



*Union of the
Comoros*



MID-TERM EVALUATION OF OUTCOME 1/CPD 2022-2026

FINAL REPORT

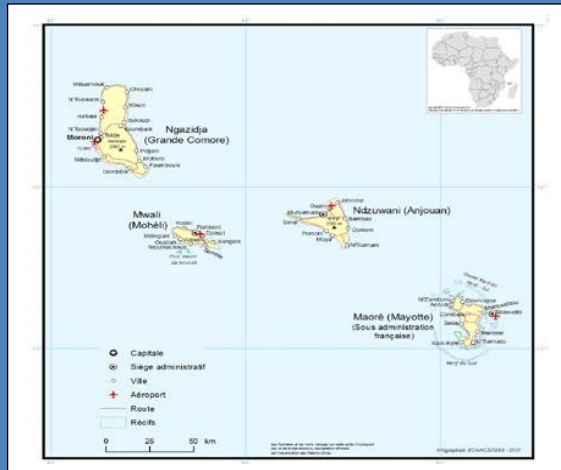
Country of intervention: Union of the Comoros

Organization initiating the evaluation: UNDP/Comoros Country Office

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Evaluation Timeline: September 09 – December 27, 2024

Report submission date: November 20th, 2024



ACKNOWLEDGEMENTS

This evaluation benefited from the full cooperation of the stakeholders: the UNDP, Country Office in Moroni and its external representations in the islands; the national institutional counterparts and the beneficiaries; the Resident Coordination of the United Nations System in the country.

May everyone find here the expression of the author's gratitude!

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Acronyms

ADB	: African Development Bank
AMP	: Marine Protected Area
AP	: Protected Area
AU	: African Union
CC	: Climate change
COVID-19	; Coronavirus disease 2019
CPD	: Country Programme Document
DAC	: Development Assistance Committee
DGEF	: Directorate-General for Environment and Forestry
DS	: Solution Distinctive
EEC	: Electrical Energy Code
GCF	: Green Climate Fund
GEF	: Global Environment Facility
GNSS	: Geolocation and Navigation by a Satellite System
GPS	: Global Positioning System
IDP	Interim Development Program
IWRM	: Integrated Water Resource Management
KVO	: Karthala Volcanic Office
ODG	: Sustainable Development Goals
OECD	: Organization for Economic Co-operation and Development
PCE	: Emerging Comoros Plan
PRODOC	: Project Document
REDC	: Regional Economic Development Centre
SAN	: Storage Network
SONEDE	: National Water Exploitation and Distribution Company
SP	: Strategic Plan
TOR	: Terms of Reference
UNDP	: United Nations Development Programme
UNEG	: United Nations Evaluation Group
UNS	: United Nations system
UNSDCF	: United Nations Sustainable Development Cooperation Framework
USAID	: United States Agency for International Development
USD	: United States Dollar

Executive Summary

1. Programme Description

i. Outcome 1 of the United Nations Development Programme (UNDP) Country Programme (CPD 2022-2026) in Comoros, is Outcome 1 of the United Nations Sustainable Development Cooperation Framework (UNSDCF 2022-2026) in the country: "*By 2026, state and non-state actors, the Comorian population, especially the most vulnerable, strengthen their resilience to climate change, natural disasters and crises and ensure sustainable and integrated management of terrestrial and marine ecosystems as well as associated ecosystem goods and services, in a context of promoting sustainable housing with a low environmental footprint.*" It is pursued through 4 products: **1.1.:** "*The capacities of state and non-state actors, in particular decision-makers and communities living near protected areas (APIs), understand the fundamental importance of ecosystems, ecosystem goods and services, and support their conservation, management and sustainable use.*"; **1.2.:** "*The Comorian population, especially the most vulnerable groups, has access to resilient drinking water supply services for domestic and production purposes.*"; **1.3.:** "*Solutions for sustainable access to sustainable, clean and affordable energy are available for rural and urban populations.*"; **1.4.:** "*State actors, non-state actors and the population at large have the technical, technological, financial and operational capacities to build their resilience to climate change and disasters.*" Out of an overall budget estimated for the DPC at 110,563,000 US dollars (USD), 70% is directed towards Outcome 1.

2. Purpose, Objectives, Audience and Uses of Evaluation

ii. The objective of the mid-term evaluation is to document, to date, the results of the implementation of the Outcome 1; draw appropriate lessons learned, highlight good practices where appropriate and make useful recommendations following the round. The criteria of relevance, effectiveness, impact, efficiency, sustainability, and partnership, complemented by the cross-cutting themes, constitute the technical reference framework for the evaluation. The evaluation is part of the transparency and accountability obligations of stakeholders. It is intended for UNDP and the national counterpart through the Union State of the Comoros, civil society, and beneficiary communities; to the programme's financial partners; and any other parties interested in the same issues as the program. Evaluation allows UNDP and the Government, as appropriate, to inform decisions to adjust content and strategies in the second half of the programme life cycle. Other recipients can use the lessons learned and recommendations to inform similar activities.

3. Methodology

iii. The assessment is based on *primary and secondary data collection, analysis of these data*, which leads to *performance judgments*, identification of good practices and lessons learned, and formulation of useful recommendations for the continuation of the programme. Available and useful secondary data (validated documents independent of the evaluation) were used extensively, while a qualitative sample of primary sources (parts and achievements) was drawn up across the country, based on broad inclusion criteria. *Triangulation* has been conducted in a transversal and systematic manner, thus preventing the evaluation from depending exclusively on one source or method and being weakened by their respective limitations. *The analysis of the information collected is guided by the requirements of the terms of reference*, namely: the

establishment of performance in response to the evaluation questions, within the framework of the selected criteria and dimensions; and the identification of good practices and lessons learned, as well as the formulation of useful recommendations following the cycle.

4. Conclusions - Best practices – Lessons learned - Recommendations

4.1. Conclusions

4.1.1. Relevance

iv. *Conclusion #1: Outcome 1 is anchored in national priorities and aligned with the country's and its development partners' strategic documents: the Emerging Comoros Plan (PCE, by 2030), specifically growth drivers 2 (blue economy) and 4 (modernized agriculture) and catalysts Infrastructure and Institutional, political and economic reforms; the UNSDCF 2022-2026; UNDP Strategic Plan (SP 2022-2025), including the Distinctive Solutions (SD) No. 3 (Crisis Prevention and Resilience), No. 4 (Environment: Nature-based Solutions), No. 5 (Clean and Affordable Energy), No. 6 (Women's Empowerment and Gender Equality), but also No. 1 (Fight against poverty) and No. 2 (Governance), if only indirectly; the Sustainable Development Goals (SDGs) in almost their entirety. The implications of this conclusion for the rest of the programme are to maintain this alignment with the country's and its development partners' strategic frameworks.*

4.1.2. Efficiency

v. *Conclusion #2: Under Outcome 1, at mid-term, the level of coverage of the output targets is well ahead on 42% of the indicators (biodiversity, risks and disasters, integrated land management, in particular), which should therefore be fully satisfied by the end of the cycle, and well behind on a third of the indicators (water, clean energy, in particular). The implications of this conclusion for the second half of the cycle are to continue the momentum on advanced dimensions while increasing the rate of completion on overdue outputs.*

vi. *Conclusion #3: The performance profile of the Outcome 1 is based on a knot of opportunities and challenges, including reliable resource mobilization capabilities in an implementation environment characterized by a small domestic market with little potential to provide the specialized goods and services consumed by the program. The implications of this conclusion for the future of the programme are Continuing the momentum of resource mobilization while studying ways and means to strengthen strategic and operational capacities, especially in the field of procurement in the broad sense and the monitoring of projects and programmes.*

4.1.3. Impact

vii. *Conclusion #4: Under Outcome 1, as a result of significant progress on the corresponding products, the programme has a better resonance in risk and disaster prevention, biodiversity management and sustainable integrated spatial planning; Its impact on people's access to basic social services is still limited: to a large extent for energy and to a lesser extent for drinking water. The implications of this conclusion for the rest of the programme are to continue strategic and institutional support, while strengthening the Operational dynamics of infrastructure deployment still pending.*

4.1.4. Efficiency

viii. *Conclusion #5: While the UNDP's world-class management standards under which Outcome 1 projects are implemented, combined with the dematerialization of processes, generally guarantee an implementation environment conducive to efficiency, this is nevertheless thwarted by the challenges of the country context and, in some places, by the problems noted on certain achievements: significant delays for the water infrastructure in Mohéli for example, but also technical questions raised locally about those delivered in Anjouan. The implication of this conclusion for the rest of the programme is to maintain the course of modernizing operational procedures and to intensify the strengthening of acquisition, technical control, and project management functions for better and timely equipment results.*

4.1.5. Sustainability

ix. *Conclusion #6: Sustainability is robust in the management tools (codes, laws, institutional frameworks) that the programme has helped to create, renew or strengthen by opening them up to new or emerging issues (gender, law, risks and disasters, leaving no one behind, etc.); As far as equipment is concerned, its sustainability could generally come up against the current budgetary constraints of the national structures responsible for maintaining it, and specifically with technical inadequacies noted on certain infrastructures (see the body of the report for technical details). The implications of this conclusion for the future of the programme are Strengthen technical control and project management on equipment and to study, with the national counterpart, the ways and less Secure current resources for the maintenance and sustainability of infrastructure and equipment provided by the program.*

4.1.6. Monitoring and evaluation

x. *Conclusion #7: At the mid-term, with 41% of scheduled evaluations completed or in the process of being completed, the Office's evaluation plan is close to being up to date; The results and resources matrix is technically robust overall, despite problems with redundancy between output and outcome lines, poor gender readability and outdated reference situations; There are also problems with the availability of data, partly due to the inadequacies of the national statistical system, which the programme also supports. The implications of this conclusion for the rest of the programme are to continue implementing the evaluation plan and improving the writing of Outcome 1 performance measurement framework, including by making it more gender sensitive.*

4.1.7. Partnership

xi. *Conclusion #8: The institutional partnership with the national side is solid and produces significant benefits for the programme, particularly in terms of resource mobilization jointly led by the Office and the government, with Outcome 1, in particular, already being comfortably capitalized at more than \$65 million, or 2 thirds of the overall budget of the CPD; The interface with the programme is also a space for capacity building for implementing partners whose level of fiduciary risk is trending down and gradually qualifies them for a national execution modality, despite challenges that are still open in terms of project management. The implications of this conclusion for the future of the programme are Continuing the partnership*

dynamic while strengthening it with an improved national grip on infrastructure deployment processes.

4.1.8. Gender

xii. *Conclusion #9: Under Outcome 1, the resonance of the programme on gender is relative, this dimension being moderately legible on the outcome matrix of the Effect, with a third of the indicators labelled in a gender-specific manner; Human rights and the principle of leaving no one behind are taken into consideration. The implications of this conclusion for the future of the programme are strengthening the gender sensitivity of the logical framework and developing more gender dedicated strategies for better inclusion of women in the benefits of projects.*

4.2. Best practices

xiii. *Best practice #1: In a national environment where few donors are present, the resource mobilization approach is flexible, adaptive, and successful. The Water project illustrates this profile: it was configured with a focus on its climate change adaptation dimension, which made it eligible for GCF resources, for a significant amount of USD 42 million; More recently, an initiative to recapitalize the project raised an additional USD 10 million from of the GEF-LDCF. This resource mobilization dynamic, which has also made it possible, among others, to raise for geothermal energy USD 26 million from the AfDB and USD 11 million from the African Union's GRM Program, should be continued and consolidated in other sectors of the programme in the rest of the cycle.*

xiv. *Best practice #2: Capacity building, based on the prior analysis of the gaps of the entities followed by appropriate upgrades, including the deployment of support experts, has made it possible to lower the level of fiduciary risk of the national structures and to gradually qualify them for the national execution modality which itself promotes the development of national capacities. This dynamic should continue and extend to the fiduciary level.*

4.3. Key Lessons

xv. *Lesson Learned #1: The evolution of national capacities also sheds light on a learning space for the programme: despite the improvement of their risk profile and their eligibility for a national execution modality, implementing partners wish, for the time being, to keep at least direct payments, under the argument that this allows them to better protect project resources. The fiduciary capacities are no longer an internal issue within the implementing partners but also an open problematic because of the porosities between those structures and the institutional environment which can generate special additional risks. In the rest of the programme, the ongoing transition to national execution should take this reflection into account.*

xvi. *Lesson Learned #2: The transition to national execution, legitimized by the improvement in the fiduciary risk of the implementing partners, also raises questions, from the perspective of its impact on the programme delivery. Given the small size of the Comorian domestic market and the challenges it faces in terms of specialized supplies, the programme rhythms of execution could be affected by the complete transfer of procurement functions to national structures. In*

the rest of the programme, without hindering the transition to national execution, it is a question of seeing, between partners, what support is relevant to help curb this risk.

4.4. Recommendations

◆ Logical level

xvii. Recommendation #1: Improve the writing of the Outcome 1 performance measurement framework: 1.a) Strengthen the technical quality of the Outcome 1 results and resources framework; 1.b) Strengthen the gender sensitivity of the Effect's results and resources framework. This recommendation is based on conclusions C#7,9.

◆ Programmatic level

xviii. Recommendation #2 : Strengthen national project management capacities; maintenance management; and the development of the equipment and infrastructure deployed by the programme: 2.a) Assist the national side in building its capacity to technical and project management control; 2.b) Plan with the national structures concerned and support the maintenance modalities of the program's achievements. This recommendation is based on conclusions C#5,6,8.

◆ Operational level

xix. Recommendation #3 : Accelerate the pace of implementation on the segments of the programme and the indicators that are lagging behind: 3.a) Develop and implement a plan for the management/removal of constraints and inertia on the segments of the programme that are lagging behind; 3.b) Ensure that full national execution is not another slow-down for the programme. This recommendation is based on findings C# 2,3,4 and lesson learned LA#2

Introduction

1. *Evaluation Purpose and Scope*

1. The mid-term evaluation of the United Nations Development Programme (UNDP) Country Programme Outcome 1 (CPD) in the Comoros aims to meet the obligations of transparency and accountability of stakeholders, and to allow for learning on the experience of the programme. It examines, to date, the extent to which the latter is in the process of achieving the objectives assigned to it; assesses the processes that led to the results achieved; documents best practices and challenges encountered; and makes appropriate recommendations to support the implementation of the second half of the programme cycle.

2. In terms of scope, the evaluation covers all the interventions foreseen in the programme document. It is based on the criteria of the Development Assistance Committee (DAC) of the Organization for Economic Co-operation for Development (OECD): *relevance, effectiveness, impact, efficiency, sustainability*, complemented by cross-cutting dimensions such as partnership-coordination, gender equality and human rights.

2. *Purpose, Recipients and Usefulness of the Evaluation*

3. The overall objective of the evaluation is to assess progress towards the expected results. The specific objectives set out in the terms of reference of the mission are detailed below in a dedicated section. The recipients of the evaluation are, the Government of the Union of the Comoros, the United Nations Development Programme (UNDP), as well as all other stakeholders within the programme. All of them are intended to use the conclusions of the evaluation to inform their decision-making on the remaining sequences of activities, or to optimize their interface with them.

3. *Brief identification¹ of the programme evaluated*

4. The Outcome 1 of the UNDP Country Programme is UNSDCF Outcome 1: "*By 2026, state and non-state actors, the Comorian population, especially the most vulnerable, strengthen their resilience to climate change, natural disasters and crises and ensure sustainable and integrated management of terrestrial and marine ecosystems as well as associated ecosystem goods and services, in a context of promoting sustainable housing with a low environmental footprint.*" UNDP contributes to this through the four outputs presented above and supported by a portfolio of 7 projects (5 ongoing, 1 in the process of being started and 1 operationally closed).

4. *Structure of the Evaluation Report*

5. The report of this evaluation meets the requirements of the Mission's Terms of Reference, while respecting the most recent recommendations of the UNDP Evaluation Guide, June 2021 edition. Its outline is as follows.

¹ To avoid redundancy, a brief description is given here and the details in the next section entitled "Description of the intervention".

- Cover page
 - Name of the assessment intervention
 - Evaluation Timeline and Date of Report
 - Country of Evaluation Intervention
 - Assessor Names and Organizations
 - Name of the organization initiating the assessment
 - Thanks
- Table of Contents
- List of acronyms and abbreviations
- Executive Summary
- Introduction
- Description of Outcome 1
- Scope of the evaluation and objectives
 - Scope of the assessment
 - Evaluation Objectives
 - Evaluation criteria
 - Evaluation Questions
- Evaluation Approach and Methods
 - Data sources
 - Sample and sampling framework
 - Data collection procedures and instruments
 - Performance Standards
 - Stakeholder participation
 - Ethical considerations
 - Reviewer History Information
 - Main limitations of the methodology
- Data analysis
- Inferences and conclusions
- Recommendations
- Lessons learned
- Appendices to the report
 - Terms of reference for evaluation
 - Additional documentation related to the methodology, such as the evaluation matrix and data collection instruments (questionnaires, interview guides, observation protocols, etc.) if needed.
 - Lists of people or groups interviewed or consulted and visited sites
 - List of Revised Help Documents
 - Outcome 1 Results Model or Results Framework
 - Summary tables of deductions, such as tables showing progress towards the outputs, targets, and objectives for established indicators

5. *Report Sequences*

6. The report is organized to facilitate its readability. First, the purpose, scope, recipients, and usefulness of the evaluation are set out. Then the programme that is the subject of the evaluation is described. The presentation of the methodology then indicates how the evaluation is conducted, without omitting the possible limits and the means of mitigating them. Subsequent

analyses and conclusions are then presented in accordance with the evaluation questions and within the framework of the OECD/DAC criteria selected by the ToR, followed by lessons learned and recommendations drawn from the evaluation. Finally, the appendices set out all the documents that served as inputs to the report, and to which the reader can refer to better understand the methodological, factual, and event-based basis of the evaluation and the said report.

