Development. In this sense, the contribution in this component was **quite satisfactory**.

However, although these milestones are critical, it will be important to ensure the participation and involvement of all sectors in the data collection, digitization, and sharing, while promoting the use of these data in the decision-making process, including training technicians and promoting access to technologies.

3) **Ensure that government capacities at all levels and in communities are developed for effective emergency preparedness, response, recovery and resilience processes.**

There were several interventions aiming at strengthening the capacities of the government and communities in the different phases of the disaster risk management cycle.

In this regard, supported institutional coordination meetings, as an example the joint visit of United Nations agencies to Nampula province and coordination meetings with the government, as well as the revitalization and training of Provincial Technical Councils for Disaster Management (CTPGC) in Nampula, Gaza, and Maputo, on gender justice, CCA and DRR associated matters.

The project also supported the holding of meetings of the National Humanitarian Team in Maputo, involving focal points at the national level, which served to exchange experiences and share the emergency coordination mechanisms.

Other accomplishments include the establishment, training, and operationalization of four School Disaster Risk Management Committees (CEGRD) in Gaza in Chockwe and Guija districts, the training of journalists in Nampula and Sofala in matters related to CCA and DRR, including the role of media in covering natural disasters, with a view to strengthening the capacity for processing and disseminating information.

Also noteworthy was the training, revitalization, and capacity building of members of the Local Disaster Risk Management Committees (CLGRC) and local leaders, in matters related to CCA and DRR in Gaza, Sofala, Maputo, and Nampula.

The project also supported simulations of the occurrence of extreme events and disasters in Maputo, Nampula, and Niassa provinces, as well as training in Special Rescue Operations and Humanitarian Support in Maputo (Pequenos Libombos), including training in mechanisms to prepare and coordinate response during the rainy and cyclonic seasons, targeting CTGC members and humanitarian partners in Gaza and Nampula, which in addition to INGD involved INAM, ARAs Norte and Sul, and Universidade Lúrio.

As for the production and sharing of knowledge, it is worth mentioning the holding of seminars and/or retreats for the dissemination and enrichment of the best practices guide for DRR and CCA in Maputo, focusing on the technical analysis of the ATLAS in preparing and responding to disasters in the Licungo basin in Maputo, as well as the participation of INGD technicians in the course on Disaster Risk Reduction organized by “Singapore Cooperation Programme and The United Nations Office for DRR/UNISDR.

Taking into account the need to integrate DRR and CCA measures into infrastructure, the project also organized training for craftsmen and civil construction technicians on resilient Reconstruction with a focus on housing infrastructure resilient to climate and natural disasters (on-the-job training) in Sofala in partnership with UN-Habitat.

In partnership with MEF, UNDP also organized a workshop on Sustainable Development Goals (SDGs) and DRR. Another highlight, with a focus on strengthening decision-making

capacity at the local level, is the training of district administrators, municipal and local leaders, councilors, and directors of district infrastructure services in matters of management and DRR in Gaza and Nampula provinces, for better coordination and management actions of emergency response.

Environmental awareness sessions were also carried out, including on gender justice, led by MTA, in matters of sustainable environmental management, for environmental working groups in CCA and DRR measures, including the distribution and planting of seedlings of shade and fruit trees in Maputo (Namaacha).

Despite prevailing needs in government and communities at all levels, the project has made a **quite satisfying** contribution given the above interventions, however, it will be important to ensure continued capacity building due to the high turnover rate of civil servants.

4) **Implemented actions to adapt to climate change, reduce vulnerability, resilience to disasters and promote livelihoods of communities, with emphasis on those in arid and semi-arid zones**

In this component, the focus of interventions was the arid and semi-arid regions, which in addition to technical follow-up missions and training sessions on CCA and DRR matters, also included the monitoring and supervision of these initiatives.

Taking into account that agriculture is the main activity in these areas, special attention was given to this component, namely the distribution of agricultural inputs, training of farmers in climate-resilient agricultural techniques (conservation farming and smart agriculture), including the establishment of a greenhouse in Massingir district(Matxingtxingue), as well as of vegetable production fields in Chitar and Madingane.

Another outstanding intervention was the construction of infrastructure for livestock management and water supply led by the Division of Development of the Arid and Semi-Arid Zones, which involved the construction of a cattle treatment corridor in Songatxeca and an acaricidal tank in Chidulo; including the assembly of water supply systems in Hariane/ Mapai that integrates a desalinator, while it is a source of water for animals.

These actions denote a satisfying achievement. Nevertheless, it is recommended to invest in alternative sources of income taking into account the local context, the promotion of drought-resistant crops and adapted technologies for the provision of drinking water, including the dissemination of nature-based solutions for the semi-arid regions, also the identification of sustainable value chains including access to market.

5) Project management and coordination

The project had the extinct National Institute for Disaster Management (INGC) as the coordinating partner through the Coordination Division, with the responsibility of leading the implementation of activities working closely with other sectors, in addition to being responsible for financial management. Despite the positive performance, it should be noted that there were some challenges in the timely provision of funds, and in some cases, some initially planned budget headings were not allocated, due to changes in the governance system of the United Nations and UNDP, in particular. In this sense, it is important to highlight the division of responsibilities between the United Nations Resident Coordinator and UNDP Resident Representative, which had an impact on the prioritization and allocation of project funds. The project for instance had internal investment funds as its main source (TRAC), so of the USD 5,965,000.00 initially forecasted, the project disbursed USD 3,321,975, thus creating a deficit of USD 2,643,025, compromising the carrying out of some of the activities initially planned. However, a positive assessment from a financial point of view shows 96% of expenditures the in project activities, which translates into a positive balance of execution. The table below summarizes the financial statements in the execution period:

Table 3: Project implementation financial statement

Year	Disbursment in/$	Expendicture/$	Execution
2018	579.000	568.626	(98.2%)
2019	734.695	733.050	(99.78%)
2020	788.750	796.216	(101%)
2021	614.530	607.110	(99.6%)
2022	605.000	475.382	(78.5%)
Totals	3.321.975	3.180.384	(95,74%)

However, despite these changes in internal governance, it is important to highlight the unanimous statement of the critical stakeholders on the role, availability, and excellent collaboration with the UNDP, which throughout the project was available and flexible to

accommodate and/or respond to the needs of the government institutions and communities involved in the project.

Another positive assessment was the working approach adopted by UNDP, which provided national and provincial advisors, based at the headquarters of INGD and its provincial delegations in Cabo Delgado and Nampula. These technicians, according to the interviewees, made a significant contribution, both in capacity building and in the implementation of activities, acting alongside the communities and the government. However, this approach was discontinued before the end of the project.

It is also important to highlight the changes in the governance mechanisms and structures that transformed the INGC into the INGD, which culminated in the change of the project management unit to the Planning and Cooperation Division, which to a certain extent influenced the beginning and course of the activities.

As part of the project implementation arrangements, a steering committee was also constituted, involving the main implementing partners, however its operationalization through regular coordination, monitoring, and evaluation meetings was limited and negatively affected by the late starting of activities, as well as the impact of the COVID 19 pandemic. To overcome these constraints, therefore, the articulation and coordination of actions was done through existing coordination bodies, such as the CTGCs and COEs, including the national and provincial humanitarian teams. These achievements states a s**atisfying** result in this component.

It is recommended, however, to conduct joint reflections on alternatives for the decentralization of funds for projects involving various institutions and levels of implementation also on the model of technical assistance at provincial and local levels, which, despite being discontinued, proved to be effective. Simultaneously, it will be also critical to continue reinforcing inter-institutional coordination through the operationalization of coordination bodies, either as part of project management structures or as of regular institutional functioning mechanisms.

6.3 Conclusions

Taking into account the 5 intervention priorities defined and embodied in the project document crossing with achievements, it is concluded that the institutional capacity-building program of the government and communities for resilience to disasters and adaptation to climate change,

contributed satisfactorily to ongoing efforts with an emphasis on increasing resilience to disasters and adapting to the negative effects of climate change, as well as protecting development gains and communities most vulnerable to disasters.

The results taking into account the criteria selected for this evaluation are summarized in the table below:

Table 4: ***Overall result of the project***

Criterion	Assessment questions	Classification
Effectiveness	*1. To what extent were the project results achieved as defined by Project document?*	**Quite satisfactory:** Despite the gaps in some of the components, in general, the project generated foundations for capacity building of the guardianship institutions and communities in targeted areas.
Relevance	*2. To what extent were the main project actors (MTA, INGD, INAM and MEF) involved in project design and implementation?*	**Satisfactory:** All stakeholders were properly involved in the design and implementation phases, however there were some gaps in the joint and regular monitoring component.
Sustainability	*3a. To what extent did the main direct and indirect actors tok ownership of the project?* *3b. To what extent did the project contribute to institutional strengthening of key stakeholders?*	**Satisfactory**: Despite the progress made, there are still many challenges, highlighting the weak technical capacity combined with the high turnover rate of civil servants, the scarcity of material and financial resources to implement core interventions, and poor access to technologies, including the absence of systematization and sharing information platforms at all levels.
Consistency and coordination	*4. To what extent did the project contribute to improving complementarity, coordination and strengthening of synergies between the institutions involved?*	**Moderate**: Despite UNDP's commitment, availability, and support, and the coordination of interventions through DRR platforms, such as the CTGC and COEs, the irregular functioning of the composed steering committee, due on the one hand to the late starting of activities, and on the other hand to the impacts of the COVID 19 pandemic, to a certain extent limited coordination, articulation, monitoring, and joint decision-making, involving the main actors in the project.
Efficiency	*5. To what extent did the allocated resources efficiently produce the expected gains?*	**Satisfactory:** Although most of the activities were successfully implemented, the testimonies of the intervenients pointed out that part of the foreseen financial resources have not been disbursed, a fact confirmed by the financial statement. However, considering 96% of expenditures in activities as per the available amount, the cost-benefit analysis of the intervention is quite positive.

Implementation challenges	*6. What are the main implementation challenges?*	Among several challenges, the following stand out: ▪ The impacts of the COVID-19 Pandemic; ▪ Changes in the governance structure of the United Nations and the government (INGD and MTA); ▪ The reduction of the budget foreseen in the project document; ▪ The collection, documentation, and sharing of best practices and critical information related to the project to be replicated in future interventions

6.4 Lessons Learned

The project had many challenges in collecting, systematizing, documenting and sharing information, including best practices. A good part of the conclusions were drawn from isolated reports of activities and/or partial ones, as well as from the in-depth interviews and clarification of the main intervenients.

The model of capacity building, and technical assistance through technical advisors based on the implementing partners, working with the sectoral technical teams, at national and provincial levels proved to be very useful and were praised by the interviewees, however, during the implementation it was discontinued in Nampula and Cabo Delgado provinces due to a change in government and UNDP governance structures. In this sense, a joint reflection on the effectiveness, sustainability, and possible replication of this approach is recommended, considering the need for institutional technical support in public institutions, NGOs, and communities.

The challenge of the financial capacities of CLGRC members, taking into account that the activities carried out are of a voluntary nature, proves to be challenging. It will be important to continue to reflect on possible alternatives for generating income for this group in particular and for communities in general, bearing in mind the growing impact of climate change at the local level.