6. Utility logic: how stakeholders can benefit from the report

7. Based on the methodology chosen, applied to the collection of data and their analysis, the examination of the program's achievements under Outcome 1 provides information on the different performance thresholds, and on the resulting conclusions, learnings, and recommendations. Stakeholders can then use these elements to make appropriate decisions that can support the implementation of the remaining programme cycle.

Programme Description

1. Strategic characteristics of interventions

8. The Outcome 1, "*By 2026, state and non-state actors, the Comorian population, especially the most vulnerable, strengthen their resilience to climate change, natural disasters and crises and ensure sustainable and integrated management of terrestrial and marine ecosystems as well as associated ecosystem goods and services, in a context of promoting sustainable housing with a low environmental footprint.*", is supported by a portfolio of 7 projects (5 in progress, 1 in the process of being started up and 1 operationally closed):

- (i) Protecting biodiversity through effective management of the national network of protected areas, 2023-2028.
- (ii) Framework Programme to Support the Development of Biodiversity Financing Plans, 2024-2028.
- (iii) Ensuring a climate-resilient water supply in the Comoros Islands, 2019-2027.
- (iv) Sustainable development of the Comoros, through the promotion of geothermal energy resources, 2018-2024-2026.
- (v) Africa Mini-grids (MPA) Program, 2023-2027.
- (vi) Strengthening hydrometeorological services and preparedness measures for climate hazards in the Union of the Comoros, 2024-2025.
- (vii) Strengthening Comoros' Resilience to Disaster Risks Related to Climate Change and Variability, 2018-2024.

9. The entire Outcome 1 portfolio, which partially coincides with the cycle, with some of the projects having started before or due to be concluded afterwards, is funded up to USD 65,024,887 out of which USD 18,631,221 USD are already executed as of August 31, 2024, i.e., a budget execution rate of 29%. The sources of funding are GEF, GCF and UNDP.

2. Results Framework, Assumptions

10. ***Logical framework:*** The Outcome 1 is articulated around 4 outputs: (i) The capacities of state and non-state actors, in particular decision-makers and communities bordering protected areas (PAs)

understand the fundamental importance of ecosystems, ecosystem goods and services, and support their conservation, management and sustainable use; (ii) The Comorian population, especially the most vulnerable groups, has access to sustainable water supply services for domestic and production purposes; (iii) Solutions for sustainable access to sustainable, clean and affordable energy are available for rural and urban populations; and (iv) State actors, non-state actors and the population at large have the technical, technological, financial and operational capacities to build their resilience to climate change and disasters. Twelve (12) performance indicators, 3 per product, measure progress towards the targets (see details below in the performance tables under the Effectiveness criterion).

11. **Assumptions and risks:** The programme has identified four (04) main risks that could hinder its implementation and has accompanied them with mitigation measures: (i) Capacity gap for implementing partners; (ii) Subsequent fiduciary risk; (iii) Availability of resources; and (iv) Natural disasters. Fiduciary and capacity risks are managed through a capacity-building approach with regular sequences of micro-evolution of implementing partners. The resource challenge is managed within the framework of a capitalization dynamics of the programme favoring safe resources. Finally, in natural disasters and other extreme events, the programme maintains and strengthens its support for prevention and coordination of the response and develops a detailed business continuity plan, including resettlement.

3. Scope and direct and indirect beneficiaries of the program

12. Outcome 1 is national in scope and is therefore present on all three islands. As such. It potentially benefits the entire Comorian population, i.e., 888,456 inhabitants in 2020². At the technical level, the national structures which are implementing the programme are direct institutional beneficiaries through capacity-building dynamics.

4. Implementation

13. The implementation of the programme, Outcome 1 in particular, is placed under the dominant modality of national execution, with, however, the possibility of direct execution in specific situations. National partners are regularly assessed and placed in a fiduciary risk category that disposes them to conduct national execution or not. A dynamic of lowering the level of risk is transitioning the programme towards this modality. Despite this tendency, some national partners expressly request direct execution, to protect the project's resources. It also happens that direct execution is a requirement of the donor, who relies on his own perception of the implementation environment to make his decisions. Regardless of the modality chosen, project steering committees ensure the governance of the projects and are supported, at the operational level, by national project managers who are leaders of the anchoring structures and project coordinators who are technicians recruited by the programme and embedded in these structures.

5. Programme Links to Strategic Frameworks

² Source: <https://www.undp.org/fr/comoros>

14. **National Priorities:** Outcome 1 is aligned with the Emerging Comoros Plan (ECP), 2030 ECP, and the Interim Development Plan (IDP, 2020-2024) which constitutes its first implementation framework. The PCE targets five drivers for strong and sustainable growth: (i) tourism and handicrafts; (ii) the blue economy; (iii) financial and organization services; (iv) modernized agriculture; and (v) industrial niches to diversify the economy. Infrastructure, human capital, digital, institutional, political, and economic reforms are also covered in the ECP, as catalytic vectors. The programme is specifically anchored in engines 2 and 4.

15. **United Nations System Programming Frameworks:** Outcome 1 anchored in the United Nations Framework for Sustainable Development (UNSDCF 2022-2026), which coincides precisely with Outcome 1: "*By 2026, State and non-State actors and the Comorian population, in particular the most vulnerable, strengthen their resilience to climate change, natural disasters and crises and ensure sustainable and integrated management of terrestrial and marine ecosystems and associated ecosystem goods and services in the context of promoting sustainable habitat with a low environmental footprint.*" It is anchored in Outcomes 2 and 3 of the UNDP Strategic Plan (SP/UNDP, 2022-2025) aiming respectively at "*Accelerating structural transformations conducive to sustainable development*" and "*Building resilience to crises and shocks*", the Distinctive Solutions covered are No. 3 (Strengthening national capacities for prevention and recovery to build resilient societies), No. 4 (Promoting nature-based solutions to preserve the planet and enable it to develop sustainably), No. 5 (Bridging the energy divide) and No. 6 (Strengthening gender equality and the empowerment of women and girls). The Outcome specifically contributes to Sustainable Development Goals (SDGs) n°1 - No poverty; n°2 - Zero hunger; SDG 5 - Gender Equality; SDG 6 - Clean water and sanitation; SDG 7 - Affordable and clean energy; SDG 10 - Reduced inequalities; SDG 16 - Peace, justice and strong institutions; SDG 17 - Partnerships for the Goals.

6. Current phase of the programme and eventual changes to it

16. The programme is in the middle of its cycle (2022-2026). It does not appear to have undergone any structural change in its intervention framework, except for a more marked inclination towards the national execution modality following micro-evaluations which have led to a tendency to reduce the fiduciary risk of the implementing partners. This profile gives more responsibility to the national side and commits the Office to maintain the capacity-building dynamic that is at the basis of this change.

7. Partnerships for the Program

17. In the service of the programme, UNDP mobilizes a diversified partnership network:
- National institutions and administrations: Ministries in charge of the Environment, Agriculture, Energy, Civil Security, in particular
 - Local public entities: Regional Economic Development Centres, for example
 - Civil society
 - UNS technical agencies: UNFPA, UNICEF, etc.
 - Financial partners: Vertical funds (GEF, GCF), AFDB, AU, USAID.
 - Beneficiary communities

Table 1: Programme Partnerships

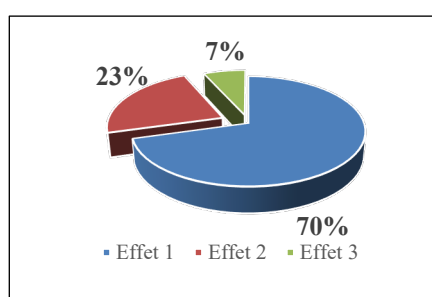
Partners		Roles/Positioning
1) UNDP		Cofinancing Executing Agency FVC Accredited Agent
2) State of the Union of the Comoros/Ministries	Environment	Co-piloting
	Agriculture	Cofinancing
	Water	Co-execution
	Energy	Co-supervision Appropriation
3) Local public entities	CRDE	Implementation Appropriation
4) Donors	USAID, AFD, AU, AFDB, WB, Vertical Funds (GEF, GEF, GCF)	Cofinancing
5) SNU Technical Agencies	FAO, UNICEF	Co-execution
6) Local communities	Grande Comore Anjouan Mohéli	Appropriation

Source: UNDP-Comoros, CPD, Programme Document 2022-2026

8. Total Resources

18. **Resources:** The cost of the programme is estimated at USD 110,563,000, including 9% of UNDP's own contribution (Trac). At the start of the programme, 58% of the provisional budget is deemed to be available in the programme document, compared to 42% to be sought. As illustrated in the graph below, the distribution of the budget shows a clear predominance of Outcome 1, to which no less than 70% of resources are directed.

Graph 1: Projected resources of the CPD



Source: UNDP-Comoros, CPD, Programme Document 2022-2026

9. Contextual factors influencing the program

19. The implementation of the programming cycle to date has taken place in a context marked by the general elections followed by significant renewals at the head of the national administration. According to primary sources within the structures concerned, the new ministerial supervision of projects is taking time to appropriate them to support their implementation dynamics. This situation may have been a source of inertia for the programme in general, and for Outcome 1.

10.Design Weaknesses and Execution Constraints

20. Overall, Outcome 1 stands out very robust in its concept, articulated on a strategic outcome to which dedicated products are technically qualified to contribute. However, the treatment of the transversal dimensions is not without its challenges. While gender is present in the context analysis of the Programme Document and is one of the 8 designated entry points of the programme, Outcome 1 and its 4 outputs are labelled without any explicit reference to gender equality, this gap being only partially made up for in the battery of indicators: of the 5 impact indicators of Outcome 1, 3 are gender-sensitive while the other 2 are not. Some output and outcome indicators baselines are not up to date and lead to uncertain projecting of targets.

Evaluation Scope, Objectives and Question

1. Scope of the assessment

21. As noted above in the section on scope, the evaluation covers the whole of Outcome 1. This is pursued through 4 specific products whose evaluation reports precisely on the extent to which they are delivered or approached. This implies the review of the 7 projects that make up the portfolio of the Outcome and constitute the delivery framework of the =said products. Geographically, the assessment covers the entire territory and explores the sources at the level of the 3 islands: Grande Comore, Anjouan and Mohéli.

2. Evaluation Objectives

22. This evaluation is a mid-term evaluation that aims to meet the accountability and transparency obligations of the stakeholders. Its specific objectives are as follows (ToR):

- Analyze the Outcome in terms of formulation, measurement (indicators) and content (products)
- Assess progress (or lack thereof) in achieving the effect
- Assess the contribution of the various projects implemented in the context of the achievement of the Effect
- Assess the design and relevance of the projects and identify the factors that have facilitated and/or hindered the success of the Outcome
- Assess the contribution of partnership and communication strategies to the achievement of the Effect
- Assessing the contribution to gender equality and women's empowerment
- Highlight lessons learned and make recommendations for further implementation of the Effect

3. Evaluation criteria

23. The criteria prescribed by the terms of reference are therefore Relevance, *effectiveness, impact, efficiency*, and the *sustainability* completed by *Cross-cutting themes*: Human Rights and Gender, in particular. The purpose of these criteria is to allow for the comparability of results and lessons learned from development actions, beyond the disparity of fields of implementation and sources of funding.

24. The analysis of *relevance* allows us to see whether the fundamental choices underlying the formulation of Outcome 1 were and have remained aligned with their legal frameworks, in particular the needs and priorities of the country. The analysis of *efficiency*, extended, to *Impacts* Potential Outcomes indicates the extent to which the targets set out in the results and resources framework for Outcome 1 are being achieved by shedding light on success factors and constraints. The analysis of *efficiency* seeks to show whether the resources, in the general sense, committed to these results are appropriate. Considering the lack of hindsight at mid-cycle, the analysis of *sustainability* is an opportunity to identify the elements that herald or hinder the sustainability of the gains made under Outcome 1 and at this stage. In addition to these traditional criteria, the evaluation takes stock of cross-cutting areas such as gender equality and human rights.

4. Evaluation Questions

25. The evaluation questions, as determined by the ToR, are articulated on the evaluation criteria reviewed in the previous section. They are extensively recalled in the findings section of this report and can also be consulted in the evaluation matrix attached as an annex.

Evaluation Approach and Methods

1. Data sources

26. The sources of information for the evaluation are of two kinds, secondary (documents), and primary (interviews with partners and beneficiaries). The *Secondary data* is information collected upstream and independently of the evaluation but useful to it; they relate directly to Outcome 1 or to contextual elements that shed light on it. In broad groups, these are: (i) country planning documents cross-referenced with the policy and cooperation instruments of UNDP and UNS; and (ii) internal programming and implementation documents for Outcome 1, i.e. the dedicated content in the Programme Document, the project documents of the dedicated projects and their annual Work Plans, on the one hand, and the progress reports and other monitoring-evaluation/review outputs on Outcome 1 and its 7 supporting projects, on the other. In terms of literature coverage, all available documents on Outcome 1 and its environment are used. Their references are extensively listed in the appendix.

Table 2: Typology of secondary sources

Documentary sources by type	
Background documents	Union of the Comoros <ul style="list-style-type: none"> ▪ PCE by 2030 ▪ IDP 2020-2024
	UNDP-UNS <ul style="list-style-type: none"> ▪ Effect1-SCP-UNDP/Comoros 2022-2026 ▪ SP/UNDP 2022-2025 ▪ UNSDCF-SNU/Comoros 2022-2026 ▪ ODD

Documents Outcome 1-CPD-UNDP/Comoros	Programming <ul style="list-style-type: none"> ▪ Prodoc Effect1-CPD-UNDP/Comoros ▪ Prodocs-Annual Work Plans 7 Projects/Outcome 1
	Execution <ul style="list-style-type: none"> ▪ Implementation/Progress Reports ▪ Review Reports ▪ Session reports of the steering bodies (Steering Committees and Technical Coordination Committees) ▪ Other documents (if any)

27. The **Primary data** are the information collected in the field, by direct observation of achievements, or collected from the actors, partners, beneficiaries or witnesses of all or part of the life of the programme under Outcome 1. The sources of these data are at the central/national level (UNDP, National Authorities and Services, implementing partners, etc.), and at the local level (field divisions of technical authorities and services and implementing partners, direct beneficiaries, in particular). Interviews and direct observations are based on a purposive sample of the stakeholders. The sampling criteria are detailed in the next dedicated section.

28. The secondary and primary sources provide key information on the context and its issues, on the one hand, and on the interventions under Outcome 1, on the other. Their triangulation protects the evaluation from depending exclusively on one source and from being affected by its weaknesses. What the programme says about itself (internal implementation reports) is systematically compared with what is observed and what the actors at various levels perceive and say about it, to arrive at balanced judgments that are constructed as close as possible to reality.

2. **Primary Source Sampling Framework**

29. Because of the very large number of primary sources and the necessarily limited time of the mission (30 calendar days of presence in the field), the collection of primary data therefore focused on a directed sample of interlocutors, made up of parties agreed between the evaluator and the Evaluation Reference Group, according to the inclusion criteria set by the evaluators, which are as follows: (i) Portfolio hedging criterion: to cover the various components concerned: hard and soft; (ii) Quality criteria: to cover high-performance segments and others that have encountered challenges; (iii) Inclusion criteria: cover groups of actors and beneficiaries representative of the entire spectrum of actors and beneficiaries of the programme (Gender Dimension, principle of leaving no one behind, etc.).

3. **Data collection procedures and instruments**

30. The documentary sources were first made available remotely, by the UNDP, before being enriched throughout the field mission, on the sidelines of the interviews. The entire sample was approached in face-to-face mode. The triangulation of sources and tools has fostered robust data that does not depend on a sole source or protocol. The interviews were based on a questionnaire modulated according to each category of actors and which can be consulted in the appendix to this report.

4. **Performance Standards**

31. The standards invoked as references are, for the criteria of effectiveness and impact, **Indicators** retained for this purpose in the framework of the results and resources of the programme (Prodoc) and their **Respective targets**. For the other criteria (relevance, efficiency, sustainability, and cross-cutting dimensions), the results framework does not provide the means to measure them quantitatively (specific performance indicators), the evaluation **has determined the elements of reason that constitute them and assessed their degree of presence or consideration in the programme reports**. For example, the **alignment of Outcome 1 with national priorities** is a key element in deciding on its relevance; also, the **existence of strong national ownership** is a key element in favor of the sustainability of the achievements.

5. Gender Lens Framework

32. Gender and, more generally, rights, especially those of the most vulnerable populations, are considered by the evaluation. In the absence of gender-disaggregated budget data in the cost accounting of the Outcome, it was not possible to isolate **resources effectively directed to women and the vulnerables** in each cluster. It was only possible to estimate the resonance of the projects' activities towards women's empowerment and, more generally, the consideration of traditionally marginalized groups. For women, the **Sara Hlupekile Longwe's Influence Scale**, is used to measure impact on them, through its five levels: (i) **Welfare** : improvement of economic status, but without any other supra-economic advantage; (ii) **Access** : opening a breach to resources; (iii) **Awareness** : awareness of the discriminatory inertia against women and other marginalized people; (iv) **Mobilization** : actions to remove the constraints to autonomy diagnosed in the awareness-raising stage; and (v) **Control** : completion of autonomy through control of resources and significant segments of power in the life of the communities to which they belong.

6. Evaluation Matrix

33. The evaluation matrix is the mission's coherence tool, organizing its data collection and analysis. It has five (05) entrances: the first identifies the criteria and dimensions assessed, the second evaluation questions, both of which are order requirements (ToR). In third Entry are broken down the performance measurement indicators, in fourth the sources to inform them and fifth methods for accessing sources and analyzing the data collected. The matrix in extenso is annexed to this report.

7. Involvement of key stakeholders in the evaluation

34. The stakeholders prepared and accompanied the evaluation around the following specializations. These include UNDP, through the Country Office, the national institutional counterparts, and direct beneficiaries. The Country Office conducted the evaluation design, served as a source of secondary and primary data, and through its feedback played a role in the process of reviewing and validating deliverables. The National institutional counterpart participated as a data source and actor in the output review process. Beneficiaries have played a role as primary data sources. Finally, the Country Office and the State of the Union of the Comoros are called upon to be responsible for the exploitation of the conclusions and the implementation of the recommendations of the evaluation.

8. *Ethical considerations*

35. The evaluator has complied with the ethical and professional requirements of the United Nations Evaluation Group, with scrupulous acceptance and adherence to its Code of Conduct. More specifically, to ensure the highest standard of the mission, the following attitudes were observed in all contact with stakeholders:

- To make it clear to all interlocutors from the outset that the evaluator is neither a UNDP staff nor a member of any other stakeholder, but an external and independent professional who collects, for processing, their feedback on Outcome 1, its implementation, and its results
- Assure sources that their inputs will be treated confidentially and anonymously
- Give equal respect to the stakeholders interviewed
- Respect the freedom of speech of the interlocutors by ensuring that it is exercised within the strict framework of the needs of the evaluation
- Respect the diversity of actors and reflect it in inclusive sampling, with particular attention to women and the vulnerables
- Dealing with everyone in transparency, respect, and serenity
- Depart from all practices prohibited by law and morality

9. *Main limitations of the methodology and means of mitigation*

36. *The limitations of the methodology* are related to the profile of the sources who have their respective challenges. Secondary sources, especially in the case of progress reports from which most statistical information is derived, refer to authors who are not independent, in this case internal staff involved in the design and/or implementation of Outcome 1, who may therefore develop biases, unknowingly or voluntarily. Primary sources, on the other hand, even if chosen with care and inclusiveness, remain a non-random qualitative sample, with a representation of the general population that can always be questioned: one can indeed wonder whether the opinion of one or more actors is significant of what happened overall under Outcome 1. In addition to these structural methodological challenges, it is also worth mentioning a contextual constraint related to the accessibility of one of the 3 islands implementing Outcome 1, Mohéli, whose air and sea service is not authorized by the Security of the United Nations System (Source: UNDSS Security Debriefing).

37. The *Methodological Challenge Mitigation Strategy* is based on the thoroughness of a systematic triangulation of sources and data. In this respect, *A first level of internal confrontation*, the documents are first examined in their intrinsic coherence to determine their specific quality and the reliability likely to result from them. Then, on the same subject, the different available documents are compared with each other to identify *A second register of coherence* and discrepancies. The interviews are in turn convened and their indications compared with what emerges from the secondary data, to determine *A third level of trust*, before the whole thing is confronted with direct observations on the construction site to build *A fourth degree of confidence* or mistrust. The challenge of accessibility to the island of Mohéli was overcome by exploiting the secondary data available and by conducting remote interviews with local stakeholders.

Data analysis

38. *Factual performance*: The analysis of the information collected is guided by the *Requirements* terms of reference, i.e., the establishment of outcomes under Outcome 1 in relation to its expected outputs and results, based on the evaluation criteria and dimensions. For a In order to ensure that performance is well readable, it is based on a rating scale that is the one recommended for UNDP decentralized evaluations: **6: (HS)**, highly satisfactory; **5: (S)** Satisfactory; **4: (MS)**, Moderately satisfactory; **3: (MI)**, Moderately Unsatisfactory; **2: (U)** Unsatisfactory; **1: (TU)**, Very unsatisfactory.

39. *Key Lessons*: The review of the situations experienced, and the attitudes built to respond to them throughout the implementation of this first half of the life cycle leads to lessons learned anchored in the successes and challenges of implementation, and intended to serve the rest of the cycle but also other similar experiences.

40. *Recommendations*: Recommendations are based on evaluation: each of them helps stakeholders to solve a problem identified by the evaluation, or to take better advantage of a niche opportunity that the evaluation shows can be better exploited or valued, in the subsequent cycle. The recommendations are *clear, concise, limited in number and realistic*. Their links with the various conclusions are systematically explained. The following are also clearly specified, as part of an implementation due diligence matrix, their *Recipients*, and *Implementers*, on the one hand, the *Terms* of this implementation, on the other hand.

Key Findings and Conclusions

1. Key findings

1.1. Relevance-coherence

41. *Evaluation Questions: To what extent was and continues to be aligned with UNDP's mandate and national priorities? Is Outcome 1 consistent with the Emerging Comoros Plan, and with other strategic frameworks adopted by the Comorian Government during the period covered by the country program, with the National Policy on Gender Equality and Equity (2017)? Is Outcome 1 consistent with UNDP's gender strategic plan and UNDP's renewed strategic offer in Africa? (ToR).*

42. The Outcome 1, "By 2026, state and non-state actors, the Comorian population, especially the most vulnerable, strengthen their resilience to climate change, natural disasters and crises and ensure sustainable and integrated management of terrestrial and marine ecosystems as well as associated ecosystem goods and services, in a context of promoting sustainable housing with a low environmental footprint.", is aligned with national priorities since it is anchored in the Emerging Comoros Plan (ECP, 2030 horizon) and its implementation framework which is the Interim Development Plan (IDP, 2020-2024): the Outcome is specifically rooted in growth drivers 2 (blue economy) and 4 (modernized agriculture) while being in close liaison with the catalysts selected by the ECP, including infrastructure, human capital, and institutional, political, and economic reforms. The alignment of Outcome 1 with the 2017 National Gender Equality and Equity Policy is partial, as this strategy is waiting to be updated to consider new binaries such as *Gender and climate change*, or *Gender and integrated risk and disaster management*.

43. The first pillar of the CPD Country, drawn from the UNSDCF, from which it coincides with the first expected strategic result, Outcome 1 is part of the *Achievements* No. 2 of "*Structural transformations conducive to sustainable development*" and n°3 of "*resilience to shocks and crises*", of the UNDP Strategic Plan (SP, 2022-2025). It specifically contributes *Signature Solutions (SD/PS) as follows:SD3* (crisis prevention and resilience), SD4 (environment: nature-based solutions), SD5 (clean and affordable energy), and SD6 (women's empowerment and gender equality). Outcome 1 is also aligned with UNDP's Strategy for the Promotion of Gender Equality (2022-2025), of which it serves precisely two of the three Axes of Change, Axis 2: Building Resilience and Axis 3: Leaving no one behind.

44. Finally, Outcome 1 is anchored in the Sustainable Development Goals, in particular SDG 1 - *No poverty* ; SDG 2 - *Zero Hunger*; SDG 5 - *Gender equality*; SDG 6 - *Clean water and sanitation*; SDG 7 - *Affordable and clean energy*; SDG 9 - *Industry, innovation, infrastructure*; SDG 10 - *Reduced inequalities*); SDG 11 - *Sustainable Cities and Communities*; SDG 12 - *Sustainable consumption and production*; SDG 13 - *Fight against climate change*; SDG 14 - *Life below water*; SDG 15 - *Life on land*; and SDG 17 - *Partnerships for the Global Goals*..

1.2. Efficiency

45. *Evaluation Question: To what extent is Outcome 1 contributing to the achievement of expected outcomes? (ToR)*. Outcome 1 is based on four (4) outputs selected to bring the contributions to the expected results: (i) *The capacities of state and non-state actors, in particular decision-makers and communities bordering protected areas (PAs), understand the fundamental importance of ecosystems, ecosystem goods and services, and support their conservation, management and sustainable use*; (ii) *The Comorian population, especially the most vulnerable groups, has access to sustainable water supply services for domestic and production purposes*; (iii) *Solutions for sustainable access to sustainable, clean and affordable energy are available for rural and urban populations* ; and (iv) *State actors, non-state actors and the population at large have the technical, technological, financial and operational capacities to build their resilience to climate change and disasters*.

46. The **Output 1.1.**, "*The (capacities of) state and non-state actors, in particular decision-making actors and communities bordering protected areas (PAs) understand the fundamental importance of ecosystems, ecosystem goods and services, and support their conservation, management and sustainable use.*" is based on 3 performance indicators: (i) Net loss of ecosystem area of primary and secondary forests, mangroves, coral reefs and seagrass beds; (ii) Average abundance and biomass per unit area for fish and invertebrates within marine protected areas; and (iii) Volume of funds mobilized for biodiversity conservation. Under the first indicator of the product, the programme aims to stop the loss of forest areas. Although the indicator is not informed by existing data, the programme supports the restoration of degraded areas with the provision of 16,000 forest seedlings and 22500 *Gliricidia* cuttings; Some 7720 fruit seedlings are also being distributed to 175 women farmers to strengthen the livelihoods of communities and relieve pressure on local ecosystems. This dynamic has made it possible to restore 2% of terrestrial parks, at the same time as the monitoring and protection provided by

eco-guards has promoted 15% of natural regeneration of mangrove forests with a live coral cover of around 54%, i.e., an overall post-cyclone Kenneth regeneration ratio of 14%.³

47. Under the second indicator relating to the level of biomass in marine protected areas, an average of 350 g per square meter is measured, already far exceeding the target of 350 g/m² at mid-term. These results are part of a community-based approach to conservation marked in particular by the renewal of 54 local co-management agreements and the awareness raising of 1152 people (384 women and 768 men), which have enabled the dismantling of 4 sea turtle poaching networks and the rescue of 18 released live turtles. Eight (8) new biodiversity areas have been established in co-management with the riparian communities and represent 27% of the surface area of marine protected areas and allow the country to consolidate its place in the Kunming-Montreal global biodiversity framework: it thus ensures the protection of the wrasse fish and the grey shark, species in danger of extinction, and the protection of habitat for some 500 coelacanths and 30,855 sea turtles.

48. On the regulatory front, the Environmental Code is revised and aligned with the global biodiversity framework and the country's international commitments on climate change. In the direction of the third indicator on the volume of funds mobilized for biodiversity conservation, with the *Biodiversity Project* USD 4,424,479 is already available, and will be strengthened well beyond the target of USD 5,000,000 with the USD 9,000,000 expected on the future Blue Green Island Project.

49. The biodiversity project, which supports the management of the national network of protected areas, is behind schedule. In this context, the georeferenced database that should allow better monitoring of species and their habitats in ecosystems (forests, mangroves, coral reefs, seagrass beds) is not yet in place: it must integrate new environmental management technologies such as drones and other satellite tools. This technological update also requires an equivalent upgrade of the capacities of the National Agency for Protected Areas to allow a good development of this equipment.

50. The **Output 1.2.**, "*The Comorian population, especially the most vulnerable groups, has access to sustainable water supply services for domestic and production purposes.*", is set to the following 3 indicators: (i) *Proportion of the population receiving safely managed sustainable drinking water services, disaggregated by sex*; (ii) *Number of gender-sensitive coordination and integrated water resources management mechanisms*; and (iii) *Proportion of farmers with resilient irrigation infrastructure in areas of concentration, disaggregated by sex and age*. Under the first indicator relating to access to drinking water, the objective is to see the population go from a 15% access ratio in 2017 to a 60% service at the end of the cycle. At mid-term, the access rate stands at 29%, which is still a limited performance of 31% in terms of the distance travelled between the reference of 15% and the target of 60%.

51. The direct action of the programme on the supply of water is still localized, particularly in Anjouan where 34% of the population is connected thanks to 6 supply systems including 9 mini-hydraulic dams, 11 hybrid treatment units combining ecological and chemical processes, 16 storage tanks and 64 km of pipes. Work is advanced on Grande Comore, with deliveries

³ Impact on biodiversity: in Anjouan, 1108 Livingstone's flying foxes recorded on the 17 *Pteropus livingstonii* roosts and 5464 owls traced on the 235 *Otus capnodes* clews, confirm the stability of these stands over 10 years. (Source: UNDP/Comoros, ROAR 2023).

expected in 2025 that will have an impact on the water supply. In Mohéli, on the other hand, significant delays are noted, as a consequence of the failure of the contracted firm. In addition, another explanatory factor to be taken into account is that the COVID-19 crisis had impacted the planning and cost structure of the Water project, to the point that it had to be recapitalized to maintain its full capacity in terms of infrastructure for access to the resource: 10 million new resources were raised in this context from the GEF-LDCF.

52. The programme began by acting on the prerequisites of the sector's steering and management tools: climate risk reduction action plans for river basins taking into account the effects of climate change on rainfall patterns, floods, rising temperatures and increased salinity; IWRM/CC Procedure Manual; mapping of the vulnerability of production in the 3 islands (marine intrusion, severe low water levels, rainfall intensity); protection of sensitive watersheds with the coverage of 193 hectares (production and planting of 77,277 forest seedlings as part of a letter of agreement between the DGEF and the CRDE of Diboïni); platform for the management and sharing of knowledge; a national water security and safety plan to strengthen the resilience of infrastructure and water quality; system for monitoring the hydrodynamic parameters of groundwater tables (12 automatic piezometric stations to provide concrete and reliable information on variations in levels and quality of the resource); installation of 12 new digital seismic stations, 2 GNSS-GPS stations and a SAN data storage server signifying a transition from analog to digital and allowing the real-time transmission of seismic and ground deformation data to the Karthala Volcanic Observatory (OVK).

53. The programme has not made progress on the second indicator relating to gender-sensitive coordination and management mechanisms: the non-validation of the implementing texts of the regulatory framework has not allowed the programmed establishment of IWRM committees. However, two frameworks for consultation on the island have been set up by the governor in Anjouan and Mohéli, as well as a conflict resolution mechanism, but these instruments have yet to be operationalized. The third indicator on farmers' access to resilient irrigation systems is also lagging: some rainwater harvesting structures, awaiting connection, should nevertheless soon allow surrounding farmers to boost their market gardening potential.

54. The **Output 1.3.**, "*Solutions for sustainable access to sustainable, clean and affordable energy are available for both rural and urban populations.*", is set to 3 indicators: (i) *Share of renewable energies in final electricity consumption*; (ii) *Number of innovative and gender-responsive solutions for clean energy production and management*; and (iii) *Existence of a comprehensive legal and regulatory framework for renewable energy, conducive to public and private investment*. Under the first indicator, the share of renewable energies in national energy consumption is still very low, at 7% compared to a target of 30% set for the end of the programme: this achievement represents 12% of the distance to be covered between the baseline situation estimated at 4% in 2017 and the target of 30%. Under indicator 3, which is in fact the gateway to the product, the support of the programme contributed to the development of a law on the Electrical Energy Code (CEE), adopted by the parliament and promulgated by the president of the republic. This new legal framework finally allows the sector to be opened to the private sector, organizes access to renewable energy sources⁴ and creates a regulatory

⁴ The 1st part of the Electrical Energy Code is devoted to renewable energies and must be operationalized by a series of implementing texts whose programme also supports the development: draft decrees on geothermal resources; photovoltaic solar energy; hydroelectric power; and wind energy.

agency for the energy sector. The implementing texts of this law are currently being finalized. The mining code should complete this system: it will govern, among other matters, the exploration and exploitation of deep geothermal sources in full consideration of the environmental and societal issues inherent to mining activity. Technically elaborated, this text is still slow to be examined by the Council of Ministers: this situation follows the recent change of minister in charge of the sector. As a result of this inertia in the renewal of the legal framework, the first two indicators, respectively on the energy mix and innovative solutions in the sector, are not changing sufficiently.

55. The **Output 1.4.**, "State actors, non-state actors and the population at large have the technical, technological, financial and operational capacities to build their resilience to climate change and disasters.", has as performance measurement indicators: (i) Number of local and regional governments that have adopted disaster risk reduction strategies ; (ii) Proportion of the population covered by multi-hazard early warning systems, disaggregated by island ; and (iii) Number of local and regional authorities that have adopted integrated coastal zone management plans including sustainable habitats with a low environmental footprint. Under the first indicator, the programme helped 7 communities to adopt disaster risk management strategies, which represent at mid-term 58% achievement of the target of 12 communities and augurs well for the coverage of this target in the long term. The third indicator on territorial plans for integrated coastal zone management is 50% satisfied at the mid-term (5 communities out of a target of 10) and allows us to hope that the target will be 100% covered by the end of the cycle. The second indicator, which concerns access to a multi-hazard early warning system, is, on the other hand, extremely late, or even down from the baseline. While 18% of Comorians were covered by an alert system in 2020 and the programme plans to increase this ratio to 40% at the end of the cycle, only 10% are covered in this regard at mid-term.

56. In the field, in terms of early warning system on geophysical hazards, support for the Karthala Volcanological Observatory (OVK) makes it possible to maintain the monitoring of the volcanic activity of the volcano through the maintenance and upkeep of monitoring stations. Monitoring has been strengthened by the extension of the network to Anjouan and Mohéli and the addition of GNSS and geochemical stations to monitor deformations and CO2 levels on the ground. At a more strategic level, the programme supports the development of civil security: construction and operationalization of the headquarters of the General Directorate of Civil Security in Moroni and in the provinces; revision of the organizational framework and planning tools of this structure; support for the development of a draft law on Disaster Risk Management.