7. Introduction

Mozambique is exposed to the most variable hydrological and meteorological conditions in southern Africa. Tropical and subtropical climates predominate in the North and Center regions of the country, while a dry and arid climate predominates in the South. The main factors that influence hydrological and meteorological variability include the Intertropical Convergence Zone (ITCZ) oscillations, a phenomenon*The Boy/The Girl* and tropical cyclones.

In response to Mozambique's vulnerability to "natural" and anthropogenic hazards posed by extreme weather events, Climate Change Adaptation, Disaster Risk Reduction and resilient recovery have become a key concern for the government.

As a way to contribute to ongoing efforts with an emphasis on increasing resilience to disasters and adapting to the negative effects of climate change, as well as protecting development gains and the communities most vulnerable to disasters, UNDP and the Government of Mozambique developed the project "Institutional Capacity Building of the Government and Communities for Resilience to Disasters and Adaptation to Climate Change". Thus, the project was intended to strengthen the capacities of government institutions, civil society organizations and the general public in disaster risk reduction and adaptation to climate change.

Project implementation took place between 2018 and 2022, and its priorities were to strengthen the capacities of government institutions, civil society organizations and the public in disaster risk reduction and adaptation to climate change.

The aiming of this final evaluation is to assess the general performance in relation to the project's objectives and results, with a view to informing future interventions of the Disaster Resilience program in Mozambique, related not only to influencing actions through the definition of policies and advocacy, also by technical assistance through institutional support at all levels, targeting government, communities and society in general.

In this context, this exercise assesses the impact of UNDP Mozambique's contribution to strengthening disaster resilience capacity at all levels in the country and documents the factors that contributed to the achievement (or not) of the related results with specific reference to the added value of UNDP Mozambique. It is also to emphasize that an additional purpose of the evaluation was to extract lessons and identify best practices that can be replicated in future interventions.

8. Description of the intervention

The final evaluation of the project aims to find out to what extent the project has achieved the expected results and the specific objectives stated in the PRODOC. In this sense, the assessment looked at to what extent the project's objectives were achieved and determined how effectively the project was executed while capturing lessons learned and assessing the impact and sustainability of the project while ensuring that the proponent derives the most benefit from the intervention.

As for the project, it is to highlight that this objective is strongly aligned with national strategic documents and priorities, namely the Master Plan for Disaster Risk Reduction 2017-2030 and the National Strategy for Adaptation and Mitigation of Climate Change 2013-2025, which is promoting a resilient development through planning and investing in climate information. In this sense, through strengthening disaster resilience and adaptation to the negative effects of climate change, while protecting development gains as well as communities most vulnerable to disasters. The target group comprises government institutions, civil society organizations and communities.

In pursuit of the project's objectives which are aligned with the Government's five-year plan (PQG), the results of the UNDAF, and the CPD of the UNDP, the project settled five main components as follows:

1. Development of integrated and operational policy and regulatory frameworks that will effectively enhance communities' resilience to disasters and adaptation to climate change;
2. Risk profile that is informed by assessing the causes of risks – hazards, exposure and vulnerability. The assessment of risk factors, including climate risk assessments, in order to support the information system for disaster risk management, also the decision-making based on risk information at national, provincial and district;
3. Ensure that government capacities at all levels and in communities are developed for effective emergency preparedness, recovery and resilience processes; and
4. Implementing actions to adapt to climate change, reduce vulnerability, and promote resilience to disasters and sustainable livelihoods of communities, with emphasis on those in arid and semi-arid regions.

To deliver results, the project sought to support the development of a legal framework as part of the adaptation and risk reduction efforts; strengthen national capacities; facilitate the communication and application of actionable risk information; promote access to information on disaster and climate risk; institutionalize and promote the sustainability of standardized common tools, methodologies, and approaches; and establish a damage and loss accounting system. It also sought to strengthen the Early Warning Systems (SAP) and improve readiness and resilience recovery processes that ensure social transformation after the occurrence of a disaster.

8.1 Description of project components

i. Outcome 1. Improved policy, legal and institutional mechanisms for climate change adaptation and disaster risk management – Disaster Risk Governance

This component focused on strengthening existing policies and disaster risk governance mechanisms for strengthening community resilience to disasters and adaptation to climate change, through the following actions:

- **Activity 1.1**: Support government and relevant ministries in drafting and revising appropriate statutes, regulations, policies, and strategies on DRR and CCA, as well as promote the dissemination of the DRR law while enhancing its implementation, simultaneously contribute to the country and government resilience agenda;
- **Activity 1.2**: Support the government in the designing and dissemination DRR and CCA guidelines/protocols, as well as for the establishment of a functional DRR information management system and the development of gender-sensitive sectoral guidelines on the integration and monitoring of DRR and CCA interventions.

ii. Outcome 2. Improved hazard and vulnerability profiles through better disaster and climate risk assessment and information management: actionable disaster risk information accessible and applied to programming.

This component aimed to improve disaster risk information services that are actionable, accessible, and applied to programming through the following actions:

- **Activity 2.1**: Designing of a "National Risk Atlas of Mozambique (ANRM)" that includes: national profiles of user-specific hazards and risks; a national electronic risk information library; a national data infrastructure for dynamic risk assessment and

mapping; a national risk information system; as well as unified methodologies and tools based on hazard-specific national risk assessments already existing.

- **Activity 2.2**: Development of a "National Disaster Risk Observatory" (ONRD) that includes: an integrated national disaster database; disaster analytical tools (i.e., disaster monitoring, analysis, mapping, and reporting); and an institutionalized disaster reporting network based on the existing national damage and loss database.
- **Activity 2.3**: Establishment of an online platform for information management aimed at strengthening disaster adaptation and resilience initiatives, including Information sharing on hydro and agro-meteorological data for timely action.
- **Activity 2.4**: Promote the development and dissemination of methodologies and scientific tools aimed at recording and sharing losses caused by disasters, as well as relevant data and statistics on gender, age, and sex, and to monitor designing processes and the creation of disaster risks.

iii. Outcome 3. Government and community capacities strengthened to build disaster resilience – promoting risk-informed solutions.

This component focuses on capacity building for the GoM in risk management aiming of strengthening community resilience through support for five main activities:

- **Activity 3.1**: Training actions: intersectoral coordination; promotion of South-South cooperation and exchanging of experiences.
- **Activity 3.2**: Promote CSOs, local NGOs and private sector involvement in the development of response and prevention plans.
- **Activity 3.3**: Support the government in the designing, implementation and monitoring of local adaptation plans (PLAs).
- **Activity 3.4**: Integration of DRR and CCA: enable government to integrate DRR and CCA into planning instruments and strategies at all levels, using tools and guidelines developed in (1).
- **Activity 3.5**: Development of tools to monitor investments in DRR and CCA, as well as to strengthen gender mainstreaming in development plans (in collaboration with UN Women).

iv. Outcome 4. Strengthened Disaster Preparedness and Recovery Processes – Early Warning Systems and Resilient Recovery

This component focuses on actions that seek to respond effectively to any disaster, preparedness (including simulation exercises) to ensure the availability of necessary resources by supporting five main activities:

- **Activity 4.1**: Strengthening emergency preparedness: contingency planning and simulation exercises.
- **Activity 4.2**: Institutionalization of a functional mechanism for early warning systems to improve timely action.
- **Activity 4.3**: Creation, training and maintenance of local risk management committees for early warning and timely action.
- **Activity 4.4**: Training actions and protocols (Manuals of Procedures – SOP) for the generation and dissemination of prior notice information.
- **Activity 4.5**: Definition of recovery guidelines that include post-damage and needs assessment (government, development partners and CSOs), capacity building and recovery programming.

v. Outcome 5. Climate Change Resilience Actions and Improved Community Livelihoods for Disaster Resilience – Adaptation and Vulnerability Reduction

This component focuses on relevant climate change resilient actions to be taken in specific communities. In addition, promote innovative initiatives and alternative livelihoods for adaptation and mitigation of shocks and stresses, especially in arid and semi-arid zones through support to four main activities:

- **Activity 5.1**: Promoting technology for climate adaptation and building resilience, including efficient water collection and management in arid and semi-arid areas (rainwater harvesting, public-private partnerships for water management);
- **Activity 5.2**: Promoting the diversification of income-generating activities in the arid and semi-arid areas through the CERUM (District Centers for Multiple Use of Resources);
- **Activity 5.3**: Investment in innovative technology research and cost-benefit analysis to support disaster adaptation and resilience, especially for communities in arid and semi-arid regions.

- **Activity 5.4**: Promote scientific research and dissemination on climate change, early warning systems and innovation for early action.

The direct beneficiaries of the project were the government institutions responsible for monitoring and forecasting hydro-meteorological events, disaster management and climate change, namely the **Ministry of Land and Environment (MTA), the National Institute for Disaster Risk Management (INGD), the National Institute of Meteorology (INAM) and the Ministry of Economy and Finance (MEF)**. Therefore, the program sought to support the government in building communities' resilience to disaster risk and adapting to climate change with a focus on UNDP's three priority provinces – Gaza, Nampula and Cabo Delgado. Improved CCA and DRR actions aimed to contribute positively to Mozambique's economy.

9. Scope and objectives of the evaluation

9.1 Evaluation objectives

- Assess alignment of UNDP designing and choices of responses, based on its mandate and comparative advantage.
- Assess progress against achieving expected results and outputs, including cross-cutting issues such as capacity building, institutional strengthening, and gender.
- Evaluate the impact of the activities carried out in each of the program components, especially regarding the development of capacities at central and decentralized levels.
- Assess the extent to which program components have contributed to the achievement of UNDAF/CPD objectives and to general support, including to the UN system operations in Mozambique.
- Assess the adequacy of implementation arrangements, including, but not limited to, governance, organizational and management structure, including coordination mechanisms used by UNDP to support the project/program.
- Document the challenges encountered and list what still needs to be done, including how and by whom, to make the project more responsive and more aligned with national development priorities while contributing to the implementation of the UNDAF and ensuring the sustainability of the program.
- Consider potential future synergies beyond those currently being explored, for example within the two UNDP portfolios, namely: Environment, Natural Resources, Climate and Resilience (ENRCCR), and Governance and Social Cohesion.
- Identify operational issues and bottlenecks in program implementation, including implementation modalities and structures, as well as advice on any necessary changes in terms of outcomes, implementing partners, and resource allocation, while making recommendations.

9.2 Scope of evaluation

The assessment was carried out by a consultant with logistical support and guidance from the manager of the Disaster Risk Reduction Program and the Gaza Provincial Disaster Risk

Reduction Advisor, both from the Environment, Natural Resources Management, Climate Change and Resilience Unit (ENRMCCR).

The evaluation adopted a qualitative methodology that included document review, observation and semi-structured interviews with key informants focusing on the provinces of Gaza, Nampula, Cabo Delgado and Maputo. The exercise took place between the 28th of December 2022 and the 31st of July 2023.