Table 3: Outcome 1: Progress towards output targets

Outcome 1: "By 2026, state and non-state actors, the Comorian population, especially the most vulnerable, strengthen their resilience to climate change, natural disasters and crises and ensure sustainable and integrated management of terrestrial and marine ecosystems as well as associated ecosystem goods and services, in a context of promoting sustainable housing with a low environmental footprint."										
Programming			Execution							
Outputs (1.1-1.4)	Indicators	Targets	Achievements	Rating						
				1	2	3	4	5	6	
P.1.1. The capacities of state and non-state actors, in particular decision-makers and	Ind. 1.1.1: Net loss of ecosystem area of primary and secondary forests, mangroves, coral reefs, and seagrass beds ▪ Reference: Primary (14291.8 Ha) and secondary (3273.1 Ha) forest cover = total 17,564.9 Ha; Mangroves: 197.25 ha; Seagrass beds: 6030 Ha Reef cover	▪ Target: No net loss	▪ 75% progress towards the target: estimate based on the following:							

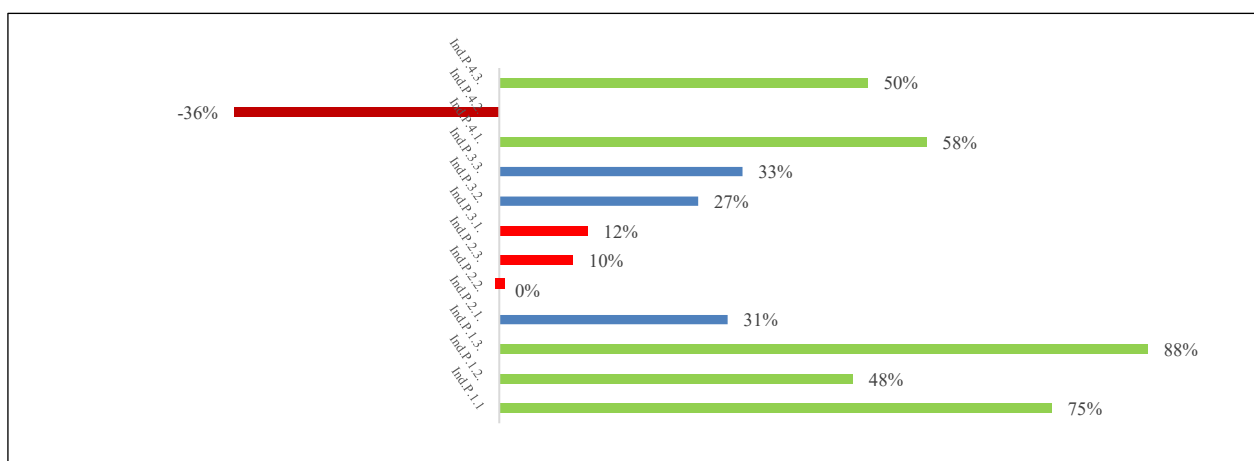
financial, and operational capacities to build their resilience to climate change and disasters	Ind. 1.4.3: Number of local authorities that have adopted integrated coastal zone management plans including sustainable habitats with a low environmental footprint ▪ Baseline: 0 (2020)	▪ 10	4 (40% progress towards target)						
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Sources: SCP: Programme Document; 2022-2024 Progress Reports; ROAR 2022-2024; Evaluation interviews, October 2024.

Rating scale: 6: (HS), Highly satisfactory; 5 : (S), satisfactory; 4: (MS), Moderately satisfactory; 3: (MI), moderately unsatisfactory; 2: (I), Unsatisfactory; 1: (TI), Very unsatisfactory.

57. Evaluation Questions: Is the achievement of expected outcomes on track? Can the programme make its full contribution to the expected effects within the planned period? (ToR). Under Outcome 1, the programme is expected to be on 12 output targets to contribute to 5 outcome targets. Out of the 12 output targets, 5 (42%) are covered at nearly 50% or more, which means at the mid-point and with the same rate of progress, that they should be fully met at the end of the cycle; 3 other targets (25%) are approached between 27% and 33% at mid-term, suggesting that they need an acceleration in the pace to be fully met by the end of the cycle; Finally, 4 targets show a very low or even negative level, suggesting that they will remain unmet at the end of the cycle. The chart below provides an overview of this product-level performance profile.

Graph 2: Illustration of the progress made towards the targets of Outcome 1 products



Sources: SCP: Programme Document; 2022-2023 Progress Reports; ROAR 2022-2023; Evaluation interviews, October 2024.

Output Indicator Nomenclature:

Ind.P.1.1. Net loss of area of primary and secondary forests, mangroves, coral reefs, and seagrass ecosystems

Ind.P.1.2. Average abundance and biomass per unit area for fish and invertebrates in marine protected areas

Ind.P.1.3. Volume of funds mobilized for biodiversity conservation

Ind.P.2.1. Proportion of the population receiving safely managed sustainable drinking water services, disaggregated by sex

Ind.P.2.2. Number of gender-sensitive coordination and integrated water resources management mechanisms

Ind.P.2.3. Proportion of farmers with resilient irrigation infrastructure in areas of concentration, disaggregated by sex and age

Ind.P.3.1. Share of renewable energies in final electricity consumption

Ind.P.3.2. Number of innovative and gender-responsive solutions for clean energy production and management

Ind.P.3.3. Existence of a comprehensive legal and regulatory framework for renewable energy, conducive to public and private investment

Ind.P.4.1. Number of local and regional governments that have adopted disaster risk reduction strategies

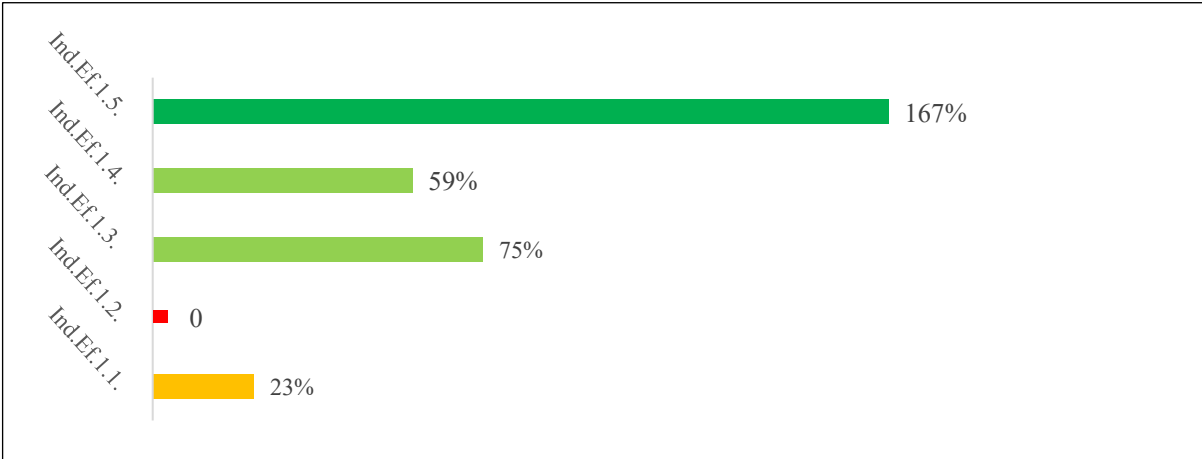
Ind.P.4.2. Proportion of the population covered by multi-hazard early warning systems, disaggregated by island

Ind.P.4.3. Number of local and regional authorities that have adopted integrated coastal zone management plans including sustainable habitats with a low environmental footprint

58. As far as outcome indicators are concerned, the programme is expected to meet 5 targets to be covered under Outcome 1, "By 2026, state and non-state actors, the Comorian population, especially the most vulnerable, strengthen their resilience to climate change, natural disasters

and crises and ensure sustainable and integrated management of terrestrial and marine ecosystems as well as associated ecosystem goods and services, in a context of promoting sustainable housing with a low environmental footprint." Three (3) are already, at mid-term, covered more than 50%, suggesting that their complete satisfaction is quite possible by the end of the programme. On the other hand, this one is in clear difficulty on the other two. With 23% achievement on one and zero on the other: at the current rate of progress, the delay in them appears not to be able to be caught up by the end of the cycle.

Graph 3: Graphical illustration of the progress made towards the outcome targets of Outcome 1



Sources: SCP: Programme Document; 2022-2023 Progress Reports; ROAR 2022-2023; Evaluation interviews, October 2024.

Output Indicator Nomenclature:

- Ind.Ef.1.1: Proportion of the Comorian population with sustainable access to safe drinking water for domestic, production and sanitation through resilient water supply infrastructure, disaggregated by sex and geographical area
- Ind.Ef.1.2: Proportion of the population with access to electricity
- Ind.Ef.1.3: Area of forest ecosystems, mangroves, coral reefs, seagrass beds
- Ind.Ef.1.4: Proportion of the population covered by early warning systems related to disaster risk reduction, disaggregated by sex
- Ind.Ef.1.5: Number of local and regional authorities that have adopted integrated coastal zone management plans that provide for less vulnerable urban areas and the promotion of sustainable habitats with a low environmental footprint

59. Evaluation Question: What are the success factors, constraints, opportunities, and threats to the achievement of outcomes? (ToR). The first advantage of Outcome 1 is the already prominent level of capitalization. The seven (7) projects that contribute from the programme in this direction total an amount of USD 65,024,887, i.e., at the mid-term, respectively, 83% and 59% of the projected budget of the Outcome and the programme over the entire cycle. This performance is driven by the trust that partners place in the Office, particularly the government, which is working well with the Office in mobilizing resources from vertical funds. The mobilization strategy is also flexible, adaptive, and responsive: after having been initially rejected, the Drinking Water project has been reconfigured in the sense of better considering the dimension of the *Climate* before obtaining core funding from the Green Climate Fund. On the other hand, a challenge of absorption is immediately apparent, with the budget execution rate standing at only 29%. Most of the actors interviewed, both within the Office and at the national level, report that the period between the financing agreement and the implementation of projects is long, so that by the time projects begin to reach maturity, the programme cycle is already quite advanced. There is also significant inertia in the operational implementation of the programme. The country's island context, characterized by a small, if not frankly cramped, market size, makes it difficult to access the expertise and acquisitions that projects need. Finally, the main programming tool of Outcome 1, the Water project, whose cycle crosses that of the program, has been durably destabilized by the COVID-19 crisis, from which it is

recovering through a recapitalization that is still in the process of being finalized.

1.3. Impact

60. Evaluation Question: What changes (or early signs of change) are expected to be brought about by the projects implemented under Outcome 1 in the lives of beneficiaries? (ToR).

Outcome 1 is set to 5 specific expected changes measurable from the following indicators: (i) *Proportion of the Comorian population with sustainable access to safe drinking water for domestic, production and sanitation purposes through resilient water supply infrastructure, disaggregated by sex and geographical area;* (ii) *Proportion of population with access to electricity;* (iii) *Area of forest ecosystems, mangroves, coral reefs, seagrass beds;* (iv) *Proportion of the population covered by early warning systems related to disaster risk reduction, disaggregated by sex;* (v) *Number of local and regional authorities that have adopted integrated coastal zone management plans that provide for less vulnerable urban areas and the promotion of sustainable habitats with a low environmental footprint.*

61. The proportion of the population with access to drinking water has increased from 15% (reference year not determined) to 29%. This achievement represents 23% or 31% of the target depending on whether we refer to the objective set in the results (75%) or the one recorded in the products (60%). In any case, progress remains mixed, in particular because of the challenges encountered by the Green Climate Fund's Water project: significant delays in Mohéli where the equipment has just arrived; work advanced in Grande Comore but not deliverable before 2025; infrastructure already delivered to the grid in Anjan but with persistent challenges; project is also being recapitalized to fill financial gaps resulting from the COVID-19 period. In Anjouan, where the investments have therefore been completed, the capacity of the network would not yet be impacted to the extent expected, in particular because of technical problems that would not allow their operation to be optimized. The production would even have fallen from 14,000 m³/day to 8,000 m³/day during low water periods⁵. Unless there is a data challenge, access to a renewable energy source is not yet impacted, with the value recorded in 2024 still being the same as that of the baseline situation (46% in 2017): as developed in the product-level analysis, the programme's support is mainly focused, for the moment, on the renovation of the governance framework of the energy sector, with an Electric Energy Code promulgated but awaiting implementing texts. The legal framework is also waiting to be supplemented by a Mining Code where geothermal energy management tools will be inserted.

62. The population's access to an early warning system is making progress: the indicator has increased from 18% in 2020 to 31% in 2023, which represents a coverage of 59% of the target set at 40% access at the end of the cycle. The programme supports the formulation of a law on Risk and Disaster Management in the Comoros. Its effects are also strongly felt in terms of civil security, with the operationalization on all three islands of this service, which is equipped with infrastructure and intervention equipment. Finally, the program's assistance is intense on the monitoring of the Kartala volcano, through the maintenance of monitoring stations and the extension of the network to Anjouan and Mohéli and the addition of GNSS and geochemical stations for the monitoring of deformations and the level of CO₂ on the ground. The dissemination of the institutional culture of integrated coastal management in local authorities

⁵ Source: SONED Island Directorate, Evaluation interviews, October 2024.

is also clearly increasing: the programme's technical and financial assistance has enabled 20 territorial entities to adopt management plans, i.e., almost double the target set for 12 local authorities. However, there is a value conflict between these values and the product-level data discussed above. In terms of biodiversity, the creation in 2022 of 5 new parks consolidates the management framework. Primary and secondary forest cover, terrestrial and marine, is stabilizing, with zero net forest loss noted in the country's 6 protected areas, according to empirical assessments made by stakeholders⁶. Despite signs of impatience, communities are taking advantage of this dynamic: for example, the daily catch of mollusks, made by women, has increased from 8kg to 14kg thanks to biological rest periods disseminated by the project.

Table 4: Outcome 1: Progress towards results targets

"By 2026, state and non-state actors, the Comorian population, especially the most vulnerable, strengthen their resilience to climate change, natural disasters and crises and ensure sustainable and integrated management of terrestrial and marine ecosystems as well as associated ecosystem goods and services, in a context of promoting sustainable housing with a low environmental footprint."									
Programming		Execution							
Outcome indicators	Targets	Achievements	Rating						
			1	2	3	4	5	6	
Ind.Ef.1.1: Proportion of the Comorian population with sustainable access to safe drinking water for domestic, production and sanitation through resilient water supply infrastructure, disaggregated by sex and geographical area ▪ Reference value: 15%	▪ 75%	29%		23 %					
Ind.Ef.1.2: Proportion of the population with access to electricity ▪ Baseline: 46% (2017)	▪ 76%	46%	0						
Ind.Ef.1.3: (Stability) Area of forest ecosystems, mangroves, coral reefs, seagrass beds ▪ Reference value: Primary (14291.8 Ha) and secondary (3273.1 Ha) forest cover = Total 17,564.9 Ha; Mangroves: 197.25 ha; Seagrass beds: 6030 Ha Reef cover (30,000 Ha of which 18,000 Ha are healthy)	▪ No net loss	Estimated stable forest cover (based on empirical surveys conducted by the project)					17 5%		
Ind.Ef.1.4: Proportion of the population covered by early warning systems related to disaster risk reduction, disaggregated by sex ▪ Baseline: 18% (2020)	▪ 40% of which 20% women	31%					59 %		
Ind.Ef.1.5: Number of local and regional authorities that have adopted integrated coastal zone management plans that provide for less vulnerable urban areas and the promotion of sustainable habitats with a low environmental footprint ▪ Reference value: 0	▪ 12 of which 4 are worn by women	4 vs 20							16 7%

Sources: SCP: Programme Document; 2022-2023 Progress Reports; ROAR 2022-2023; Evaluation interviews, October 2024.

1.4. Efficiency

63. Evaluation Question: Were the results achieved at acceptable costs and within a reasonable period? (ToR). The cost structure of the programme is determined by the UNDP operational governance framework and the country context. As part of the United Nations system, UNDP applies world-class management standards that are concerned with transparency and rationality. The procurement put forward and the fiduciary securities that frame it contribute, a priori to securing resources and ensuring advantageous cost-benefit ratios for the program. The dynamic of dematerialization of procedures in which the Bureau has embarked also serves the efficiency of the program. Indeed, the integration of digital technology into project work plans is on the rise. Collaborative tools are part of the program's management culture, with the switch to *MS-Teams*, systematization of digital signature through the DocuSign platform and remote maintenance by *TeamViewer*.

⁶ The biodiversity project has just equipped the country with a drone that will allow more robust assessments based on mapping and LiDAR technology,

64. On the ground, however, technical quality challenges are observed in places, preventing the full performance of the achievements concerned, where they prevail. In Anjouan, upstream interventions on the drinking water collection and treatment infrastructure are experiencing significant technical shortcomings, with the result that production capacity would be drastically reduced after the intervention⁷. In addition to these technical shortcomings, there is a context that does not promote the full profitability of the infrastructure, specifically in Anjouan and Mohéli, where local water management entities prior to SONEDE are resisting and trying to survive on the fringes of the network being modernized by the programme. The social and economic acceptance of the network on which the programme is working is not complete, as evidenced by the revenue collection rate of 32%⁸ on the first half of 2023 reported by the Anjouan Regional Directorate. Still in this island, but in another area, 3 of the 7 agrometeorological stations installed are already dysfunctional. Waterproofing problems are being caused on civil engineering structures such as the regional headquarters of the Civil Security in Anjouan, while the General Directorate building in Moroni was initially delivered without emergency exits (failure to be made up for by the evaluator). Some of the mini-agricultural basins installed across the island of Anjouan are experiencing leaks that are already leaving the infrastructure in question unusable, as is the case for two of these structures that are no longer in operation in the Lingoni area⁹.

65. These situations reveal a problem of technical control and project management that must be addressed with the national counterpart to guarantee the technical profile of the projects required by the budgetary effort made to deploy them. Finally, there are also problems of use about agrometeorological stations, which are not profitable locally and are losing efficiency in this respect. Farmers met in the CRDEs are questioning the usefulness of these automated installations which send their data directly to Moroni and leave them unable to know locally the evolution of the climate and rainfall to adapt the crop cycles. This whole problem, where technical concerns, community mistrust and challenges of appropriation coexist, is likely to weigh on the socio-economic performance and strategic efficiency of infrastructures.

66. The programme also receives constraints from the country context. The Comoros is a small domestic market, moreover physically segmented due to its archipelago profile. As a result, the Office faces real difficulties in accessing the sometimes highly specialized services and supplies that the programme absorbs in its implementation. It is responding to this by also mobilizing UNDP's regional and global support platforms. Despite everything, major acquisitions and other mobilizations of specialized expertise consume more time than would have been the case in another environment. Time efficiency is therefore a challenge, which is illustrated, for example, by the level of budget execution, which is 29% on all the projects constituting the Outcome 1 portfolio.

⁷ Sources: SONEDE, Anjouan Regional Directorate, Half-yearly Report January-June 2023, page 17: "*At the level of the pipe pipes, several diversion elbows are installed, which results in a considerable reduction in the flow of water to fill the reservoirs. It should be noted that before the rehabilitation of the reservoir, only one 45-degree elbow was installed on the main pipe, but because of the company's work, more than 9 90-degree elbows were installed, which leads to a reduction in flow. As an indication, during the low water period, we produce 8,000 M³ per day, whereas before the company's work ... we were producing 14,000 M³, which leads to a reduction of 6,000 M³ per day*". Evaluation interview on 16/10/2024.

⁸ Source: SONEDE, Anjouan Regional Directorate, Half-Year Report January-June 2023, page 17: "... Our recovery of 23,285,634 KMF based on sales of 72,895,336 KMF, unfortunately comes to a half-yearly percentage of 32%."

⁹ Sources: Field visits and evaluation interviews, October 2024.

1.4. Sustainability

67. **Evaluation question: To what extent are the results obtained sustainable, or can they be sustained? (ToR).** Sustainability is determined by the quality of deliveries, their ownership by the national counterparty and the existence of adequate budgets to maintain them. The strategic and operational steering tools (codes, laws, implementing decrees, strategies and action or management plans, global or sectoral) that the programme has helped the country to develop are technically robust and include all dimensions of law, including gender, human rights, the principle of leaving no one behind, resilience, climate change, integrated risk and disaster management. Their formulation processes, supported by the national anchoring structures, also record the participation of all other qualified actors (observations drawn from the examination of these tools and confirmed by actors of all stripes, in evaluation interviews). This background gives these strategic instruments a favorable prognosis of substantial sustainability, as for many years, they can provide appropriate framework for governance and development in the sectors concerned, before emerging issues, in the national context or on the international agenda, require their renewal or updating.

68. With regard to the various types of infrastructure deployed by the programme throughout the country, while it can be robust in general, the surveys carried out by the assessment on key sites (hydraulic structures, agrometeorological stations and civil security buildings) reveal challenges in terms of completion and technical quality that may hinder sustainability. In addition, some infrastructures face challenges of national ownership, from a technical or socio-economic point of view. At the technical level, project owners do not always have sufficient control over the equipment to be delivered to them by the programme (the case of SONEDE, whose last Water Project Steering Committee instructed the parties to promote the presence in the implementation field with a view to good technical appropriation). Socio-economic appropriation also faces challenges to be addressed: in Anjouan and Mohéli, local ownership of water production and distribution systems, even modernized ones, is still thwarted by the resistance of the old water management structures that seek to survive despite the establishment of the national entity that is SONEDE. On the other hand, there has been real progress in terms of national fiduciary capacities, the improvement of which allows for developments towards the national execution modality, which is itself a source of capacity development. Indeed, the micro-evaluations conducted in the round show that the country is strengthening its capacity in this area.

69. Resources, on the other hand, are the major challenge to sustainability, as illustrated by the situation of agrometeorological stations. Part of the park broke down due to lack of maintenance. The national side argues that there is no maintenance budget and asks the programme to incorporate maintenance provisions into the projects for several years. A third of the stations in Anjouan are at a standstill. A comparable situation is also observed at the level of Civil Security where the two vehicles provided by the programme are at a standstill for the same reasons. In the same structure, again due to a lack of operating resources, the staff say that they are not always able to put at the service of the populations the valuable skills acquired in the context of the training financed by the programme. "*We don't have the fuel to deploy our logistics and know-how everywhere on the island*", argued an interlocutor from the Civil Security.

1.5. Monitoring and evaluation

70. **Evaluation question: *Is the monitoring and evaluation system appropriate, effective and gender-responsive? (ToR).*** The 2022-2026 evaluation plan contains a projection of 17 evaluations, divided between project, Effects and programme evaluations, for a consolidated budget of USD 576,000. At the mid-term, five (5) evaluations are conducted. Including the mid-term evaluations of Outcome 1 and SCP, which are currently being conducted, the evaluation plan is on track to be met at 41%. The instrumental framework is based on a results and resources matrix that makes it possible, based on expected results, contribution products and their indicators, to monitor how the programme is progressing towards its assigned objectives by consuming its available resources. Specifically, the technical review of this framework reveals challenges in formulating elements of the measurement framework. By way of illustration, the same indicator can be found as a performance measure at the Outcome level and at the Output level: this is the case of the rate of access to drinking water, which is found at both levels and moreover with different reference values: this is a question of an inadequacy of the writing of the matrix, intrinsic to the programme.

71. There are also indicators without a specific baseline or with a very old value, which can go back to 2015, i.e. more time elapsed between the reference and start periods of the programme than during the entire programming cycle, which is certainly not insignificant and opens the way to high-risk blind planning. In this case, in 7 years, between 2015 and 2022, the indicator has either deteriorated or improved, leaving the target set in the programme unrealistic due to excess or lack of ambition. However, this inadequacy of its own programming references is not due to the programme which receives it from the national statistical system it partially depends on.

72. As regards the collection of data and the updating of indicators, they are placed under the responsibility of a Monitoring and Evaluation Officer (the post has been in the Office for a year) who relies on the technical teams of the projects at the central level and on the various island fields. To date, out of the 17 indicators in the Outcome 1 results matrix (12 output indicators and 5 outcome indicators), 15 are reported for the last past year, 2023. One (01) output indicator and one (01) outcome indicator are not documented: they are national aggregates expected from the national statistical system. The statutory deliverables expected from the monitoring and evaluation, outside the evaluation plan, i.e., periodic project progress reports and annual reports based on programme-wide results, are available. They meet the requirements of the UNDP on such technical support.

1.6. Partnerships and coordination

73. **Evaluation Question: *To what extent are the collaborations and partnerships established to support SCP and UNDP effective and adequate: with key line ministries, with international development partners, and with non-governmental organizations (CSOs, community-based organizations, civil society organizations)?*** There is a strong and enduring relationship of trust between the Office and the government that benefits the programme in general, Outcome 1. The Office supports the Government in the mobilization of resources, particularly from vertical funds which are the main donors of the programme, in the absence of a significant presence of bilateral and multilateral development cooperation on the archipelago. This partnership is

effective judging by the resources it makes available: Outcome 1 is already funded up to USD 65,024,887, which represents more than 2/3 of the expected funding from the SCP. Implementation is done with ministries and civil society, whose programme supports technical capacity building. Results are being achieved in this regard, with a downward trend in the fiduciary risk of structures and their eligibility for the national execution modality, which in turn promotes capacity development. Also, in the context of national capacity building, the programme has fostered a partnership with the University of Turin which allows the Comoros National Parks Agency to provide its agents with access to high-level diploma training (master's and doctorate). Another partnership, with *SwAM Ocean*, a Swedish institution for the protection of the oceans, has trained Marine Protected Areas (MPAs) teams in adaptive management.

74. Heavy investments, in the water infrastructure segment, for example, also mobilize private companies. At this level, the on-site surveys conducted by the evaluation reveal the existence of project management problems. The institutional beneficiary and project owner by law, SONEDE, does not appear to be fully committed to the technical monitoring of the works and the control of quality and compliance, with the possibility of performance discrepancies between expectations and the actual result (see previously impact of hydraulic structures in Anjouan). Certainly, through the institution of a *National Focal Point* of the Water project within the company, an operational interface was created with SONEDE, but it did not work¹⁰, leaving the project owner with no real control over the achievements, despite the capacity building initiatives financed by the project, such as the training in water management of 4 SONEDE technicians in Tunisia and the prospect of a professional degree in Water Management to be opened at the University of the Comoros.

75. In fact, since the programme is, under Outcome 1 in particular, an important provider of structuring infrastructure for the country (water, energy, agrometeorology, waste management, etc.), the development of the capacity of the national part must also and above all go in the direction of the institutional sedimentation of project management skills. This orientation is necessary for the structures to be able to maintain and maintain the investments delivered to them over the long term. To do this, they must be really put at the heart of the design and production processes, and not only of reception, to learn along the way; If necessary, they must benefit from technical inspection support services, or even delegated project management. This whole issue should be better positioned in the ongoing transition from direct to national execution. Another counterexample observed is that in another sector, the National Director of the Minigrad Project or his representative were not involved in an experimental visit to a third country, as Nigeria had already implemented a similar project. If this observation, which the evaluation hopes to be isolated, were to be a rule, it could not be expected that the National Directorate in charge of Renewable Energies would be able to appropriate, absorb and validly disseminate the technical innovations expected from this project. The transition to national execution is also a challenge for the Office, which entails a reconfiguration of the space of responsibilities where the national counterpart is in the decision-making process, and the Bureau's technicians in control and advice.

1.7. Cross-cutting issues

¹⁰ As noted in the COPIL and confirmed by the interested party in an evaluation interview of 24/10/2024, the focal point does not go down to the field, neither to Grande Comore, nor to the other islands, leaving SONEDE.

1.7.1. Gender

76. Evaluation questions: *To what extent has gender been considered in design, implementation, monitoring, and reporting? Are the data on gender markers assigned to projects representative of reality (the focus should be on projects on gender markers 2 and 3)? (ToR).*

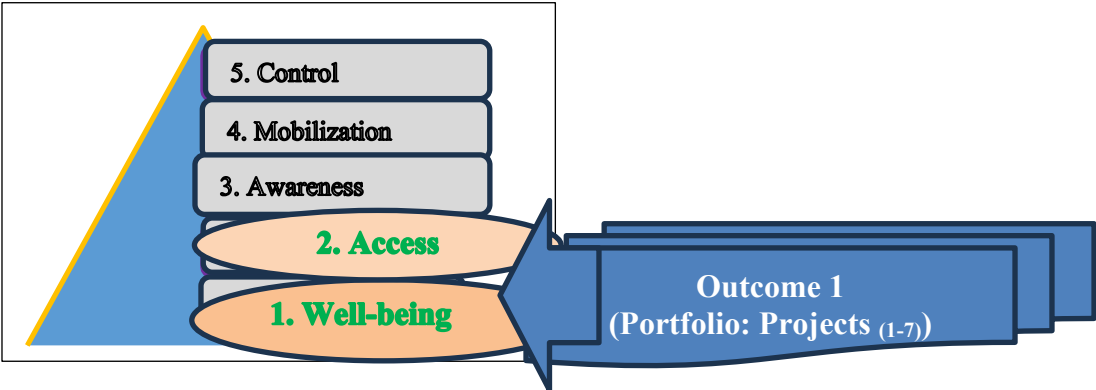
77. Country context: The Comoros is a country where there are gender challenges. It was in June-July 2024 that the country set up a Ministry of Gender, the problem being until then managed by other sectoral departments whose prioritization was not necessarily favorable to it, as was the case within the Ministry of Public Health. However, the new institutional framework is waiting to be stabilized, since the former Gender Commission still exists, without its new missions being reconfigured within or in relation to the new ministry. With 2 women, the participation of women is declining within the government, despite a law on parity quotas adopted but not promulgated. The country's gender strategy is without an action plan to operate it. It dates to 2017, with a clear need for upgrading, to include, for example, new themes such as gender and climate change, or gender and integrated risk and disaster management. On the cultural level, the Comoros has the specificity of making women the pivot of their inheritance regime, as far as the fundamental asset of land is concerned. The actors interviewed suggest that this provision, which is a guarantee for the stability of the family, could also be regarded as an exorbitant privilege that would exempt society from considering any other form of gender progress.

78. The Country Office: In this environment, for the program, the gender management framework is that of a Bronze Certified Office. Training courses are regularly organized to promote the integration of gender in all processes, such as the one on procurement and gender aimed at promoting the opening of recruitment to female candidates. This is why the staff is made up of 41% women, including a gender analyst. Newcomers to the Office also benefit from a gender briefing to familiarize them with the gender requirements of the work environment. The Office has an updated gender strategy and action plan, and a study on the root causes of gender inequalities is in sight.

79. The Program: There are no projects with a Tier 3 gender marker in the Outcome 1 portfolio, with all projects being categorized as Tier 2 or Tier 1. The integration of gender into the results and resources matrix of the Outcome is mixed: out of 17 performance measurement indicators, only 6 (2 result indicators versus 4 output indicators) are formulated in a gendered manner, i.e., 35%. On the ground, the gender resonance of the Outcome 1 projects is also mixed. In the infrastructure sector, which captures the bulk of investments, there are no specific strategies to target women beyond their numerical representation in the beneficiary populations: access to water, energy, coverage against risks and disasters. In the frameworks for the promotion and management of biodiversity, the programme promotes the integration of the gender dimension. Thus, 175 women farmers have benefited from 7720 fruit and banana plants to support the diversification of their subsistence activities. Out of the 1152 people sensitized through 54 community co-management agreements for protected areas, 33% are women, and among the 85 eco-guards in the national parks, 40% are women.

80. These two ratios are hardly representative of the female demography in the local general population, indicating that there are no specific strategies to address the inclusion of women in Outcome 1 projects. In addition, on 4 management committees of mini-agricultural basins, women systematically occupy the positions of vice-president, treasurer, or secretary general, excluding the presidency. On the women's empowerment scale, *Sara Hlupekile Longwe*, the resonance of Outcome 1 is therefore essentially at level 1, that of the *Welfare*, and incidentally affects level 2, that of the *Access*. To a lesser extent, women improve their well-being by taking advantage of the services that the programme helps the country to deploy in their environment, particularly the provision of safe drinking water. In agricultural areas, women are also among the beneficiaries of water retention basins and thus have access to a key input that allows them to practice irrigation crops and shelter themselves from the hazards of rain-fed agriculture. The other levels of awareness, mobilization and control, essential milestones towards the empowerment of women, do not appear to be impacted, under Outcome 1.

Graph 4: Outcome 1: Situation on the Longwe Pyramid women's empowerment



1.7.2. Human Rights and the Principle of Leaving No One Behind

81. *Evaluation Questions: How does the Outcome consider the specific needs and ambitions of the State in terms of youth empowerment and consideration of people living with disabilities? How are they integrated into projects and how can they be better integrated? (ToR).* Young people are not explicitly targeted in the Outcome 1 results and resources matrix, with one exception, under the second output, indicator P.2.3.: "Proportion of farmers with resilient irrigation infrastructure in areas of concentration, disaggregated by sex and age". In the target of this indicator set at 70%, plans to include 30% of young people. At mid-term, the indicator achieved 17% in relation to the general population, but which represents 10% of the target. The proportion of youth in this outcome is not documented. On the sites observed in Anjouan, in the Lingoni area, and Ngazidja, in the Diboini area, while young people are present in the CRDE administration, the farmers we met are advanced in age. People living with disabilities are not visible in the Outcome 1 programming framework.

82. However, human rights are not lacking in being taken into account in Outcome 1, which reflects them in particular in its strategic objective: "By 2026, state and non-state actors, the Comorian population, especially the most vulnerable, strengthen their resilience to climate change, natural disasters and crises and ensure sustainable and integrated management of terrestrial and marine ecosystems as well as associated ecosystem goods and services, in a context of promoting sustainable housing with a low environmental footprint." The programme

enables people to enjoy socio-economic rights such as sustainable access to a source of drinking water or a source of clean energy. Through its targeting, the portfolio strives to leave no one behind, such as the Water project focused on the 15 areas (103 villages) most vulnerable to climate change on the three islands.¹¹

2. Conclusions

2.1. Relevance

83. ***Conclusion #1: Outcome 1 of the 2022-2026 SCP is anchored in national priorities and aligned with the policy and strategy documents of the country and its development partners.***

The Outcome is rooted in the Emerging Comoros Plan (ECP, 2030), specifically in growth drivers 2 (blue economy) and 4 (modernized agriculture) and catalysts *Infrastructure* and *Institutional, political, and economic reforms*. Taken from the UNSDCF, from which it coincides with the first result, Outcome 1 contributes to the ***Distinctive Solutions (SD) n°3*** (crisis prevention and resilience), n°4 (environment: nature-based solutions), n°5 (clean and affordable energy), and n°6 (women's empowerment and gender equality), and indirectly n°1 (poverty reduction) and n°2 (governance), of the Strategic Plan (SP/UNDP, 2022-2025). Finally, the Outcome is transversal to almost all the Sustainable Development Goals (SDGs), with a potentially significant contribution to SDGs n°1 - *No poverty*; n°2 - *Zero Hunger*; n°6 - *Clean water and sanitation*; n°7 - *Affordable and clean energy*; n°9 - *Industry, innovation, infrastructure*; n°10 - *Reduced inequalities*; n°11 - *Sustainable cities and communities*; n°12 - *Sustainable consumption and production*; n°13 - *Fight against climate change*; n°14 - *Life below water*; n°15 - *Life on Earth*; and n°17 - *Partnerships for the achievement of the Global Goals*.