It should be noted that the exercise favored a participatory and transparent approach, interacting with stakeholders on a regular basis, respecting their opinions and ideas, while guided by an independent and impartial posture, highlighting only the opinions of the participants and the contents determined through the application of methods mixed, following the OECD/DAC Glossary of Key Terms in Evaluation and Results-Based Management (OECD/DAC, 2019).

9.3 Evaluation criteria

Taking into account these principles and as summarized in the table below, the following criteria were analyzed:

Table 5: Rating Criteria

Classification	Percentage (%)	Description
Quite Satisfactory	80-100	*More than 80% of the established goals were achieved*
Satisfactory	65-79	*Three-quarters of the targets set were achieved*
Moderate	50-64	*Half of the set goals were achieved*
Unsatisfactory	25-49	*One-third of the established targets were achieved*
Very Unsatisfactory	0-24%	*A quarter of the targets set achieved*

9.4 Project evaluation questions and results classification matrix

The project evaluation was designed to answer the 7 questions presented in the table below. Although there is no explicit and direct correspondence to the evaluation questions, the consultant believes that answering the seven general questions indicated below will provide sufficient evidence to evaluate the performance of the project.

Table 6: Evaluation questions

Criterion	Assessment questions
Effectiveness	*1. To what extent the project achieved results as defined by the project document?*
Relevance	*2. To what extent the main project actors (MTA, INGD, INAM, and MEF) were involved in project design and implementation?*
Sustainability	*3a. To what extent did the direct and indirect actors take ownership of the project?* *3b. To what extent did the project contribute to institutional strengthening of key stakeholders?*
Consistency and coordination	*4. To what extent did the project contribute to improving complementarity, coordination and strengthening of synergies between the institutions involved?*
Efficiency	*5. To what extent did the allocated resources efficiently produce the expected gains?*
Implementation challenges	*6. What are the main lessons learned from project implementation?*

10. Methodological Approach

The project evaluation process was based on the following assumptions:

- Use of participatory and transparent approaches that recognize potential sensitivities in any assessment process.
- An independent and impartial process, conducted with complete professional integrity.
- Use of a combination of data collection methods to triangulate the results.
- Anticipate positive results and persistent challenges, therefore assuming a position that positive and/or negative results can contribute to learning in future projects.

The methodological framework proposed for this evaluation is based on the criteria/guidelines developed by OPCS (2006) and OECD (2006) as well as contributions from the project's main actors (MTA, INGD, MEF and INAM). The main categories used for evaluation are presented below:

10.1 Evaluation of the impact of the project - Effectiveness

- Contribution to the project to achieve the project's long-term goal;
- Evaluate the effectiveness of services provided to project partners as well as for institutional strengthening, including training;
- Check the real difference for project beneficiaries;
- Assess the impact of the project in creating synergies and improvements in coordination mechanisms between the main project actors.

10.2 Efficacy evaluation

Compare the expected results of the project as described in the Project document (log frame) and the project implementation plan; also considering their relevance. Whenever possible, distinguish the quality and quantity of results achieved, focusing on the five results proposed by the project:

1. Designing of integrated and operational policy and regulatory frameworks that will effectively enhance communities' resilience to disasters and adaptation to climate change;
2. Risk profile that is informed by assessing the causes of risks, exposure hazards, and vulnerability. Therefore, assessment of risk factors, including climate risk assessments, to support the information system for disaster risk management, as well as the decision-making based on risk information at national, provincial and district.
3. Capacity building of government and communities to build resilience to disasters.
4. Ensure that government at all levels and communities' capacities are developed for effective emergency preparedness, recovery and resilience processes; and
5. Communities in arid and semi-arid areas can adapt to climate change with enhanced or alternative livelihoods.

For each of the five results above, the following elements were analyzed:

- Improved efficiency in the provision of planning services taking into account DRR and CCA;
- The involvement of local authorities (district and provincial) in the value chain of early warning services;
- Improvement in the allocation of financial resources at the national and subnational levels as a result of the introduction of policies/strategies or protocols inherent to the improvement of the early warning system;
- Improvement in the management of public finances through intersectoral (inter-ministerial) coordination and optimization in the use of resources;
- Strengthening multisectoral coordination of intersectoral governance in the planning and implementation of activities related to CCA and DRR;
- To what extent was the Project participatory or hierarchical? Was it properly balanced?
- To what extent did the project improve the awareness of key project stakeholders (INGD, MTA, MEF and INAM) among other key partners?

10.3 Relevance

- Evaluate the consistency of the project's objectives with the demands and needs of the target groups, including the level of involvement among the main project actors;
- Consistency of project objectives with DRR and CCA resource sector policies and strategies;
- Level of ownership of the project by government stakeholders and project beneficiaries (communities);
- Consistency of project objectives with regional and global CCA and DRR strategies;
- Adequacy of the project concept to achieve the goal and objectives (definition of beneficiaries, approaches, operational elements of the project, coordination mechanisms, and identification of partners);
- Adequacy of the project concept for the design of the new concept of decentralization under way in the country;

10.4 Sustainability

- The sustainability of project interventions (after the end of external support), taking into account the traditional implementation of CCA and DRR programs;
- To what extent the main partners and beneficiaries of the project are able to continue carrying out activities inherent to the project, after the end of the project;
- The technical, financial, and personnel capacity to mobilize financial, material, and human resources to maintain activities given their relevance to the country;

10.5 Consistency & coordination

- Efficiency of the institutional arrangement of the project at national and sub-regional levels and their interaction for the operationalization of the project;
- The project's communication and reporting mechanisms between key government actors, the implementation unit and key project funders;
- The frequency of coordination meetings and the decision-making process on project issues;
- Identify gaps and respective factors that facilitated or impeded the progress of project implementation, looking at the structures of Governments, Project management and Coordination Teams and project financiers.

10.6 Efficiency

- The extent to which the relationship between resources (mainly financial and human resources) and allocated time (i.e., delays in relation to budget planning and execution) influenced the results achieved or are appropriate (cost-effectiveness).

10.7 Description of the methodological approach

The diagram below summarizes the methodological sequence followed to carry out the final evaluation of this project. Each stage comprises a sequence of sub-activities that contributed to the results achieved by each stage (Figure 1).

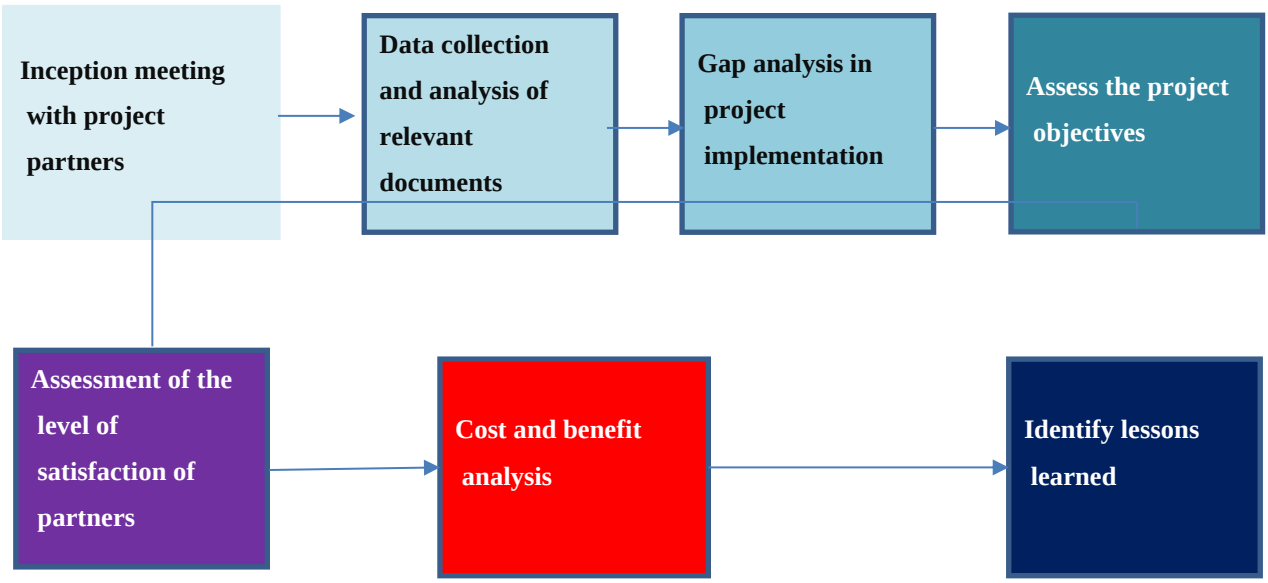

Figure 1: Diagram of the methodological approach to project evaluation

10.7.1 Inception meeting with the main actors of the project implementation

This phase consists of the following sub activities:

- Presentation of the methodological approach, including all tools for data collection and analysis and the schedule of activities;
- Collection of subsidies and validation of the methodological approach;
- Discussion of logistical and planning issues to operationalize field work;
- Request for additional documents and reports available and their sources (including project reports, assessment and external evaluations, field missions, main project focal points in MTA, INGD, MEF, INAM and others);

- Identification of the main groups to be interviewed according to their involvement in the project implementation process.

10.7.2 Description of data collection

Data collection was carried out using previously designed tools considering the needs of project beneficiaries. Annex I therefore present in detail the questions used for data collection.

10.7.3 Data analysis

The interviews were analyzed using a comparative approach to allow a better categorization and visualization of the insights of respondents. In this context, the first phase of analysis highlighted aspects of **Efficiency, Relevance and Coordination.** The second phase on the other hand mirrored aspects of **Sustainability**; while and the third aggregated all the results of the previous components, for instance the indicators of **Efficiency, Relevance, Coordination and Sustainability** to identify lessons learned.

10.7.4 Limitations and assumptions of data collection

The field data collection process assumed that the main actors and key beneficiaries of the project would be available to provide the necessary information for this assessment within the proposed timeframe. However, due to the challenges posed by disasters, with emphasis on the impacts of Cyclone Freddy and threats/weather forecasts of possible floods and/or inundations in the provinces of Gaza and Nampula, combined with changes in the structure of project implementation in addition to the prevalence of armed conflict resulting from the Islamic groups in Cabo Delgado, the process was quite limited.

To mitigate this effect, respondents were invited to interact with the consultants using alternatives such as phone calls and other available communication platforms and adapted to the context.

Another major limiting factor was the difficulty of accessing documented and systematized information on the implementation stage of the project by the implementing partners, namely progress reports and evidence of implementation monitoring actions, which made it extremely difficult to carry out a thorough analysis of the level execution of part of the interventions at sectoral and local levels, including compliance with the stipulated deadlines. And here it must be reiterated that some of the project's beneficiaries had difficulties in locating the regular execution reports, as well as it was not possible to access the balance sheets of the activity plans.

Accordingly, and to make the most of the available and/or accessible information, the consultant analyzed the activity and supervision missions' reports, in addition to all the documents made available related to the design and implementation of the project, as well as conducting clarification and deepening interviews with critical stakeholders.

10.7.5 Ethical considerations

To comply with the ethical procedures applicable to this type of assessment, the participants were informed about the principle of voluntary participation, and they were given an explanation to understand the scope and nature of the evaluation, as well as the confidentiality protocols of the information and freedom of speech.

10.7.6 Background of the consultant

CARMEN MUNHEQUETE has more than 20 years of working experience in the development sector in topics such as gender, disaster management and humanitarian response, governance, environment and climate change, and sustainable livelihoods. She has two master's degrees, one in rural development from Eduardo Mondlane University and the other Master's in Environment from the University of Melbourne, Australia. In addition to consulting, her experience includes national, regional, and international leadership roles, as well as programmatic responsibilities, besides acting as a speaker, professional development coach, trainer, and university professor.

- Lecturer at the Faculty of Sciences at Eduardo Mondlane University: Master's Course in Disaster Management and Climate Adaptation, UEM since 2020
- Trainer on Climate Change for journalists WATERAID, 2022
- Facilitator of the seminar to prepare Mozambique's participation in COP 27, WATERAID/ PNOSCMC, 2022
- Trainer of training on Climate Change and WASH, PNOSCMC, 2021
- Speaker on Climate Change with a focus on nature-based solutions, PNOSCMC 2021
- Consultant for Governance and Sustainable Management of Water Resources in the face of the impacts of Climate Change under the development of the country strategic plan: WATERAID 2021
- Gender and Disaster Management Consultant: Evaluation of the Emergency Response Program caused by Cyclones IdaI and Keneth in Manica, Sofala and Cabo Delgado: CARE 2021
- Specialist in gender, natural resources, disaster management and climate change: Development of Agrarian Sector Strategy and Investment Plan PEDSA/PNISA 2022-2032: MADER/FAO 2021
- Facilitator: Reflection Seminar on Adaptation Measures in the Water and Sanitation Sector in the Face of Climate Change: PLAMA 2021
- Gender and Disaster Management and Humanitarian Response Specialist: UN Women Strategy for Emergency Response: UN WOMEN 2021

- Senior Advisor for Management and Recovery of Internally Displaced People in the Face of the armed Conflict in Cabo Delgado: Reconstruction and Emergency Response Program in Northern Mozambique: UNOPS 2021
- Specialist in Gender, Climate Adaptation and Sustainable Livelihoods: Program Design to Strengthen Local Adaptation and Informed Planning on Climate Risks for Livelihoods in the Southern Districts of Mozambique: UNDP 2020
- Founding Member: Intercontinental Organization for the Defense of Women's Rights SOUTH FEMINSTS FUTURE , 2020.

11. Evaluation results

11.1 General results of the project's monitoring and evaluation matrix

The project's annual targets were obtained from the project's Monitoring Plan, which allowed assessing the project's progress according to the proposed schedule. In this sense, of the 21 indicators proposed in the project document in 2018, only 13 reached the targets established according to the results matrix for monitoring indicators. It was also noted that five indicators achieved partial results and three fell short of the targets. It is necessary to highlight, however, the gaps in systematized data on their progress at the level of the implementing sectors, although the interviewees stated that they carried out competing activities to achieve them.

The same matrix also shows that by the end of 2022, that two outcome indicators 2 (A functional "Atlas Nacional de Riscos de Moçambique (ANRM)" applied for decision-making based on information on the level of risks and A functional "Observatório Nacional de Desastres" accessible to stakeholders and requested for risk-informed programming) and a result indicator 5 (Number of communities in arid and semi-arid zones with diversified income generation activities) did not reach the target proposed by the project in the M&A Plan.

These results indicate that there has been consistent progress towards the intended results, however, the absence of baseline indicators in part of the results, hampered a thorough analysis and evaluation of the gains achieved with the intervention.

Another deficit, however, was the absence of sectoral and integrated plans and reports regarding quarterly, annual and monitoring progress, taking into account the monitoring and evaluation matrix contained in the project document, as well as the absence of evidence regarding actions of joint monitoring and evaluation, carried out during implementation, involving all stakeholders.

Table 8 below presents the cumulative results for each of the project's 21 current indicators compared to the project's expected results:

1.1 Table 8: Project Monitoring and Evaluation Indicators

EXPECTED RESULTS	RESULTS INDICATORS	DATA SOURCE	BASELINE		GOALS (by frequency of data collection)					Performance
			Value	year	year 1	year 2	year 3	year 4	FINAL (2021)	
Outcome 1: An integrated and operational policy and regulatory framework for effectively building disaster-resilient communities and adapting to climate change	1.1: No. of revised legal/regulatory documents to strengthen disaster resilience	Bulletins of the Government Republic (BR); INGC annual reports[2]	2	2018	0	1	0	1	4	100%
	1.2: No. of existing functional guidelines/protocols to promote information management and strengthen the integration of DRM/GRD and CCA/AMC	Government website; INGC, MEF and World Bank (WB) annual reports	0	2018	-	1	-	-	1	100%
Outcome 2: Improved risk and vulnerability profiles through quality climate and disaster risk assessment, and management of information available (actionable risk information);	*2*.1: A functional "*Atlas Nacional de Riscos de Moçambique* (ANRM)" applied for decision-making based on information on the level of risks	National Risk Atlas of Mozambique prepared, INGC annual report	0	2018	0	1	-	-	1	25%
	2.2. A functioning "National Disaster Observatory" accessible to stakeholders and requested for risk-informed programming	Disaster Observatory created (Government/INGC website); INGC annual report	0	2018	1	-	-	-	1	0%
	2.3: A functional national platform that encourages information sharing and promotes disaster resilience	Developed National Platform (Government/INGC website); INGC report	0	2018	1	-	-	-	1	100%
	2.4: Number of methodologies and scientific tools to record and share losses caused by disasters	Government website; INGC annual report. MEF report	0	2018	1	-	1	1	3	100%

[2] INGC=INGD

Outcome 3: Strengthening government and local capacities for building resilience to disasters	3.1: % of provincial and district planning technicians who applied the integrated programming of DRM/GRD - CCA/AMC (focusing in Gaza, Nampula and Cabo Delgado)	Government provincial and district plans, MEF annual reports	10%	2018	25%	25 %	20 %	10 %	90%	100%
	3.2: Number of CSOs involved in response / prevention plans. # of private sector elements involved in response / prevention plans;	INGC annual reports	2 0	2018 2018	2 2	3 2	4 3	4 5	15 12	50%
	3.3: Number of communities with functional adaptation plans. Number of communities with resilience initiatives.	INGC and MITADER annual reports	TBD TBD	2018 2018	4 5	4 8	8 8	10 4	26 25	50%
	3.4: % of government plans with DDR/RRD - CCA/AMC integrated	INGC and MEF annual plans and reports	60%	2018	10%	10 %	10 %	10 %	90%	100%
	3.5: Number of tools available to monitor DRR/RRD and CCA/AMC investments	Government plans, MEF annual reports; INGC annual reports. MITADER annual reports	0	2018	1	-	-	-	1	100%
Outcome 4: Ensure that government capacities at all levels and communities are developed for effective emergency preparedness, recovery and resilience processes	4.1: Number of contingency plans (national, provincial, district) produced and with allocated resources	Government Contingency Plan; INGC annual reports	3	2018	3	4	5	10	26	100%
	4.2: Number of functional early warning systems (floods, droughts, and cyclones) installed	INGC annual reports; annual monitoring reports. Provincial Government Reports	6	2018	3	4	3	3	19	50%
	4.3: Number of functional local risk management committees created and equipped	INGC annual reports; annual monitoring reports. Provincial Government Reports	194	2018	3	4	4	6	211	100%
	4.4: Number of communities that manage to use early warning (floods and cyclones) for evacuation purposes (climate information)	INGC annual reports; annual monitoring reports.	194	2018	3	4	4	6	211	100%

	Number of communities involved in simulation exercises every year	Provincial Government Reports								
	4.5: % of government funds allocated to the PDNA recovery/programming process following a disaster	Government financial reports; World Bank and INGC annual reports	1% TBC	2018	-	-	-	-	1%	50%
Outcome 5: Arid and semi-arid communities can adapt to climate change with alternative livelihoods	5.1: No. of existing water management systems in arid and semi-arid zones	INGC annual report; monitoring report	TBD	2018	2	2	2	2	8	50%
	5.2: Number of communities in arid and semi-arid zones with diversified income generation activities	INGC annual report; monitoring report	TBD	2018	2	3	3	2	10	25%
	5.3: Number of adaptation and resilience measures implemented in arid and semi-arid zones	INGC annual report; monitoring report	TBD	2018	3	4	3	4	14	50%
	5.4: No. of workshops held to disseminate research on climate change, early warning systems and innovative technologies for early action (scientific and indigenous knowledge)	INGC annual report; monitoring report	0	2018	3	3	3	3	12	100%

Legend

Goals achieved by the end of the project
Goals partially achieved by the end of the project
Goals not achieved by the end of the project

11.1.1 Analysis of the project results matrix

- **Design of indicators** -although the performance of most of the project's indicators reached the targets, there is an understanding according to which these same indicators were adapted throughout the project's implementation according to the local context and the moment, such as, for example, the decentralization introduced by the GoM in 2020 and changes in the governance system of the government itself also the United Nations. However, as this is a project financed by UNDP and implemented in partnership with the Government of Mozambique, involving different types of beneficiaries, the indicators must be built based on a common understanding between the interested parties from the beginning. Of the 21 indicators initially proposed in the project document in 2018, six of these, although adequate with the context and local realities, were constructed with non-existent baseline data.

- **Project implementation** –The project favored sessions for explaining and updating the progress of activities on a regular basis between the parties (Government and UNDP) to create a common understanding about the course of the project (Fig 2). This allowed the identification of the gaps found for the achievement of the goals defined in PRODOC. Indeed, this exercise appears to be positive insofar as the leaders of the implementing institutions were involved at the highest level in the progress and challenges of implementing the project's activities. However, during the three years of project implementation, it was not possible to find any evidence of working sessions on models or monitoring and evaluation systems, promoted by UNDP, to adapt the procedures to implement the M&E tools in the project. Workshops in this regard are extremely important, as stakeholders agree on the project monitoring and evaluation approaches at early stages while making necessary adjustments.

Figure 2: Technical meeting between the UNDP team and the former INGD Director

- On the other hand, changes in the governance structure and intervention approach of the government and the UNDP, with the transformation of the INGC to INGD, as well as the changes in leadership of the INGD and in the coordination system of the United Nations and of the UNDP, influenced the course of implementation of the project. Subsequently, the DRR technical advisor positions based at INGD were deactivated in Maputo, Nampula and Cabo Delgado respectively, which as per the interviewed also negatively impacted the implementation of the project, especially at the local level.

- Another important factor is the change in the name and role of the project management unit at UNDP, for instance from Crisis Prevention and Recovery Unit to Environment, Natural Resource Management and Climate Change Unit, shifting the focus from DRR management to resilience and CC, which in a certain way will influence the design of future projects. As a result of these transformations, the only budgetary source was UNDP reserve funds earmarked for capacity building in the DRR component. It was expected, however, to mobilize additional financial resources,

which did not happen therefore limiting greatly the implementation in terms of scope and length of activities.

- The occurrence of Cyclones Idai and Kenneth in 2019/20 affected the course of project implementation and some resources had to be reallocated to support the emergency response led by INGD instead of regular activities that were supposed to be implemented in 2020 and 2021 by MTA and INAM.