84. ***The implications of this conclusion for the future of the programme are Maintain this dynamic of anchoring in national priorities and alignment with the country's and its development partners' strategic frameworks.***

2.2. Efficiency

85. ***Conclusion #2: The performance of the programme, under Outcome 1, is quite contrasted at mid-term, with a level of coverage of output targets well ahead of the curve on one third of the indicators, well behind on another third, and in a mixed situation on the last third.***

Noteworthy progress has been made on biodiversity indicators, whether it is the stabilization of forest cover (Satisfactory), the increase in biomass (Satisfactory) or the financing of biodiversity (Satisfactory); and on the crisis and disaster management indicators (Satisfactory). On the other hand, the indicators of access to drinking water (Moderately Unsatisfactory) and the share of renewable energy in the energy mix (Highly Unsatisfactory) have not changed significantly for the moment. Projects take time to mature and start with the creation or renewal of sector management frameworks, before deploying infrastructure capable of changing the rates of access to the corresponding services. In the specific case of drinking water, while the Green Climate Fund project has begun to impact the supply in Anjouan, in Grande Comore the

¹¹Grande Comore areas: 1) Bambao and Itsandra and Moroni peri-urban, 2) Ngongwe, 3) Hambou Djoumoipanga, 4) Mboikou, 5) Oichili, 6) Hamanvou; Anjouan areas: 7) Hassimpao, 8) Wuani, 9) Wasi, 10) Ankibani, 11) Sadani, 12) Mjamaoué, 13) Nioumakélé-Bass; Mohéli areas: 14) Fomboni-Djoiezi, 15) Hoani-Mbatsé.

delivery of the infrastructure is expected in 2025, while in Mohéli the equipment has only been received (manifest failure of the company awarded the contract). In addition, following the health crisis linked to COVID-19 which had destabilized its cost structure, to restore its full budgetary capacities, the project had to go through a recapitalization phase to the tune of 10 million provided by the African Development Bank.

86. *The implications of this conclusion for the rest of the programme are continuing the momentum on up-to-date dimensions and searching for ways to increase the rate of completion of overdue outputs.*

87. ***Conclusion #3: The performance profile of the programme under Outcome 1 is based on a knot of opportunities and challenges, including valuable resource mobilization capacities in an implementation environment that is not lacking in constraints.*** Under Outcome 1, the results obtained are first of all the result of a good level of capitalization, with a portfolio of 7 projects financed to the tune of USD 65,024,887, i.e. at the mid-term, respectively, 83% and 59% of the projected budget of the Outcome and the programme over the whole cycle. The Office and the State maintain mutual trust and are jointly involved in the mobilization of resources, particularly from the Vertical Funds. Efficiency, on the other hand, is hampered by a low budget absorption capacity (29% of Outcome 1 resources implemented at the mid-term). The time lag is stretched between the financing agreement and the implementation of the projects, allowing the induced effects to manifest themselves in the depth of the programme cycle. The country's insular context, which is characterized by a small, even frankly cramped market size, does not help in this regard either. Access to the expertise and acquisitions that projects need is difficult and slow. Finally, following COVID-19, which had destabilized its cost structure, the Drinking Water project, whose cycle is going through that of the program, needed a recapitalization to restore its infrastructure resources. In the energy sector, projects are still largely in the process of reforming sectoral governance frameworks.

88. *The implications of this conclusion for the rest of the programme are continuing the momentum of resource mobilization while strengthening budget absorption.*

2.3. Impact

89. ***Conclusion #4: Conclusion #4: Under Outcome 1, the programme has a better resonance in risk and disaster prevention, biodiversity management and sustainable integrated spatial planning; Its impact on people's access to basic social services is still limited.*** The population's access to an early warning system has increased from 18% in 2020 to 31% in 2023, which represents a coverage of 59% of the target set at 40% access at the end of the cycle. The programme supports the formulation of a law on Risk and Disaster Management in the Comoros. Its effects are significant in terms of civil security, with the operationalization on the three islands of this service equipped with infrastructure and intervention equipment. Finally, the monitoring of the Kartala volcano has improved thanks to the maintenance of monitoring stations and the extension of the network to Anjouan and Mohéli, as well as the addition of GNSS and geochemical stations for monitoring deformations and CO2 levels on the ground.

90. With the creation of 5 new parks in 2022, the biodiversity management framework is being consolidated. Primary and secondary forest cover, terrestrial and marine, is stabilizing, with

zero net forest loss in the country's 6 protected areas (according to empirical assessments made by stakeholders). Despite signs of impatience¹², communities benefit from this dynamic: daily catches of mollusks increased from 8kg to 14kg thanks to biological rest periods disseminated by the project¹³. The culture of integrated coastal management is also spreading among local authorities, with 20 of these entities having management plans, almost double the target of 12 communities. The impact is more mixed on access to drinking water and clean energy, with the results obtained in these two sectors for the moment focusing on institutional and legal frameworks: reform of structures and management tools.

91. ***The implication of this conclusion for the rest of the programme*** is to continue to consolidate the institutional framework, while accompanying it with ***an operational dynamic to support the deployment of infrastructure***.

2.4. Efficiency

92. ***Conclusion #5: Whether the UNDP's world-class management standards under which Outcome 1 projects are implemented guarantee a cost-benefit ratio favorable to efficiency; However, this is hampered by the constraints of the country context and, by technical shortcomings in key achievements.*** The procurement put forward and the fiduciary securities that frame it rationalize and secure the use of resources. The dematerialization of procedures initiated by the Bureau also serves the efficiency of the program. Collaborative tools are becoming part of the project management culture: switch to *MS-Teams*, systematization of the digital signature by *DocuSign* and remote maintenance by *TeamViewer*. To the detriment of efficiency, inertia in implementation stems from the insularity of the country and the small internal market where it is difficult to find the expertise and other uses of the programme in time. Within the programme itself, technical inadequacies in hydraulic and administrative infrastructure limit the scope of their cost-benefit ratio: in Anjouan, where production capacity is said to have fallen after the programme's interventions in the upstream part of the network¹⁴; Waterproofing problems hinder the functionality of certain civil engineering structures (mini-agricultural basins and civil security buildings). Finally, the agrometeorological stations are not fully profitable: farmers met in the field, in CRDEs, report not knowing the usefulness of these automated stations which send their data directly to Moroni and leave it impossible to know the evolution of the climate and rainfall to adapt the cropping cycles.

93. ***The implications of this conclusion for the future of the programme*** are to stay the course of modernizing procedures and ***improve technical control and project management*** for better renderings on equipment and infrastructure.

2.5. Sustainability

94. ***Conclusion #6: Sustainability is taking shape on the renewal and strengthening of management tools; As far as equipment is concerned, it could come up against the current***

¹² Upsurge in poaching and other harmful practices such as burning.

¹³ Source: Biodiversity Project Coordination (Evaluation interviews, October 2024).

¹⁴ Source: *SONEDE/Anjouan Regional Directorate, Quarterly Report January-June 2023*, pp. 16: "It should be noted that the *SONEDE Regional Directorate* has never been associated for the supervision of its activities, but being the guarantor and main beneficiary of these hydraulic infrastructures, we are committed to monitoring the progress of this work and highlighting all the imperfections... This is how we noticed several technical inconsistencies in Mutsamudu's structures."

budgetary constraints of the national structures responsible for maintaining it, and specifically with technical inadequacies noted on certain infrastructures. The institutional frameworks and legal reforms and other steering tools developed with the support of the programme in the water, energy and civil security sectors are sufficiently open to all dimensions of law (gender, human rights, the principle of leaving no one behind, resilience, climate change, integrated risk and disaster management, etc.). in particular) to be able to provide a lasting framework for the governance of these sectors, before needing to be updated in the wake of the emergence of new development issues. Overall sustainability is also supported by advances in national capacity as evidenced by the de-risking of implementing partners and the transition to national execution. In a more localized way, the problems of completion and technical quality of certain infrastructures (hydraulic, agrometeorological, and administrative) do not promote their sustainability. Finally, the limited budgetary resources of the beneficiary national structures do not always allow them to adequately sustain the achievements of the programme: weather stations and rolling stock are at a standstill due to maintenance problems.

95. ***The implications of this conclusion for the future of the programme are to strengthen technical control and project management on infrastructure and to consider with the national counterpart the ways to secure regular resources for the maintenance and sustainability of infrastructure and equipment provided by the program.***

2.6. Monitoring and evaluation

96. ***Conclusion #7: At mid-term, the evaluation plan is close to being up to date; The results and resources matrix is robust, but with technical limitations; Data quality challenges have been observed, sometimes linked to the inadequacies of the national statistical system.*** Five (5) evaluations (41%) are conducted on the 2022-2026 Evaluation Plan, which provides for 17 evaluations, divided between project, outcome, and programme evaluations, for a consolidated budget of USD 576,000. Implementation reports are regularly produced in accordance with the standards of UNDP and the respective donors. Although technically sound overall, the matrix of resources and results contains some technical shortcomings, such as when the same indicator is found on the output line and on the outcome line. Gender is also not well reflected in measurement indicators by gender-specific data requirements. As a result of data gaps in the national statistical system, the reference situations of the indicators can also go back a long way before the programme, which makes the targets set for the projects uncertain.

97. ***The implication of this conclusion for the future of the programme is Continue to execute the evaluation plan and improve the writing of the performance measurement framework by making it making people more gender sensitive.***

2.7. Partnerships

98. ***Conclusion #8: The institutional partnership with the national side is solid, and produces important benefits for the programme, for Outcome 1 in particular; national capacities are strengthened in this context; Despite this, challenges remain in the interface.*** The intelligence between the Bureau and the State is old, strong and of high quality. Resource mobilization is being conducted in constructive collaboration, particularly towards vertical funds, in the absence of most of the multi- and bilateral partners in the country, with significant success

regarding Outcome 1. It is funded at mid-term to the tune of USD 65,024,887, which is already more than 2/3 of the total resources expected from the SCP. The synergies between the programme and the national counterpart also promote capacity building for implementing partners, whose latest micro-assessments, carried out by the UNS Country Team, show that they tend to lower their fiduciary risk and become increasingly eligible for national execution that is more conducive to learning and national ownership. However, challenges persist in this regard, in terms of the involvement of national partners in the technical control of the works and the project management of the infrastructure deployed by the programme.

99. *The implication of this conclusion for the future of the programme is Continuing the partnership dynamic while strengthening it with Increased national responsibilities for control and project management* infrastructure.

2.8. Gender

100. ***Conclusion #9: Under Outcome 1, the resonance of the programme on gender is relative, this dimension being moreover moderately legible on the matrix of results of the Effect; Human rights and the principle of leaving no one behind are well considered.*** Just over one-third (35%) of the performance indicators of Outcome 1 are gender-specific. However, in access to basic social services, which is a focus of Outcome 1, it is relevant to specifically target women in monitoring tools to promote the reduction of gender inequalities in the areas concerned. While there is sometimes a specific targeting of women, as in the Biodiversity project, where activities that generate typically female journals are supported, women generally enjoy the benefits of the projects in proportion to their arithmetic representation in local demographics, but according to their socio-economic visibility in the communities covered by the interventions. There are, for example, 33% and 40% women, respectively, among the 1152 people affected under community co-management agreements for protected areas, and the 85 eco-guards in national parks, figures that do not reflect the real demographics of women.

101. *The implication of this conclusion for the future of the programme is to strengthen the gender sensitivity of the logical framework and develop specific strategies for better inclusion of women* in the benefits of projects.

3. Best practices

106. ***Best practice #1-A flexible and adaptive resource mobilization strategy:*** The mobilization of resources draws on a dedicated strategy while maintaining sufficient flexibility and inventiveness to succeed in high value-added adaptations. This profile is perfectly illustrated by the capitalization of a major project for Outcome 1 as well as for the Bureau, the Project *"Ensuring a climate-resilient water supply in the Comoros Islands", financed by the Green Climate Fund to the tune of \$42 million over the period 2019-2027*. As a project for access to drinking water, the project is also rooted in a climate change adaptation issue, which has allowed it to access the resources of the Green Climate Fund. Impacted by the COVID-19 health crisis, which destabilized its cost structure, requiring prior recapitalization to fully cover the objectives, the intervention then benefited from an additional \$10 million grant from the GEF-LDCF. More generally, resource mobilization under Outcome 1 has also made it possible to raise USD 26 million from the AfDB and USD 11 million from the African Union's Global

Monitoring for Environment and Security (GMES) programme with the European Union, for the benefit of the geothermal development program; US\$13.8 million more from the GEF for biodiversity conservation and nature-based solutions initiatives; US\$4 million from Japan for sustainable fisheries in protected areas; and USD 2.4 million from USAID for the energy sector. In an environment marked by a low presence of donors, the strategic and partnership technical intelligence that has made it possible to finance the development of the water sector in the Comoros is remarkable.

107. *The implication of this observation for the rest of the programme is to continue it by strengthening it.*

108. **Best practice #2 - A successful capacity-building approach**: The Outcome 1 portfolio, like the other thematic portfolios, is in a transitional phase towards national project execution. This dynamic is made possible by a strategy to strengthen national programme management capacities based on a good identification of gaps and the implementation of appropriate training activities and the mobilization in situ of dedicated expertise in support of the structures concerned. The result is that the latest micro-assessments, carried out in 2023 as part of the Country Team's HACT, concluded that the fiduciary risk of implementing partners had increased, in most cases, from high to low, making them now eligible for the national execution modality which in turn contributes to capacity development and national ownership.

109. *The implication of this observation for the rest of the programme is to maintain and consolidate this capacity building dynamic.*

4. Lessons Learned

110. **Lesson Learned #1**: In the context of its current developments, the issue of the development of national fiduciary capacities also remains a teaching space to be observed with interest. While national structures are now low risk, their projects are still implemented in a direct or national mode with direct payments. While the precautionary principle is the basis of this transitional approach, it is also, in many cases, requested by the national partners themselves, who do not doubt their competence to administer project funds but find a way to protect resources, to prevent their possible dispersion towards other uses outside the work plan. The fiduciary capacities of a given structure then cease to be an internal technical issue of the structure and must be considered in a more open way, by integrating the study of porosities with the institutional environment. Attention is called upon to frame the transition to full national execution, while recalling that global strategic governance remains a key area of focus.

111. *The implication of this lesson learned for the rest of the programme is to consider the issue of national capacities and the transition to national execution in a more global.*

112. **Lesson Learned #2**: Another dimension that challenges national implementing capacities in this area is the possible impact of the national modality on the *Delivery* of the program. The Comoros is a unique procurement and procurement environment, in which this function, even when performed by UNDP and its international support networks and mechanisms, faces challenges. As the domestic market is small and there is little domestic capacity to supply specialized goods and services, the bulk of the programme's intermediate consumption must

come from outside. Therefore, it is rational to ask whether the rates of progress under Outcome 1 will not be affected when acquisitions are entirely under the responsibility of national partners, in favor of a full national execution modality. The idea is not to slow down this development, but to see between partners what support is necessary to curb this risk.

113. *The implication of this lesson learned for the rest of the programme* is to agree with the structures on the *operational pain points where they still need to be relayed* so as not to slow down the execution of the program.

5. Recommendations

102. The evaluation proposes the following provisions and measures, as part of the implementation of the remainder of the life cycle of Outcome 1. These recommendations are based on observations made on the programme, under this effect. They are each anchored in one or more conclusions, the references of which are specified in the rest of the recommendation; They are classified into three categories that are representative of the fundamental structure of a programme: the logical level, the programmatic level, and the operational level. The following table explains the framework for the implementation of the recommendations.

◆ Logical level

103. *Recommendation #1*: Improve the writing of the Outcome 1 performance measurement framework: 1.a) Strengthen the technical quality of the outcome 1 results and resources framework; 1.b) Strengthen the gender sensitivity of the Outcome 1 results and resources framework. This recommendation is based on conclusions C#7,9.

◆ Programmatic level

104. *Recommendation #2* : Strengthen national project management capacities; maintenance management; and the development of the equipment and infrastructure deployed by the programme: 2.a) Assist the national side in building its capacity to technical control of works and project management; 2.b) Plan with the structures concerned and support the maintenance methods of the program's achievements. This recommendation is based on conclusions C#5,6,8.