- The pandemic of COVID 19 also affected the course of project implementation and reduced the opportunity for interaction between the actors, including the exchanging of experience events, in addition to requiring the reallocation of resources to comply with the prevention measures in force. It was also mentioned that it also contributed to the non-establishment of a steering committee with regular meetings.

- The national technical advisor based at UNDP at central level did not speak Portuguese. At some point this factor limited assistance and interaction with other actors, with emphasis on the government.

- The project's dependence on UNDP reserve funds (TRACK) greatly limited the implementation of the project, there were not enough resources to respond to the needs of the project. To overcome bureaucracy and financial management challenges, as well as build capacity within government, all financial resources were allocated to the INGD, which in turn had the responsibility to channel the resources allocated to other implementing partners, for instance, INAM and INGD. However, performance was not the best, as there were complaints from these IPs regarding the timely flow of financial resources.

11.2 Aspects of institutional arrangement and coordination

Some critical aspects related to project management were identified, which must have influenced its implementation. Therefore, in terms of institutional arrangement, it was found that on the side of the Government of Mozambique, there were significant changes in the implementing institutions, namely the MTA and the INGD. Due to the change in government

in 2020, there were changes in the Ministry of Land, Environment and Rural Development (MITADER) including changing the name and mandate of MITADER to "MTA". From the INGC side to INGD, two major changes may have influenced the project implementation process. Therefore, INGD changed its statute after the approval of the disaster law (Law n. º 10/2020) which established the new legal framework for Management and Disaster Risk Reduction. The change on the government side, in the opinion of the interviewees, brought added value in boosting the fulfillment of the sector's goals, explaining the tasks of the CCA and DRR sector, on the one hand, and bringing a vision more strategic and comprehensive in integrating aspects of AMC and DRR down to the district level.

11.3 Results of the evaluation questions

As explained in Chapter 3 on the the exercise comprised seven questions, and the consultant considered those in analyzing the existing data including the ones collected through interviews with key informants, as well as in the side meetings.

Question 1: To what extent were the project results achieved as defined by the PRODOC?

- ***Interviews with key informants.***

During the evaluation process, the participants (key actors in the project) were asked about the scope of the results when designing the project. All participants felt comfortable answering this question positively and showed that they had a good understanding of the project's implementation, as attested by the results in the table below.

Table 3: Opinion of interviewed participants

Questions	MTA	INGD	INAM	MEF
Was a needs assessment carried out at the beginning of the project?	Yes	Yes	Yes	Yes
Were the project's objectives and activities in line with government needs?	Yes	Yes	Yes	Yes
Was the project able to adjust to changes in context over its course (i.e., due to COVID-19)	Yes	Yes	Yes	Yes

Data from the interviews carried out with the sectors indicated that the project integrated capacity-building initiatives, therefore providing training for local leaders, government members, INGD technicians, and CLGRD members, in matters of CCA and DRR in addition

to providing materials including computers and audiovisual equipment to CENOEs and INAM. Furthermore, there were activities to integrate CCA and DRR into sectoral plans, including some actions in schools where DRR committees were created to ensure access to information by students about the risks they face in their communities. Regarding the integration of CCA and DRR aspects into local plans, it should be noted that although this exercise was largely prioritized by the project, the lack of material and financial resources, including the capacity to implement the PLAs, still appears to be a challenge.

As for the early warning system in communities in the Limpopo River basin, the INGD report indicates that the installation at the community level allowed them to actively intervene in the front line as part of the disaster preparedness and risk management (collection and analysis of levels of the rivers). In this context, the project supported the mapping of the state of operation of instruments installed in vulnerable communities in the Limpopo River Basin, from which it was possible to identify vulnerable areas for the installation of new related instruments/equipment while building and managing knowledge of anthropogenic alerts in communities vulnerable to it. Thus, the project prioritized the maintenance of sirens, assembly of community alert equipment with emphasis on sensors, and trained the CLGRD in terms of management of the early warning system (SAP) as shown in fig 3.

Figure 3: Siren in Maniquiniqui, Gaza Province

At the community level, some interviewees, for example at the MTA level, mentioned that there was a lack of concrete actions to promote the involvement and empowerment of young people and women, with a view to assuming leadership roles in CCA and DRR, which makes it fundamental for integrating these matters into resilient development plans at local level. Another critical aspect that was

not implemented is the designing and or revision of the environmental regulation, which was canceled after the launching of the tender, and there was no clarity about its cancellation, despite this document being key, considering that it would guide related actions. In general terms, the interviewees refer that despite the success of the project, there were gaps in joint monitoring and follow-up actions, involving all interested parties.

Question 2. To what extent were the main project actors (MTA, INGD, INAM and MEF) involved in project design and implementation?

- ***Interviews with key informants.***

When asked about their involvement in the project design (key project actors), participants stated that they were involved in the design and adjustment of activities according to the priorities of each sector and to face the measures imposed by COVID-19. Therefore, in addition to the project being designed based on the needs assessment, the exercise also involved consultations with government institutions namely INAM, INGD, and MTA, as well as community representatives with emphasis on CLGRDs members. For instance, they not only joined the design but also lead the implementation as per their mandates. There were activities targeting specifically the CLGRD members such as the integration of CCA and DRR measures in their activities (eg they received agricultural inputs, participated in the local planning process), also training in CCA/RRD matters, and monitoring sensors as part of the early warning.

Respondents added that their involvement should be enhanced through investment to secure sustainable sources of income and initiatives to create self-reliance in communities. Finally, some sectors noted that it would be important to strengthen the inter-institutional coordination forums within the course of the project.

Table 5: Opinion of interviewed participants

Questions	MTA	IND	INAM	MEF
Was your institution involved in the design of the project?	Yes	Yes	Yes	Yes

Were your institution, community members, local committees and external actors involved in project design?	Yes	Yes	Yes	Yes
Were your institution, community members and local committees adequately involved before and during the process?	Yes	Yes	Yes	Yes

Question 3a. To what extent did the main direct and indirect actors take ownership of the project?

Questioned about the level of appropriation of the tools brought in the scope of the implementation of the project in Mozambique, most of the participants were unanimous in pointing out that knowledge about disasters, the early warning systems using equipment installed and managed by communities, and the reduction in the levels of famine in drought areas appears to be highlights of project implementation. In effect, these gains currently contribute to improving access to critical information in the low side near to river basin, as shown in the figure on side when installing the siren in Guijá (Figure 4).

Figure 4: Siren to warning of floods in Guijá

One of the objectives of the project was the implementation of CCA and DRR measures in semi-arid areas of Gaza province. In this regard, the project provided support with the installation of multifunctional boreholes with desalinators, in addition to supplying water using tanker trucks at the peak of the dry season, in close coordination with the district's authorities, for human and animal consumption (e.g., Mapai district). The project also bult excavated reservoirs with the involvement of communities, which provide water for humans and animals. As for the livestock component, an acaricidal tank was rehabilitated in Xidulo and a cattle treatment corridor was also built in the same area, besides vaccination campaigns and health interventions conducted in Songatxeca. On the other hand, there were also interventions aimed at revitalizing the CLGRD in the project targeted districts.

From the point of view of continuous improvement of the project's implementation, it was mentioned that it would be important for budget availability and disbursements to be more assertive. A part of the budget registered and foreseen for the project was not mobilized and this created some inconveniences in the implementation and/or execution and timely conclusion of the activities. Considering the shortcomings of the state budget, this financial complementarity was indispensable. This situation also made it difficult to plan and implement activities as defined by the project.

Question 3b. To what extent did the project contribute to institutional strengthening of key stakeholders?

The main objective of the project was to strengthen the institutional capacities of the MTA, INGD, INAM and MEF. The participants were questioned about the actions developed within the scope of the project that contributed to institutional strengthening and capacity building. In this sense, the interviewees indicated that with the institutional capacity assessment carried out within the scope of the project, it was possible to develop a training package in CCA and DRR matters at all levels, including members of the Assembly of the Republic of Mozambique. On the other hand, the project supported INGD in the acquisition of a data server on DRR, covering data from 1989-2023, which is managed by Eduardo Mondlane University. What's more, the project rehabilitated and equipped with computer and audio visuals, as well as provided the access to internet and related equipment targeting the early warning rooms for climate forecasts and disaster mapping of INGD and INAM.

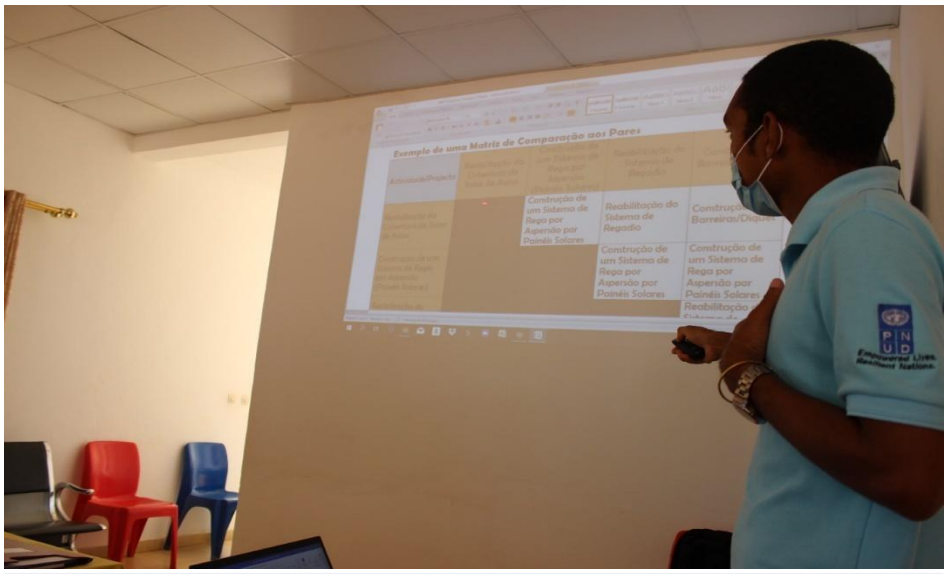

Figure 5: Capacity building session involving officials from the key sectors of the project.

At the CENOE level, for instance, the project supported the equipping and remodeling of the information management room, assembly of computers, video conference system, and internet access for full use in the forecast room. The project also supported access to technologies, because of which it is now possible through drones to map risk zones, as well as to survey

ground conditions. In terms of human resources, CENOE staff were sent abroad, therefore they not only participated in international meetings, and conferences but also in training in different related topics.

These investments also contributed to the reinforcement of the SADC humanitarian operational center based in Nacala, established during the leadership of the SADC Councils of Ministers by its Excellence President of the Republic, and which will function as a liaison source of interventions at national and regional levels, having into account that it will function as a DRR training center of excellence.

At the local level, the project has significantly improved communication with the provinces. Therefore, the equipment installed in the central INGD's video conference room allows regular meetings to be held with all provinces in real-time.

Despite the support provided by the project, it was mentioned that challenges persist in accessing technical assistance, technologies, material and equipment, training, and recycling to face the high turnover rate of state employees. In terms of legislation, it is still a priority to reform the environmental legislation that integrates DRR and CCA priorities, as well as to establish mechanisms and/or platforms for collecting, systematizing, and sharing information.