◆ Operational level

105. *Recommendation #3* : Accelerate the pace of implementation on the segments of the programme and the indicators that are lagging behind: 3.a) Develop and implement a plan for the management/removal of constraints and inertia on the segments of the programme that are lagging behind; 3.b) Ensure that full national execution is not another slow-down for the programme. This recommendation is based on findings C# 2,3,4 and lesson learned LA#2

Table 5: Framework for Implementing Recommendations

Level	Recommendations	Links to Findings	How to implement	Responsible	Acuity/Urgency	Difficulty	
Logic	R#1: Improve the writing of the Outcome 1 performance measurement framework	r#1.1: Strengthen the technical quality of the Outcome 1 results and resources framework	C#7,9	<ul style="list-style-type: none"> Distinguishing between output indicators and outcome indicators Update the reference situations of indicators that are too old 	<ul style="list-style-type: none"> UNDP 	<i>High: Improves the evaluability of Outcome 1</i>	Low: Need for technical planning skills
		r#1.2: Strengthen the gender sensitivity of the Outcome 1 results and resources framework		<ul style="list-style-type: none"> Include gender-specific requirements in targets for at least 50% of performance indicators 	<ul style="list-style-type: none"> UNDP 	<i>High: Promotes the gender impact of Outcome 1</i>	Low: Need for technical planning skills
Programmatic	R#2: Strengthen national capacities development for project management, maintenance management of equipment and infrastructure deployed by the program	r#2.1: Helping the national counterpart to strengthen its technical control and project management capacities	C#5,6,8	<ul style="list-style-type: none"> Mobilize an independent technical inspection at the disposal of the Contracting Authority Develop and execute an awareness/training plan for the project owner on the technical and institutional appropriation of the infrastructure provided 	<ul style="list-style-type: none"> UNDP National counterpart 	<i>High: Helps to guarantee the technical quality of the projects and their absorption into existing networks, to which they thus bring added value</i>	<i>Low to Medium: added resources needed to finance the external technical inspection and the training plan</i>
		r#2.2: Better plan and support the maintenance modalities of the programme's achievements	C#5,6,8	<ul style="list-style-type: none"> Support the project owner in the development of a maintenance/upkeep plan for the equipment from the beginning of the intervention Support the project owner in mobilizing resources to finance the operation and maintenance plan of the equipment throughout the intervention Provision, if necessary, a buffer of resources (even for over 1 year) to support the operation and maintenance plan of the equipment provided Include in the project agreement (Prodoc) a budgetary effort by the Government to finance the maintenance of the structures 	<ul style="list-style-type: none"> National counterpart UNDP 	<i>High: helps to ensure the sustainability of the projects</i>	<i>Average: additional resources may be required</i>

Level	Recommendations	Links to Findings	How to implement	Responsible	Acuity/Urgency	Difficulty	
		r#1.3: Anticipate and support the development of the program's achievements	C#5,6,8	<ul style="list-style-type: none"> To help the national counterpart to develop an information and training plan/strategy on the uses and social and economic enhancement of infrastructure and equipment Help fund and execute this plan/strategy throughout the response 	<ul style="list-style-type: none"> National counterpart UNDP 	High: protects against the risk of non-use or misuse of infrastructure	Low: No or few added resources needed
Operational	R#3: Accelerate the pace of delivery on programme segments and indicators that are lagging	r#3.1: Develop and execute a plan for the management/removal of constraints and inertia in the program	C#2,3,4	<ul style="list-style-type: none"> Audit internal project constraints and inertia Audit the constraints and inertia suffered by projects and which come from the context or the environment (or update their situation) Develop and operate a dashboard for monitoring and removing internal and external constraints and inertia 	<ul style="list-style-type: none"> UNDP National counterpart 	High: Makes it possible to catch up on certain indicators	Low: Added resources not needed; business analysis skills useful
Operational level		r#3.2: Ensure that full national execution is not yet another slow-down for the program	THE#2	<ul style="list-style-type: none"> Evaluate the speeds, opportunities, and constraints of national procurement structures in general In this area, even in national execution, continue to provide assistance to the programme through the network of UNDP regional and global platforms 	<ul style="list-style-type: none"> UNDP National counterpart 	High: allows you to avoid creating more inertia of sources of delays on certain indicators	Low: Added resources not needed; business analysis skills useful

Annexes

1. Terms of reference for evaluation

1.1. Economic and social context

The Union of the Comoros is an archipelagic country located at the northern entrance to the Mozambique Channel, between eastern Africa and northwestern Madagascar. The archipelago covers a total surface area of 2236 km² with an exclusive economic zone of 160,000 km². It is composed of four main islands of volcanic origin: Ngazidja (Grande Comore), Mwali (Mohéli), Ndzuwani (Anjouan) and Maoré (Mayotte) which cover respectively 1147 km², 290 km², 424 km² and 375 km². Thanks to its geographical location, the Union of the Comoros enjoys a very favorable geostrategic position for its economic development, particularly for the development of international trade and the blue economy. But this potential is still not well exploited. According to the 2017 census, the country has a population of 758,316 people. The population is mostly young. Indeed, the under-15s represent 38.72% of the total population, the 15–49-year-olds 48.34%, the 50–64-year-olds 7.51%.

% and those aged 65 and over 5.43%. Women make up 49.9% of the population compared to 51.1% for men. The population density is 407 inhabitants/km² on average. This density is one of the highest in Africa. With a density of 772 inhabitants/km², Ndzuwani is the most densely populated island in the Union of the Comoros. The Union of the Comoros proclaimed its independence on 6 July 1975 and acceded to the United Nations on 12 November 1975. Despite the proclamation of its national sovereignty, France maintained its administration on the island of Maoré. The post-independence history of the Comoros is punctuated by numerous social, economic, political, and institutional crises. The country has experienced multiple episodes of political violence, numerous attempted coups. Following the secession that led to the takeover of the island of Ndzuwani in 1997, the country adopted a new Constitution by referendum and took the official name of the Union of the Comoros on 23 December 2001. This new Constitution established a federal state characterized by a large autonomy of the islands led by a Chief Executive and an island assembly; a division of competences between the Union and the autonomous islands; a rotating presidency mechanism between the islands; The affirmation of communalization

; the establishment of a Constitutional Court. The 2001 Constitution has been revised three times in 2009, 2013 and 2018. While the first two revisions had confirmed the federal state, the Constitution revised in 2018 provides, in its first article, that the Union of the Comoros is a "unitary" state. The Union of the Comoros is now led by a President elected for a five-year term, renewable once, in accordance with the rotational period. He is both Head of State and Head of Government. Parliament is unicameral and called the "Assembly of the Union of the Comoros". It is composed of twenty-four deputies elected by direct universal suffrage for a five-year term. The Supreme Court is the highest court in the country in civil, criminal, administrative and constitutional matters. The islands are led by an elected governor for a five-year term, supported by an Advisory Council composed of members appointed by the communal councils. The Union of the Comoros is divided into 54 communes created by law and governed by: (i) a deliberative body, the Communal Council, composed of elected councilors and local leaders; (ii) an executive body composed of the mayor and a maximum of three deputies. Moroni, the capital of the Union of the Comoros, will have a special status. The equal participation of men and women in communal elections is guaranteed by Article 337 but do not guarantee their seat on the council, it is stated that "the candidacies of communal councilors shall be presented, in the form of a list containing as many names as there are seats to be filled, by political parties or groups of political parties or by independent candidates united

in lists. To be declared admissible, a list must be composed alternately of no more than two candidates of one sex and one candidate of the other sex, on pain of inadmissibility (...) The order of the candidates on the list must be indicated. ».

The territory of the Union of the Comoros is administered by about twenty prefectures. Despite these achievements, the joint country analysis and the causal analyses carried out during the prioritization workshop revealed that the rule of law deserves to be strengthened, the participation of citizens, especially women and youth, in the management of public affairs is very limited, and the framework for dialogue between the elites should be consolidated and appeased. Social cohesion is precarious. The state is highly centralized, and local governments receive little support from the central government. It was also noted that there is a lack of a culture of results and accountability. Between 2015 and 2020, the Comoros fell from 136th to 160th place in Transparency International's ranking. Regarding the Mo Ibrahim Governance Index, between 2008 and 2020, the Union of the Comoros' ranking fluctuated between 30th and 38th out of 52 ranked countries. According to the World Bank's CPIA index, Comoros' overall score in 2020 is 2.8 and the country ranks 32nd out of 39 countries in sub-Saharan Africa. Regarding the democracy index, the Union of the Comoros is ranked 121st out of 167 countries, with an overall score of 3.71.

Since 2010, thanks to the restoration of political stability, the country has experienced a recovery and acceleration in economic growth. Indeed, the real GDP growth rate, which averaged 1% over the period 2008-2009, increased to 2.1% in 2010 and increased steadily to 3.5% in 2018. The passage of Cyclone Kenneth in 2019 and especially the occurrence of COVID-19 in 2020 revealed the country's economic vulnerability, whose growth rate fell to 2% in 2019. According to the Central Bank, it stood at 0.2% in 2020 (instead of the 4.5% projected before the pandemic). Growth is driven by agriculture and services. Specifically, agriculture accounts for 31.6% of GDP and employs about 80% of the population. It is characterized by low productivity. Commercial agriculture is underdeveloped and focuses on three products: vanilla, ylang-ylang, and cloves. Fishing accounts for 7.5% of GDP and employs 4.5% of the working population. Economic growth therefore remains insufficient due to its fragile pace and the low diversification of its sources. But gross national income per capita reached US\$1,320 in 2018. Thanks to this performance, Comoros has risen to the ranks of lower-middle-income countries. However, the business environment does not yet attract enough foreign direct investors. This led the country to a reform of the Investment Code at the end of 2020. Since 2010, thanks to the restoration of political stability, the country has experienced a recovery and acceleration in economic growth. Indeed, the growth rate of real GDP, which was 1 % average over the period 2008-2009, increased to 2.1% in 2010 and increased steadily to 3.5% in 2018. The passage of Cyclone Kenneth in 2019 and especially the occurrence of COVID-19 in 2020 revealed the country's economic vulnerability, whose growth rate fell to 2% in 2019. According to the Central Bank, it stood at 0.2% in 2020 (instead of the 4.5% projected before the pandemic). Growth is driven by agriculture and services. In the secondary and tertiary sectors while ensuring that productivity in agriculture, livestock and fisheries is increased to improve the food security of the population. Informal employment accounts for 87% of the country's total employment in 2022. Compared to the sectors of activity, more than 95% of jobs in agriculture and industry are informal. By gender, men (over 94%) and women (over 97%) who work in these sectors have informal jobs. The overall trends therefore do not hide specificities that appear more obvious when we examine the distribution of informal employment according to sectors. The PCE targets logistics and financial services as well as tourism, supported by a proactive digital revolution, to accelerate this structural transformation. Through robust, resilient, and inclusive growth, the structural transformation of the Comorian economy will have to promote the creation of decent jobs and the emergence of the middle class.

12. Country Programme Context

From 2010 to 2018, the Comoros experienced an acceleration in growth that reached 3.7%. The country joined the category of lower-middle-income countries in 2018, and that of middle human development countries in 2019 (Human Development Index 0.554, and 156th out of 189 nations). Nevertheless, in 2019, 37.3% of Comorians were still living in multidimensional poverty and 42.4% below the national poverty line. This progress remains fragile, due in part to: (a) the volatility of growth and its undiversified base; (b) the lack of exploitation of regional integration opportunities and the potential for a green and blue economy; (c) ecological fragility and high vulnerability to climate change and shocks; (d) the country's limited adaptive and mitigation capacity; (e) the lack of preparedness, response and recovery in the face of disasters such as the passage of Cyclone Kenneth and the COVID-19 pandemic have recently demonstrated, all in a context of democratic governance to be consolidated: indeed, according to the Mo Ibrahim Index, the Comoros ranks 38th out of 54 countries, losing 2.6 between 2010 and 2019.

Significant gender disparities exist (HDI and Gross National Income of \$0.519 and \$2300, the Gender Development Index (GDI) is 0.817 because of an advantage for men with an HDI of 0.535 over that of women, 0.437). More than 82% of employed women are employed in the informal sector and they are under-represented in political bodies (16.7% of women in parliament, 6% in government, 28% at the local level). They have an advantage in life expectancy at birth, 65.3 years compared to 61.9 years. Men have a longer period of schooling, 5.6 years compared to 3.7 years. Young people face unemployment (38% in the 18-35 age group), are not sufficiently trained in the sectors of the future and benefit from little support when they want to start their own business. People living with disabilities (PLWD) are ignored and their needs are hidden.

Acknowledging these challenges but building on its economic and ecological potential as well as on its young workforce, the Comoros has a national development strategy whose objective is to make the Comoros "an emerging country by 2030, respectful of human rights, gender equality and promoting the rule of law". The Emerging Comoros Plan (ECP), adopted in 2019, targets five areas that drive strong and sustainable growth: a) tourism and handicrafts; b) the blue economy; (c) financial and logistics services; d) modernized agriculture; and (e) industrial niches to diversify the economy. Infrastructure, human capital, and digital technology are identified as catalytic priorities. In addition, under the impetus of UNDP, the ECP integrates the interrelated challenges of climate change, disaster risk reduction, and biodiversity conservation, thus placing the ecological transition at the heart of the sustainable development of the Comoros.

UNDP's contribution to the United Nations Sustainable Development Cooperation Framework (UNSDCF) is based on its comparative advantages and its integrative role in achieving the SDGs. Thus, UNDP will assume the leading role on the Planet pillar and a key role on the Prosperity and Governance pillars as well as in aid coordination. UNDP will be at the forefront of analyses on emerging challenges, such as post-Covid19 recovery, the blue economy, digital technology, and climate finance.

To do this, UNDP will build on its reputation as an effective and reliable partner of state and non-state actors as well as its new development approaches ("Next Gen UNDP"), and will support the country's emergence and the implementation of the UNSDCF, taking into account gender in the decisive aspects and for the adoption of resilient behavior by: a) Promoting

integrated, multi-dimensional and multi-sectoral approaches to development, including in terms of resilience and economic transformation; (b) leveraging the global network of expertise, skills and knowledge to build local capacity and draw lessons learned from similar contexts; (c) mobilizing essential and innovative partnerships involving civil society and the private sector around innovative financing and new business models; (d) supporting the country's digitalization transformation and launching high-potential pilot initiatives, including those including technological innovation in climate-smart agriculture, disaster resilience, energy transition, resilient water supply, integrated waste management and entrepreneurship, including through collaboration with regional Accelerator Labs and the establishment of a local Accelerator Lab; (e) promoting the empowerment of women, the creation of new opportunities for young people, the socio-economic integration of PLWD and the consideration of their rights and needs; (f) consolidating its presence on all islands; g) Amplifying its efforts for regional integration, and supporting the establishment of the South-South and triangular cooperation ecosystem through the Comorian Agency for International Cooperation (ACCI), and promoting the transfer of technology and knowledge in strategic sectors such as: resilient agriculture (Benin, South Africa, Tanzania, Morocco, Tunisia), digital transformation (blockchain technology and traceability system), water management (Morocco), disaster resilience (Reunion Island, Madagascar, France, the United States, Japan, Turkey), the circular economy (Mauritius, the Maldives and the Seychelles); geothermal energy (Kenya, New Zealand, Iceland), and in development financing (Morocco, Senegal, Tunisia and France), and h) by promoting the Humanitarian-Development-Peace nexus.

This programme takes into account the lessons learned from the independent evaluation of the previous country programme, which recognizes the progress made and the added value of UNDP, and recommends that UNDP: (a) strengthen its good governance programme; (b) consolidates its support for the energy transition and encourages partnerships in the sector; (c) enhance national ownership and continue its capacity-building efforts of national counterparts and partners; (d) replicate successful pilot experiences and meaningfully involve communities; (e) rethinking development financing to increase aid effectiveness while capturing new financing such as diaspora remittances; and (f) develops a realistic theory of change. The proposed programme is built on the lessons learned from the evaluation of the United Nations Development Assistance Framework (UNDAF) which have been considered in the formulation of the UNSDCF to which this programme is fully linked. Indeed, as part of the UNSDCF preparation process, UNDP assumed the role of Lead for the preparation of the common country assessment, and the facilitation of related consultations, as well as Lead during the development of the UNSDCF for one of the 4 thematic pillars (Prosperity) and co-Lead for two other pillars (Planet and Peace).

10. This programme is built on three interrelated SDG pillars (Planet, Prosperity, and Peace) and will contribute to the achievement of the following 3 UNSDCF outcomes:

Outcome 1: By 2026, state and non-state actors, the Comorian population, especially the most vulnerable, strengthen their resilience to climate change, natural disasters and crises and ensure sustainable and integrated management of terrestrial and marine ecosystems as well as associated ecosystem goods and services, in a context of promoting sustainable housing with a low environmental footprint.

Outcome 2: By 2026, the Comorian population, and in particular the most vulnerable, enjoys shared prosperity, built on a more competitive and inclusive economy, on renewed public-private partnerships, and with a view to sustainable growth focused on the sectors of the future (green, blue and digital economy).

Outcome 4: By 2026, public institutions are more inclusive, effective, accountable, and resilient and strengthen citizen participation in public life, social cohesion, human rights, gender equality and democracy.

2. Justification

The mid-term evaluation of the 2022 – 2026 NPA, as well as the evaluation of the effect1 are included in the office's evaluation plan. In addition to compliance with the organization's evaluation policy which mandates mid-term evaluations of the SCP and outcome evaluations, the main objective of this evaluation is to increase accountability and learning within the country office and UNDP in general with a view to basing UNDP projects and initiatives on lessons learned from previous experiences. Overall, these evaluations are conducted at this stage to measure the tangible changes brought about by the outputs provided at the level of the various projects implemented since the beginning of the programming cycle.

The results of these two evaluations conducted concurrently will be used by the various stakeholders (UNDP, national counterpart at the central and local levels, communities, CSOs, CBOs, etc.) for decision-making purposes with regard to the direction to be given to the programme and the adjustments to be made to ensure that the expected results are expected at the end of the cycle. In addition, lessons learned will also be capitalized on in the development of the next cycle of the programme and the UNSDCF.

3. Evaluation Objectives

The evaluations will aim to measure the level of outputs and results achieved in relation to the specific objectives included in the Programme. To do so, it will cover four aspects: relevance, efficiency, and effectiveness as well as sustainability of its achievements. In addition, it should make it possible to draw lessons and make recommendations with a view to achieving the expected outputs and results, and sustaining the gains. This evaluation plays a particularly significant role in the implementation of UNDP assistance in the Union of the Comoros.

coherence with the Comoros plan is emerging, with other strategic frameworks adopted by the Comorian Government during the period covered by the country programme, the

National Policy on Gender Equality and Equity (2017), the UNDP Gender Strategic Plan and the renewed UNDP Strategic Offer in Africa

The evaluation will take place over a period of 35 days according to a schedule previously discussed by the stakeholders in accordance with the principles of gender-sensitive evaluation: It has the following main objectives:

Analysis of the design of Country Programme projects and their coherence with national priorities:

Coherence with the Comoros Plan is emerging, with other strategic frameworks adopted by the Comorian Government during the period covered by the country programme, the National Policy on Gender Equality and Equity (2017), the UNDP Gender Strategic Plan and UNDP's renewed strategic offer in Africa

The relevance and validity of the intervention strategies and proposed actions in relation to the national and regional contexts;

The relevance of the objectives, outcomes, and outputs of the programme;

The conformity of the objectives and results with the real needs expressed by the beneficiaries;

The degree of satisfaction of partners with the consistency with the guidance documents.