The acquisition of computers and related equipment is a step towards institutional strengthening, however ensuring the sustainability of these interventions appears to be quite critical after the end of the project.

Question 4. To what extent did the project contribute to improving complementarity, coordination and strengthening of synergies between the institutions involved?

While asked about the actions developed within the scope of the project that contributed to inter-institutional coordination and synergies, interviewees indicated the improvement of the inter-institutional coordination mechanisms and the availability of material and financial resources of the project on a regular basis, to plan matters related to DRR and CCA. Since the topics of CCA and DRR are cross-cutting and involve several partners and sectors, through the project's resources it was possible to coordinate actions, share information and maximize efforts.

In addition, some INGD respondents also mentioned that the articulation with UNDP and other partners was positive. Meanwhile, despite important documents circulating among the senior members of the intervening institutions, there was a lack of a Steering Committee, which, in addition to top managers, could count on the participation of technical teams, as this body would have facilitated articulation, sharing of information, as well as accelerated implementation through regular meetings and joint decision-making. This body, however, should have a coordination role with clear responsibilities, including decision-making mechanisms.

Question 5. To what extent did the allocated resources efficiently produce the expected gains?

From the point of view of project beneficiaries, the interviewees made a positive assessment of the project's actions, mainly regarding strengthening institutional capacity and capacity building. Furthermore, the distribution of plant seedlings, including fruit trees, with a view to restoring the environment and improving food and nutritional security; in addition to community members trained and with knowledge on CCA and DRR matters, ready to participate in the implementation of climate adaptation and in disaster risk reduction measures.

Figure 6: Communities involved in agricultural production with project support.

Joint design and implementation of activities helped to prioritize actions and complement interventions. Despite the results mentioned above, the interviewees pointed out aspects that can be improved.

- *The issue of sustainability in DRR interventions is structural, which is why the need to find and agree on a common intervention strategy to achieve resilience was mentioned.*
- *The appropriation of initiatives is important for the assimilation, sharing and/or replication of new interventions, in this sense long-term projects with sufficient funds are priorities.*
- *It is important to ensure the constant monitoring and presence of other stakeholders in addition to the INGD and to decentralize financial resources as much as possible.*
- *Investing in complementarity with other UN agencies and organizations, like the partnership that UNDP has with UNCDF, is very important, as complementarity allows rationalizing resources and maximizing efforts.*
- *Reinforce inter-institutional coordination on climate change and disaster reduction, which in addition to strengthening coordination and planning, would facilitate the collection and systematization of information.*
- *Improve and/or reinforce mechanisms for collecting information, systematizing, communicating, and sharing, including in provinces and districts, an exercise that is well received by communities and local governments.*
- *Align project interventions, mainly at local level, with local adaptation plans.*
- *Considering decentralization an important factor, it is necessary to strengthen capacities at local level so that they assume the leadership of CCA and DRR actions.*
- *Bearing in mind that most of the population is young, it is important to continue to empower young people and women, especially at communities, so that they can assume due protagonist and leadership in carrying out CCA and DRR activities.*
- *It is important to ensure monitoring and follow-up of activities, and to apply and/or make the necessary adjustments considering the local reality.*
- *For arid zones and considering the impact of climate change, it is important to invest in alternative crops that are drought tolerant, such as cashew crops (promoting seedlings and spraying), with a view to the yields generated during the cropping season throughout the value chain.*
- *Also in the agriculture component, the provision of inputs, mainly with a focus on resilience and transition, is relevant throughout the entire value chain with a focus on access to markets. Other income generation activities are also important, adjusted to the local reality, and that generate resources to allow the acquisition of inputs.*
- *Another important factor would be to promote access to technology, involving CLGRD and beyond, sharing information about climate forecasts, available services, technical assistance, and provision of other related services.*
- *As for the distribution of equipment and technology promotion, it will be important to involve the beneficiaries, with emphasis on the communities in the choice and selection of equipment, such as pump-irrigation systems, axes and machetes, solar panels, etc. To allow for proper fit with the context and capacities installed at the local level.*
- *The high staff turnover with emphasis on government, mainly at local level, requires continuous investments in strengthening technical capacity in matters related to DRR and CCA.*
- *The scarcity of financial, human, and material resources in the public sector is a major challenge, it is necessary to find ways with the government and other partners to prioritize DRR and CCA actions, considering the impact of related disasters on efforts aimed at developing the country.*

12. Findings

12.1 Improved policy, legal and institutional mechanisms for climate chang adaptation and disaster risk management – Disaster Risk Governance

According to the progress reports provided by the implementing partners namely INGD, INAM, MEF, and MTA including the feedback from key informants, the project promoted the integration of DRR and CCA measures into the development plans, supported the design of Local Adaptation Plans to Climate Change (PLAs) with emphasis on Maputo (Matola), Gaza (Xai-Xai), Sofala (Dondo), and Cabo Delgado (Pemba and Mecufi).

On the other hand, the project contributed to the designing of the contents, including the layout and printing of 2019/2020 contingency plans at central and local levels, including the dissemination of the Disaster Risk Management and Reduction Law, Law 10/2020, with a view to strengthening legal framework on matters of prevention and resilience to disasters.

In addition to supporting the training of all focal points on the Sendai 2015-2030 monitoring framework that took place at CENOE, it also supported the mid-term evaluation of its Implementation, in addition to contributing to the preparation of regulations to guide CENOE and UNAPROC in carrying out their mandates, besides providing technical support to the ongoing institutional analysis of the INGD.

Additionally, it promoted institutional capacity building and training of technicians on behalf of implementing partners, namely INGD, INAM, MEF, and MTA, including members of the Assembly of the Republic of Mozambique and journalists with a view to ensuring political commitment at the highest level, for the design and implementation of policies on resilience to disasters and adaptation to climate change, in addition to ensuring the participation of these technicians in discussion and negotiation forums at an international level, with emphasis on the conference of the parties (COP27) organized under the United Nations Framework Convention on Climate Change (UNFCCC) in Glasgow, Scotland. In this case, it also is noted that in addition to supporting the participation of technicians in the said event, on the same occasion, it also ensured the production of visibility materials (ecological bags, pens, and USB sticks) for the event organized by His Excellency the President of the Republic and his work team, as the African Union Champion for DRR.

Still, with regard to capacity building for the design and implementation of policies, it financed the participation of the INGD delegation headed by the respective president, in the 3rd ordinary meeting of the committee of ministers responsible for disaster risk management, which took place in Lilongwe, Malawi, on updating Member States on the implementation of the decisions of the SADC Summit of Heads of State, the Council of Ministers and the Committee of Ministers responsible for Disaster Risk Management.

Another highlighting intervention was the production of roll-ups institutions for INGD/UNAPROC and MEF at the Central and provincial levels, integrating DRR and CCA into planning instruments, thus contributing to increase visibility, while disseminating the mission, vision, objectives, and mandates of these institutions. Taking these aspects into account, I consider that this result was **quite satisfactory**.

12.2 Strengthened disaster preparedness and recovery processes – Early warning systems and resilient recovery.

From the point of view of readiness activities, the project supported the revitalization of early warning systems mainly in the province of Gaza, where access to hydro-meteorological information at the district level is already possible. For example, small farmers and fishermen receive daily weather forecast services from INAM both at the national and local levels, through information bulletins issued by the respective delegations.

Another result was the establishment and operationalization of the webpage for INAM, in addition to improving the internet access infrastructure, through the installation of the cabling system, which allows access and sharing of meteorological information in real-time.

It is also important to mention the contribution to equipping partners with various IT materials and equipment (computers for all INGD focal points at the national level, acquisition of data servers for digitization and security of data, also ensuring information sharing among critical stakeholders, through the provision of internet. The data server is installed at CIUEM and co-managed by CENOE.

It is also worth mentioning the promotion of the use of virtual communication platforms, in the forecast and conference rooms, including videoconferencing systems at INAM's and INGD's/CENOE headquarters in Maputo, including the COE's in Nampula, Quelimane, Xai-Xai, Caia and Vilanculos, including the payment of the related user licenses. Another feat was

the acquisition and training for the use and monitoring of drones, as one of the equipments for assessing and monitoring climate risks, for predicting the occurrence of related disasters.

Ensuring the attendance of INGD/CENOE technicians in training at an international level, such as the United Nations international conference on Space Technologies for Disaster Risk Reduction, including the use of the United Nations Platform for Space Information for Disaster Management and Emergency Response that took place in China and Thailand respectively, and the English language training that took place in South Africa, are also part of the support provided by this initiative.

An important milestone in addition to the training of sector technicians, communities, and members of local disaster risk management committees, including local leaders, was the installation of early warning equipment in the Limpopo and Zambezi river basins. (sensors, hydrometric scales, and sirens). Through this equipment, communities monitor and report climate risks to local authorities, therefore participating in preparedness, thus managing and preventing the occurrence of disasters. Other highlighting tools promoted by the project that are in use in communities and areas of intervention are drones and the applications Data Winner e GPS.

It should also be noted that in order to reinforce and improve the use of data in the decision-making process, within the scope of disaster management, a round table was also organized by UNDP involving INGD/CENOE, the National Institute of Statistics (INE) and the National Agency for Geospatial Development. Taking into account the effort undertaken in this component, this result is **quite satisfying.**

12.3 Ensure that government capacities at all levels and communities are developed for effective emergency preparedness, response, recovery, and resilience processes.

There were several interventions aimed at strengthening the capacities of the government and communities in the different phases of the disaster management cycle.

In this regard, support for institutional coordination meetings, as an example the joint visit of United Nations agencies to Nampula province and coordination meetings held with the provincial government, as well as the revitalization and training of Provincial Technical Councils for Disaster Management (CTPGC) in Nampula, Gaza, and Maputo, on matters associated with gender justice, CCA and DRR.

The project also supported the holding of meetings of the National Humanitarian Team in Maputo, involving focal points from the provinces of Gaza, Inhambane, Sofala, Manica, Tete, Nampula, and Cabo Delgado, to exchange experiences and share coordination mechanisms for emergency management, from preparation, response, and recovery.

Other accomplishments included the establishment, training, and operationalization of four School Disaster Risk Management Committees (CEGRD) in Gaza (Chockwe and Guija), the training of journalists in Nampula and Sofala in matters related to CCA and DRR, including coverage of natural disasters, with a view to strengthening the capacity for processing and disseminating information.

Also noteworthy was the training, revitalization, and capacity building of members of the Local Disaster Risk Management Committees (CLGRC) and local leaders, in matters related to CCA and DRR in Gaza (Massingir), Sofala (Dondo, Cheringoma, and Beira), Maputo (Namaacha, Marracuene) and Nampula (Nacala-a-Velha, Memba, Moma, Mossuril, Meconta, Larde; Lalaula, Ribaue).

The project also supported simulations of the occurrence of extreme events and disasters in Maputo (Marracuene), Nampula, and Niassa (Maua and Marrupa), as well as training in Special Rescue Operations and Humanitarian Support in Maputo (Pequenos Libombos), also training in mechanisms for preparing and coordinating the rainy and cyclone season, for members of the CTGC and humanitarian partners in Gaza and Nampula, which in addition to INGD involved INAM, ARAs Norte and Sul, and Lúrio University. These initiatives were aimed at testing the installed capacity and better preparing the main players for possible occurrences.

As for the production and sharing of knowledge, it is important to highlight the holding of seminars and/or retreats for the dissemination and enrichment of the DRR and CCA best practices guide in Maputo (Matola), for the technical analysis of the ATLAS of preparation and response to disasters in Licungo basin in Maputo (Marracuene), as well as the participation of INGD technicians in the course on Disaster Risk Reduction organized by “Singapore Cooperation Programme and The United Nations Office for DRR/UNISDR.

Taking into account the need to integrate DRR and AMC measures into infrastructure, the project also organized on-the-job training for craftsmen and civil construction technicians on

resilient Reconstruction with a focus on housing infrastructure resilient to climate and natural disasters in Sofala (Dondo) in partnership with UN-Habitat.

Also in partnership with MEF, UNDP organized a workshop on Sustainable Development Goals (SDGs) and DRR.

Another highlight, with a focus on strengthening decision-making capacity at the local level, is the training of district administrators, municipal managers, local leaders, and municipal councilors, including directors of district infrastructure services in matters of management and reduction of disaster risk in Gaza and Nampula provinces, for better coordination of disaster risk management actions and emergency response.

Environmental awareness and preservation campaigns were also carried out, including for gender justice, under the leadership of the MTA, in matters of sustainable environmental management, for environmental groups on CCA and DRR measures, including the distribution and planting of seedlings of shade trees and fruit trees in Maputo (Namaacha).

Despite prevailing needs in government and communities at all levels, project contribution was **quite satisfying** taking into account the interventions mentioned above.

12.4 Implemented actions to adapt to climate change, reduce vulnerability, resilience to disasters and promote livelihoods in communities, with emphasis on those in arid and semi-arid zones.

In this component, the focus of interventions was the arid and semi-arid zones, in addition to technical follow-up actions and training sessions on CCA and DRR matters, including monitoring and supervision missions.

Taking into account that agriculture is the main activity in these areas, special attention was given to this component, namely:

Agricultural inputs were distributed and farmers trained in climate-resilient farming techniques (conservation agriculture) in Chigubo; while establishing a greenhouse in Matxingtxingue that benefits around 410 farmers, in the district of Massingir; as well as horticultural production fields in Chitar and Madingane that benefit around 1,100 producers;

Another outstanding intervention was the construction of infrastructure for livestock management and water supply, led by the Division of Development of the Arid and Semi-Arid Zones, which involved the construction of a cattle treatment corridor in Songatxeca that

benefits around 150 breeders and acaricidal tank Chidulo covering 2400 breeders. In addition to the installation of water supply systems in Hariane/ Mapai, which includes a desalinator and benefits around 1200 producers, while also being a source of water for animals. These actions denote the achievement of satisfactory results.

12.5 Project management and coordination

The project had the extinct INGC as the coordinating partner through the Coordination Department, with the responsibility of leading the implementation of activities while articulating interventions with other sectors, in addition to being responsible for financial management. Despite the positive performance, it should be noted that there were some challenges in the timely availability of funds, and in some cases, some budget lines initially planned have never been disbursed, due to changes in the governance system of the United Nations and UNDP in particular. In this regard, it is important to highlight the separation of duties between the United Nations Resident Coordinator and the UNDP Resident Representative, which had an impact on the prioritization and allocation of project funds. One important note here is that the internal investment funds were the only source of funding. In this sense, of the initially estimated USD 5,965,000.00, the project disbursed USD 3,321,975, thus creating a deficit of USD 2,643,025, compromising the implementation of some of the initially planned activities.

The table below summarizes the financial statements in the execution period:

Table 3: Project implementation financial statement

Year	Disbursment in/$	Expendicture/$	Execution
2018	579.000	568.626	(98.2%)
2019	734.695	733.050	(99.78%)
2020	788.750	796.216	(101%)
2021	614.530	607.110	(99.6%)
2022	605.000	475.382	(78.5%)
Totals	3.321.975	3.180.384	(95,74%)

However, a positive assessment from a financial point of view is that 96% of the disbursed funds were invested in project activities, which translates into a positive balance of execution.

However, despite these changes in internal governance, it is important to highlight the unanimous position of all stakeholders on the role, availability, and excellent collaboration

with the UNDP, which throughout the project was available and flexible to accommodate and/or respond to the needs of the government institutions and the communities involved in the project.

Another positive assessment was the working approach adopted by UNDP, which provided national and provincial advisors, based at the central INGD and provincial delegations in Cabo Delgado and Nampula. These technicians, according to the interviewees, made a significant contribution, both in capacity building and in the implementation of activities, acting alongside the communities and the government. However, this approach was discontinued before the end of the project.

It is also important to highlight the changes in the governance structures that transformed the INGC into the INGD, which culminated in the change of the project management unit to the Planning and Cooperation Division, which to a certain extent influenced the beginning and course of the activities.

As part of the project implementation arrangements, a steering committee was also established, involving the main implementing partners, however, its operationalization through regular coordination, monitoring, and evaluation meetings was negatively affected by the late starting of activities, as well as the impact of the COVID 19 pandemic.

Another approach in articulating and coordinating actions was the use of existing coordination bodies, such as the CTGCs and COEs, and the national and provincial humanitarian teams. It is important, however, to mention that this situation, in a certain way, limited the joint articulation of all interventions, however, this gap was replaced by individual consultations and partial discussions between the main actors whenever necessary. That said, this result is considered satisfying.

13.Conclusions

According to the MTA and INGD reports, the project supported capacity building, technical and institutional coordination in the INGD, MTA, INAM, provincial, and district governments, which allowed a coherent development in the integration of CCA and DRR matters in the development plans of the country and in the improvement of services, as well as for decision-making. The training was extended to decision-makers at the national and local levels, including members of the provincial COE, members of the government, the various local management committees, and journalists in matters related to CCA and DRR. An inspiring and noteworthy example was the establishment and operationalization of yet another coordination forum, which is the provincial humanitarian team, at the level of Gaza province, which currently has UNDP support in coordination.

On the other hand, the institutions interviewed recognize that the project supported the improvement of the legal framework of CCA and DRR, not only through the contribution to the finalization of the disaster law 10/2020, but also for its dissemination and, in a certain way, operationalization. At the local level, it contributed to the designing of several local adaptation plans, prepared jointly with the district planning teams, including contingency plans. In addition to the legislation component, the project also supported the installation of a forecast room for the national and regional COEs managed by the INGD, as well as the INAM one, including the provision of computer equipment and videoconferences, including training of technicians inside and outside the country.

O Taking into account the 5 intervention priorities defined and embodied in the project document, and the performance in each of them, including the results achieved, it is concluded that the contribution of the institutional capacity-building program of the government and communities for resilience to disasters and adapting to climate change, to ongoing efforts with an emphasis on increasing resilience to disasters and adapting to the negative effects of climate change, as well as protecting development gains and communities most vulnerable to disasters, was **satisfactory**.

The results taking into account the criteria selected for this evaluation are summarized in the table below:

Table 12: Overall result of the project

Table 4: *Project* assessment criteria and findings

Criterion	Assessment questions	Classification
Effectiveness	*1. To what extent were the project results achieved as defined by Project document?*	**Quite satisfactory:** Despite the gaps in some of the components, in general, the project generated foundations for capacity building of the guardianship institutions and communities in targeted areas.
Relevance	*2. To what extent were the main project actors (MTA, INGD, INAM and MEF) involved in project design and implementation?*	**Satisfactory:** All stakeholders were properly involved in the design and implementation phases, however there were some gaps in the joint and regular monitoring component.
Sustainability	*3a. To what extent did the main direct and indirect actors tok ownership of the project?* *3b. To what extent did the project contribute to institutional strengthening of key stakeholders?*	**Satisfactory**: Despite the progress made, there are still many challenges, highlighting the weak technical capacity combined with the high turnover rate of civil servants, the scarcity of material and financial resources to implement core interventions, and poor access to technologies, including the absence of systematization and sharing information platforms at all levels.
Consistency and coordination	*4. To what extent did the project contribute to improving complementarity, coordination and strengthening of synergies between the institutions involved?*	**Moderate**: Despite UNDP's commitment, availability, and support, and the coordination of interventions through DRR platforms, such as the CTGC and COEs, the irregular functioning of the composed steering committee, due on the one hand to the late starting of activities, and on the other hand to the impacts of the COVID 19 pandemic, to a certain extent limited coordination, articulation, monitoring, and joint decision-making, involving the main actors in the project.
Efficiency	*5. To what extent did the allocated resources efficiently produce the expected gains?*	**Satisfactory:** Although most of the activities were successfully implemented, the testimonies of the intervenients pointed out that part of the foreseen financial resources have not been disbursed, a fact confirmed by the financial statement. However, considering 96% of expenditures in activities as per the available amount, the cost-benefit analysis of the intervention is quite positive.

Implementation challenges	*6. What are the main implementation challenges?*	Among several challenges, the following stand out: ▪ The impacts of the COVID-19 Pandemic; ▪ Changes in the governance structure of the United Nations and the government (INGD and MTA); ▪ The reduction of the budget foreseen in the project document; ▪ The collection, documentation, and sharing of best practices and critical information related to the project to be replicated in future interventions

14.Recommendations

Reinforce the integration of DRR and CCA measures embodied in the sectoral plans (PLAs, local contingency and governance plans), including actions to strengthen technical and institutional capacity, with emphasis on development plans, namely the Economic and Social, and State Budget (PESOE) including the respective action plans at the national, provincial and local levels;

Reinforce collaboration, coordination, and joint planning mechanisms between institutions that work on CCA and DRR at the national and local levels, with emphasis on MTA, INGD, INAM, and MEF, without excluding others that work on related matters;

Ensure continuous searching for funding to implement the resilience initiatives contained in the approved PLAs, either through public funds integrating these actions into development plans and district budgets, as well as through public-private partnerships and/or alternative funding sources enshrined in the agreements of cooperation at the national and international level, as an example the funding mechanisms available through the UNFCCC;

Identification of alternatives for disseminating hydrometeorological services and prior notice at the local level, for example through community radios and increasingly involving CLGRC members;

Invest in the production of hydrometeorological information, which is appropriate to the context and based on the impact on communities, including a language that is understandable at the national and local levels;

Continue to promote the training of media agents, journalists, and social activists, including members of local disaster risk management committees at the community level in matters of early warning and interpretation and dissemination of services and hydrometeorological information;

Stimulate the establishment of public-private partnerships between local authorities and mobile phone companies, similar to examples of design and implementation of campaigns for the dissemination, awareness, and sharing of selected information and knowledge through subsidized rates, tax exemptions, and social responsibility initiatives led by private companies, among others;

The process of digitizing information linked to DRR and CCA is ongoing. It will be important to ensure the continuity of this process, training technicians and ensuring the sharing and dissemination of this information at the national level, involving the different sectors working in coordination with academiIt will be important to continue creating financial capacity at the district level for the maintenance of means of communication (mobile phones and maintenance of community radios), integrating these expenses into development plans and district and sectoral budgets at the local level, as well as providing remunerative services and technical assistance with a focus on the private sector, or even establishing tax incentives to attract the private sector to take part in these initiatives;

Continue to strengthen partnership and participation in global coordination forums, with emphasis on the World Meteorological Organization and the UNFCCC, as well as mass training to adhere to and benefit from the financing mechanisms available through these platforms;

Create synergies with other partners working in DRR and AMC (private sector, NGOs, development agencies) for project sustainability through joint planning, budgeting, and implementation of these initiatives. In this regard, a good example is the technical advisory office on DRR and AMC based on the planning directorate at the level of the province of Gaza, which brings together the efforts of various development partners, namely human, material, and financial resources, which provide technical assistance and work with the government, contributing to capacity building at local level;

As initially envisaged, it will be important to identify, prioritize, operationalize, and ensure the establishment of a national and functional information platform on disaster resilience, including the establishment of a national disaster observatory. Testimonials from the actors involved in this analysis pointed to discussions that began in 2018, which need to be concluded, on possible viable and functional alternatives, adjusted to the Mozambican context.

Continue to promote and disseminate access and use of technologies, involving the Local Disaster Risk Management and Reduction Committees (CLGRD) and beyond, sharing information on forecasts, provision of available services and technical assistance.

Continue training social communication agents at the community level, including community mobilization agents and members of disaster risk management committees in matters of early

warning and interpretation of hydro-meteorological services, through community radios, social networks, and beyond.

Considering decentralization a priority defined by the government and an important factor, it is necessary to continuously strengthen the technical, material, and financial capacities at the local level for the leadership and implementation of AMC and DRR actions, including the empowerment of youth and women; The identification of other activities and alternative sources of income generation are also important, as long as they are adjusted to the local reality, sustainable and that generate resources to allow the financial autonomy of the communities, as well as the provision of their means of subsistence. Bearing in mind that most of the activities carried out are of a voluntary nature, which in a way constitutes a reason for dissatisfaction and complaints on the part of CLGRD members, this may be a viable alternative. It should be noted that the identification and prior assessment of the sustainability of these activities should be carried out with the participation of future beneficiaries.

It will also be important to continue to promote and spread the access and use of technologies adapted to the context, involving the Local Committees for Management and Disaster Risk Reduction (CLGRD) and beyond, sharing information on climate forecasts, available services, technical assistance, and possible measures of DRR and CCA.

It is also important to ensure the training of social communication agents at the community level in matters of prior notice and interpretation of hydrometeorological services;

Another important aspect is to ensure the collection, documentation, dissemination, as well as promotion of the appropriation of good practices by communities and local authorities, which should be prioritized.

In the agriculture component, considering that it is the main activity at the local level, the provision of inputs and training based on participatory approaches, mainly with a focus on resilience and transition of production systems is pertinent, along the entire value chain. In this sense, specific value chains and the promotion of access to local and regional markets can be identified and enhanced. An example is alternative and drought-tolerant crops, for instance cashew cultivation through the provision of seedlings and spraying campaigns, with a view of the income generated during the production campaign along the value chain.

Promoting other income-generating activities and linking to markets is also important, if they are adjusted to the local reality, and they generate financial resources to allow the financial

autonomy of the beneficiaries, including handicrafts, honey production, and wild fruits among others.

Improve coordination and involvement of all parties in identifying and seeking local solutions with a focus on arid and semi-arid zones, enhancing resilience, adaptation, and risk reduction in the context of CC and timely allocation of resources for its implementation.

Invest in nature-based solutions with a focus on local context and potential and continue to improve economic alternatives adjustable to arid and semi-arid zones, valuing existing resources, such as rural tourism, among others.

Continue to promote locally adapted technologies for capturing, storing, and distributing water for people, animals, and irrigation (desalinators, reservoirs, irrigation systems, etc.). However, special attention must be given to the materials purchased and their sustainability, considering local needs, namely the type of pumps purchased, previous soil studies, and type and size of solar panels.

It will also be relevant to promote actions to strengthen capacity and ownership of interventions at the local level, either through their involvement in the conception and design of these initiatives, as well as in the implementation, monitoring, and evaluation, in addition to stimulating the collection, dissemination, and massification of good practices.

Future projects should privilege not only the constitution but also ensure the operationalization and functioning of a steering committee, including the establishment of alternative articulation mechanisms in case of limitations, such as virtual meetings, and the establishment of thematic groups, among other mechanisms to be evaluated considering the context, to ensure permanent articulation. It should be noted that one of the prevailing challenges is inter-institutional coordination and articulation, whereby a steering committee with the participation of decision-makers representing the different institutions can, and has been, a space for sharing information and permanent articulation between the different actors.

Considering the restrictions imposed by UNDP institutional mechanisms, it will be important to find alternatives with the government, to ensure that projects involving more than one institution consider decentralized management of funds, not only to guarantee greater involvement and a sense of belonging between the parties but also to make the timely financial disbursement mechanism more flexible, in addition to ensuring the equitable distribution of resources. Public institutions, however, given the current context, may need support to

strengthen their internal financial management mechanisms to respond to demand. In this sense, the phase of identifying and designing future interventions should assess the financial management systems in force at the partner institutions and integrate possible solutions for decentralizing the management of funds, as part of the project's interventions.

Another important aspect will be to reflect with the government and support the identification of technical assistance alternatives, considering the discontinuity of technical advisors based at the national level and at the level of some provinces.

The effective involvement of stakeholders from the bottom up (beneficiaries, implementers, donors, funding and development agencies) to define the baseline indicators that will inform the project, as well as facilitate the implementation and monitoring of actions to achieve of the same.

Defining the indicators once these indicators have been defined, it will be, however, important that the implementing entities, with emphasis on the tutelary institutions, take ownership of them and promote a deep understanding through joint reflections.

For implementing partners, in future interventions, it will be important to ensure continuous recording of evidence of implemented actions, through quarterly, half-yearly, and annual reports, including carrying out regular monitoring and evaluation actions, to assess progress towards the expected results, while making the necessary adjustments whenever necessary.

15.Lessons learned

The project had many challenges in collecting, systematizing, documenting and sharing information. A good part of the conclusions were drawn from isolated reports of activities and/or partial ones, as well as from the in-depth interviews and clarification of the main intervenients.

The model of capacity building, and technical assistance through technical advisors based on the implementing partners, working with the sectoral technical teams, at national and provincial level, proved to be very useful and was praised by the interviewees, however, during the implementation it was discontinued to Nampula and Cabo Delgado provinces due to changes in government and UNDP governance structures. In this sense, a joint reflection on the effectiveness, sustainability and possible replication of this approach is recommended, taking into account the need for institutional technical support in public institutions, NGOs and communities.

The challenge of the financial capacities of CLGRC members, taking into account that the activities carried out are of a voluntary nature, proves to be challenging. It will be important to continue to reflect on possible alternatives for generating income for this group in particular and for communities in general, bearing in mind the growing impact of climate change at the local level.

Agriculture is still the main activity and source of income in communities and in arid and semi-arid zones. It will be important to continue to identify and disseminate drought-resilient crops, while investing in market-focused sustainable value chains.

Some materials purchased for the arid and semi-arid zones, such as water pumps, solar panels and water supply systems with desalination plants, have failed to function, so it will be important to scale future acquisitions to local needs.

16.Opportunities

The approval of the Management and DRR Law (10/2020) and the Regulation of the Disaster Risk Management and Reduction Law (Decree 76/2020) outline clear guidelines on the main interventions taking into account the national context, which is why it is important to continue to disseminate and ensure effective implementation.

The holding of planned elections, namely municipal (2023), district (2024), and presidential (2024) may constitute an opportunity to prioritize matters related to DRR and CCA, and their integration in the planning and budgeting cycle that follows, taking into account the pertinence that these issues have gained over the last few years.

The appointment of His Excellency the President of the Republic as a Doctorhonors cause in climate change by the UEM and the title of disaster risk management champion by the African Union can increase the sensitivity and prioritization of these matters in government interventions, due to the associated commitment and commitment. Thus, it will be important to advocate and ensure the involvement of his Excellency in the main interventions at the national and international levels.

Mozambique's participation in the United Nations Security Council as a non-permanent member, which continues to be a decision-making space, and which can be vital in advocacy and influence actions, taking into account the need for financial support and access to technologies.

Decentralization remains a priority and potential for the decentralization of resources and capacities to the local level, which is often the scene of climate disasters that require an urgent and adequate response.

The country hosts the SADC regional emergency operating center, which can serve to share good practices and learn from other countries, in addition to influencing changes that favor our country, linked to the management of shared resources.

The approval of the united nations cooperation framework for the sustainable development of Mozambique approved in 2022 to be implemented by 2026, which has climate resilience and sustainable use of natural resources among its priorities, which integrates DRR and AMC is

an opportunity to strengthen UN engagement in strengthening the capacity of government and partners in these components.

Most of the project's priorities remain valid and are still national priorities that can be capitalized and integrated into future initiatives, with emphasis on inter-institutional coordination and collaboration mechanisms, strengthening the technical capacities of national staff with an emphasis on the local level, establishing knowledge sharing platforms using ICTs, the promotion of technologies adapted to the context, among others.

The recent signing of the Project "Promotion Disaster Resilience and Social Cohesion in Northern and Central Mozambique (2023-2026)" opens up great prospects for strengthening the INGD in the process of refining coordination and materializing the effective combination of promoting resilience and social cohesion, especially in those provinces that have been/are being affected by conflicts (Cabo-Delgado, Nampula, Niassa, Sofala, and Manica).

Carrying out the mid-term evaluation of the Implementation of the Sendai Framework 2015-2030 on Disaster Risk Management and Reduction is an opportunity for joint reflection and performance improvement toward achieving the goals set.

The existence of the Emergency Fund can be capitalized on to stimulate the prioritization and implementation of DRR and CCA initiatives.

The approval of the national strategy for an integrated information flow system for early warning of floods and cyclones (2022 – 2030), should stimulate the improvement of the quality of information, as well as the regular and timely sharing between the different sectors.

The Financial Protection Plan against Disasters should serve to stimulate post-disaster prevention and recovery actions, promoting resilience measures and CCA in different sectors.

Taking into account the challenges that CLGRD still face, with emphasis on sustainability, the need for recycling and/or training, and equipping, among others, it is pertinent to ensure the Strategy and Action Plan for functional CLGRD.

It is important to capitalize on Mozambique's participation in the UNFCCC, continuing to invest in strengthening technical capacities for access to financing mechanisms for resilience,

adaptation, and mitigation actions, as well as access to technologies and decision-making forums.

The establishment of the climate finance unit at the MEF level (under formation), is an opportunity to prioritize funding for DRR and CCA actions across all sectors.

17.Attachments

a) Terms of reference for evaluation

b) Questionnaires of semi-structured interviews to different groups

c) List of people interviewed

d) List of project documents and reports

e) Power point presentation to INGD technical council members

f) List of recommendations and opportunities

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