The adequacy and coherence of the CPD projects/programmes in relation to the expected effects of the UNSDCF 2022-2026;

The degree of contribution of the CPD Projects/Programmes to the achievement of the effects of the UNSDCF, in relation to those of the Comoros plan, is emerging.

How the design of the SCP addresses gender inequality and intersectionality within the framework of UNDP's programmatic objective

Assessment of the Program's performance in relation to:

The achievement of objectives and results in relation to the forecasts and targets of the CPD, the UNSDCF and other relevant national documents, particularly those related to gender;

Relevance and efficiency, i.e., reaching vulnerable people, having a transformative impact on gender inequalities, through the projects conducted

The choice and means of implementation of the strategic approach;

Other unintended outcomes that would be achieved or to which this programme would have contributed;

Possible negative effects that the implementation of SCP projects would have contributed to generating or reinforcing;

The monitoring and evaluation system and the adoption of gender-sensitive monitoring and evaluation,

The role and support of the UNDP Regional Centres and the UNDP Country Office in the implementation of the Projects and the areas where they should improve their effectiveness and efficiency;

Constraints and opportunities identified by including new target groups and thematic areas in line with national and UNDP priorities (such as survivors of gender-based violence, migrants, etc.)

Evaluation of the sustainability of the achievements:

The degree of participation and ownership of stakeholders and beneficiaries taking into account the targets indicated in the SCP or by default, through the principle of parity;

The contributions of the projects for the capacity building of its beneficiaries and local partners (public institutions, young people, women in vulnerable situations, women's organizations, grassroots associations, etc.) to enable them to effectively support the sustainability process;
The degree of appropriation of the achievements of the projects at the local level, in particular the tools and benchmarks developed within the framework of the projects;
The potential for replication and scaling up of the pilot or demonstration actions conducted.

Identification of lessons learned:

The identification of lessons learned and best practices (*strengths and weaknesses*), particularly in terms of gender equality and social inclusion, and the formulation of proposals and recommendations with a view to consolidating and sustaining the gains made to take into account all vulnerable populations.

Evaluation of gender equity and equality:

Degree of integration of gender considerations into SCP, including strategic approach and design

Degree of gender mainstreaming in the monitoring and evaluation framework, including the CPD FRR

Progress in gender mainstreaming in project implementation;

The contribution of SCP implementation to the promotion of gender equality and the empowerment of women, including women's participation in decision-making, their role as agents of change and the emergence of inclusion mechanisms;

Recommendations on the best approaches to improve the consideration of gender equity and social inclusion in future planning.

Identify whether resource mobilization is sufficient to implement Gender aspects of SCP

4. Evaluation Objectives

More specifically, the evaluation should make it possible to:

Analyze the outcome in terms of formulation, measurement (indicators) and content (products);

Assess progress (or lack thereof) in achieving the outcome;

Assess the contribution of the various projects implemented in the context of the achievement of the SCP and Outcome 1;

Assess the design and relevance of projects and determine the factors that have promoted and/or hindered success;

Assess the contribution of partnership and communication strategies to the achievement of the impact;

Assessing the contribution to gender equality and women's empowerment

Highlight lessons learned and make recommendations for the continuation of the programme and for the next programme cycle;

5. Key questions

The analysis will therefore focus on the five evaluation criteria – relevance, effectiveness, efficiency, sustainability, and impact – will be applied. The relevance, performance, success, impact, and sustainability of the results obtained. In line with the SCP, activities and outcomes should be gender-sensitive and inclusive. Reviewers will need to ensure that both aspects have been considered. The evaluation will also place particular emphasis on the analysis of

partnerships and synergies with existing structures and actors. For each of the three expected outcomes of the SCP, the evaluation will need to answer the following fundamental questions divided into five categories or analyses.

Relevance: to what extent was and continues to be aligned with UNDP's mandate and national priorities;

Effectiveness: To what extent has UNDP contributed to the achievement of the outcome? Can UNDP achieve its full contribution to the achievement of the SCP within the planned period? Is the realization of the outcome on the right track? What are the success factors, constraints, opportunities, and threats to the achievement of the effect?

Impact: What changes (or early signs of change) are expected to be brought about in the lives of beneficiaries by projects implemented under the Outcome?

Assessing gender equity and equality, the advancement of women and inclusion? To what extent has the UNDP Programme contributed to the promotion of gender equality, women's empowerment, and the emergence of inclusion mechanisms?

Efficiency: Have results been achieved at acceptable costs and in a timely manner?

Sustainability: To what extent are the results obtained sustainable, or can they be sustained?

Partnership and coordination

In the context of UNDP implementation, the evaluation will focus on the effectiveness and adequacy of the collaborations and partnerships that have been established to support the SCP and, ultimately, UNDP. This includes assessing partnerships with key line ministries, as well as with international development partners and non-governmental organizations (CSOs, community-based organizations, civil society organizations).

Assessing cross-cutting issues

Evaluation questions should include an assessment of the extent to which the design, implementation, and monitoring of CPD considered the following cross-cutting issues:

Human rights

To what extent the poor and vulnerable people, peoples, women, and groups are affected.

Gender equality

To what extent has gender been considered in design, implementation, monitoring, and reporting? Are the data on gender markers assigned to projects representative of reality (the focus should be on projects on gender markers 2 and 3)?

Based on the above analysis, the evaluator should provide general conclusions on the achievement, so far, of the CPD 2022-2026, as well as identify key development priorities that will inform the change in focus of some outcomes. The evaluation should also provide more general lessons for UNDP support to the Comoros.

Youth participation and inclusion of PLW

How does the CPD take into account the specific needs and ambitions of the State in terms of youth empowerment and consideration of people living with disabilities? How are they integrated into projects and how can they be better integrated?

6. Key Deliverables

For each of the two evaluations, the expected outputs are:

An initial evaluation report: it must be prepared by the evaluators before entering the full-fledged evaluation data collection exercise. It should detail the evaluators' understanding of the items to be evaluated and why they are being evaluated, indicating how each evaluation question will be answered, and clearly describing the proposed methods, data sources, and collection procedures. The initial report provides an opportunity for the programme group and evaluators to verify that they share the same understanding about the evaluation and also to clarify any misunderstandings at the outset;

Interim Evaluation Report: This document will be submitted to the programme team (Deputy Resident Representative, Assistant to the Resident Representative in charge of the program, Monitoring Officer, Programme Analysts) and key stakeholders in the evaluation to verify whether it meets the required quality criteria.

Final evaluation report: This will be obtained after the relevant observations received from the programme team and key stakeholders have been incorporated into the draft report. A proposal for an action plan for the implementation of the recommendations and tools for disseminating the results of the evaluation will be attached to the last version of the document. (Summaries of the report in accessible language, power point presentations.)

Submission of final reports in French and English, as well as executive summaries.

7. Evaluation Methodology

The methodology that will be used will be based on:

Desktop Review

A desk review of the key strategies and documents that underpin the work of the three thematic areas of the UNDP country office in Comoros should be conducted. This includes reviewing the UNSDCF, the national development plan, the CPD and relevant country programme documents (IWP, progress reports, monitoring, and evaluation documents, etc.).

The evaluator should review relevant strategies, national plans and reports developed that are relevant to UNDP support in the three thematic areas.

Field data collection.

Following the literature review, the evaluator will build on the evidence documented through an agreed set of field methodologies and interviews, including:

Consultation of all documents produced in the context of the conduct of the activities of the various initiatives and projects concerned (project documents, technical documents/manuals developed in the implementation of project activities, annual reports, mission reports, etc.);

The document review and those of the data available in the ERC platform as well as in other internal and external sources;

Consultation with UNDP staff at all necessary levels, project teams and local authorities involved in the implementation of projects;

Semi-structured interviews, based on questionnaires, with direct project beneficiaries and focus groups with stakeholders and beneficiaries;

Field visits to see *first-hand* what has been achieved (these visits will take place at the same time as the interviews with the beneficiaries). In this context, group discussions or any other participatory method could be used.

Data compilation, processing, and analysis.

Methodological approaches may include some or all of the following:

The evaluation should use a combination of qualitative and quantitative evaluation methods and instruments.

Project documents (contribution agreement).

Theory of Change and Results Framework.

Programme and project quality assurance reports.

Annual work plans.

Results-based monitoring reports.

The integrated work plan of the OC - IWP,

Semi-structured interviews with key stakeholders, including key government counterparts, members of the donor community, representatives of key civil society organizations, the UNCT, and implementing partners:

Development of evaluation questions on relevance, effectiveness, efficiency, and sustainability designed for the various stakeholders to be interviewed. Based on the questions suggested above.

Key informant discussions and focus groups with beneficiaries (men, women) and stakeholders.

All interviews should be conducted confidentially and anonymously. The final evaluation report should not attribute specific comments to individuals.

Surveys and questionnaires including development programme participants, members of the UN Country Team and/or surveys and questionnaires involving other stakeholders at the strategic and country levels.

programmatic levels.

Field visits and on-site validation of key tangible results and interventions.

The evaluator should follow a participatory and consultative approach that ensures close engagement with evaluation managers, implementing partners and direct partners.

Beneficiaries.

Other methods such as outcome mapping, observation visits, group discussions, etc.

Review and analysis of surveillance data and other data sources and methods.

Ensure maximum validity and reliability of data (quality) and promote their use;

The evaluation will ensure the triangulation of the different lines of evidence.

The final methodological approach, including the timing of interviews, field visits and data to be used in the evaluation, should be clearly described in the initial report and should be the subject of in-depth discussion and agreement between UNDP, stakeholders, and evaluators.

8. Conduct of the assessment

Two experts – one international and one national – will be in charge of the evaluation with a 20-working day mission to the Comoros. The International Expert will be the head of the mission.

During the mission, the participation of the various partners at all levels is strongly recommended, especially during the formulation of recommendations.

The International Expert will prepare the mission by reading the key project documents. The mission is planned as follows (incus travel):

Contact of the two consultants and preparation of the work program, revision of the project documentation, briefings with the team of the UNDP Country Office Union of the Comoros as well as with the government counterpart;

Before leaving Comoros, the mission will organize a feedback meeting at the UNDP country office with key stakeholders (necessarily with government and UNDP representatives) and present preliminary findings, conclusions and lessons learned.

Analyses and drafting the report at home: 12 days

The international consultant will produce a report in French and a summary in English/French. A draft version of the report is expected to be sent to the UNDP Union of Comoros country office and other stakeholders for comments 15 days after the end of the mission to Comoros. Partners' comments will be taken into account in the final report, which will be transmitted in hard copy and electronic version to the UNDP country office 10 days after receipt and integration of all comments.

9. Evaluation Ethics

The evaluation will be conducted in accordance with the principles set out in the United Nations Evaluation Group Guide to Ethics in Evaluation and the UNEG Code of Conduct for Evaluation in the United Nations System.

10. Evaluation Management

Overall responsibility for the management of the review rests with the UNDP country office in close collaboration with the Evaluation Unit and other stakeholders at the headquarters level. The continued commitment of key partners at the country level (including the UNDP Resident Representative, the government, and others) must be ensured and maintained throughout the evaluation process. More specifically, the responsibilities will fall to the following structures:

UNDP Country Office: (i) Prepare the terms of reference and design the overall structure of the review; (ii) identify and engage the international and national team of experts in charge of evaluation; (iii) organize briefing and debriefing sessions at the national level; (iv) Participate in the identification of national experts (LES) and ensure an appropriate composition of the review team; (v) secure the funds necessary for the revised implementation; and (v) provide comments on the draft and final assessment report.

Headquarters Evaluation Unit: (i) Provide comments on the terms of reference; (ii) participate in the briefing and debriefing process for the evaluation team; and (iii) provide comments on the draft and final assessment report.

Government Counterparty: (i) Provide feedback on the Terms of Reference; (ii) facilitate internal travel of the evaluation team with the support of UNDP; (iii) ensure the smooth running of the mission in the Comoros; (iv) provide comments on the draft evaluation report and formally present the final report to ministerial departments and other relevant partners.

10. Composition and profiles of the members of the mission

The mission will be led by an international expert and a national consultant. The working language will be French.

The International Expert

The International Expert will be responsible for the following:
Ensure the coordination and good quality of the team's work;
Submit the evaluation report to UNDP within the agreed timeframe.

The International Expert must have a university education (BAC+5 at least) in Development Management/Policy, with proven skills in evaluation.

He/She must have at least 7 years' experience in the field of development, sociology, gender studies and particularly in the evaluation of programmes (and especially cooperation programmes), as well as experience in the field of monitoring and evaluation, results-based management and solid knowledge in monitoring and evaluation. He/She must have a good knowledge of French and English. He/she must have at least 1-2 years of experience in the field of gender equality and social inclusion.

Knowledge of UNDP procedures as well as participatory approaches would be an asset. He/She will be identified and recruited by the UNDP Country Office

The selection will be based on the following criteria scored out of 100: Technical evaluation: 70 points

Financial evaluation: 30 points

Technical Qualifications and Experience:	Points
Advanced university degree, Master's degree or equivalent, in Management / Development Policy or related field	15
At least 7 years of proven experience in the monitoring and evaluation of development	25
Proven experience in the formulation of gender and youth action plans is an asset. Knowledge of UNDP strategies and tools on gender and youth will be valued.	25
At least 3 years of experience in supporting and implementing projects in crisis contexts, including recovery, socio-economic integration of youth and social cohesion initiatives, as well as a good knowledge of democratic governance and its challenges.	15
Strong experience in mobilizing resources and partnerships	20
Total	100

The national consultant:

The National Consultant will be responsible for:

Participate substantially in the analyses of the Programme, particularly in terms of analyses relating to the implementation of Projects/Programmes, by bringing his/her experience and knowledge of the local reality in relation to the areas of concentration of UNDP assistance and in terms of participatory processes;

Participate in the drafting of the evaluation report;

Incorporate relevant feedback from participants in the feedback meeting and transmit the report to the international consultant for finalization and transmission to the UNDP country office.

Provide all necessary support for the success of the mission

The National Consultant must have a university degree (Master's degree or equivalent) in the field of development and social sciences such as economics, sociology, political science, gender studies or similar. He must have a proven experience of at least 5 years for seniors, in the field of development and evaluation.

He/she must have knowledge and experience in programme preparation and monitoring, development cooperation and participatory approach. Proven experience in the field of gender equality and sustainable development is essential.

Team members will need to have proven analytical and writing skills. Their academic background and profiles should specifically include at least one of the following disciplines : Economic/Social Sciences; Development Studies; Development, Management, Monitoring and Evaluation of Development Programs and Projects. Experience in evaluating donor-funded programmes and integrating cross-cutting issues into programmes.

The selection will be made on the basis of the following criteria scored out of 100:

Technical evaluation: 70 points; Financial evaluation: 30 points

Technical Qualifications and Experience:	Points
University degree, Master's degree or equivalent, in the field of development and social sciences such as economics, sociology, political science, gender studies or similar.	15
At least 5 years of proven experience in monitoring and evaluation of development projects	25
Proven experience in the formulation of gender and youth action plans is an asset. Knowledge of UNDP strategies and tools on gender and youth will be valued.	25
At least 3 years of experience in supporting and implementing projects in crisis contexts, including in recovery, socio-economic integration of youth and social cohesion initiatives as well as a good knowledge of governance and its challenges	15
Strong experience in mobilizing resources and partnerships	20
Total	100

10. TARIFF PROPOSAL

UNDP will provide the consultant with a workspace and internet access. Contractors will have to have their own means of work such as telephones, computers, etc.

Bidders will have to offer a fixed total price for the entire service that covers fees and other charges, whether it is communication, administrative and logistical support, or any other costs.

Bidders will ensure that any additional terms and conditions are listed in their proposal.


11. Sources of information

The evaluator team will have the following sources of information, among others:

The Country Cooperation Framework 2022-2026, UNDP-Union of the Comoros;
The Framework Cooperation Plan between the SNU and the Union of the Comoros (UNSDCF 2022 – 2026);
The UNDAF Mid-Term Review Report 2015 – 2019;
SCP implementation project documents;
Activity and project review reports;
Other technical reports prepared within the framework of the projects concerned;
The various studies developed as part of the implementation of certain projects;
Project evaluation reports.
Genre Docs
Renewed strategic offer for Africa
Gender-Responsive Evaluation Frameworks
KPI Report

Audit reports, if applicable
Documents of at least one project per CDP outcome

Vera Hakim
Deputy Resident Representative

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Youssouf Mbechezi
Assistant to the Resident Representative

DocuSigned by:

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Muslim Saadi
Monitoring and Evaluation Officer

DocuSigned by:

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2. Evaluation Matrix

Criteria	Evaluation Questions	Indicators	Sources	Methods
Relevance	To what extent were the expected outcomes and continue to be aligned with UNDP's mandate and national priorities?	<ul style="list-style-type: none"> - Indicators of convergence/overlap between the content of the Programme and national strategies - Interventions recognized as relevant by the resource persons and/or beneficiaries interviewed - Tangible benefits identified in the community - Tangible benefits documented in validated progress reports and evaluations 	<ul style="list-style-type: none"> - Background and programming documents and implementation reports - Contacts - Sites/structures visited 	<ul style="list-style-type: none"> - Document review - Individual and/or group interviews: face-to-face & remote - Direct observations
Coherence	Are the CPD and Outcome 1 consistent with the emerging Comoros plan, and with other strategic frameworks adopted by the Comorian Government during the period covered by the country program, in particular with the National Policy on Gender Equality and Equity (2017)?	<ul style="list-style-type: none"> - Specific indicators of convergence/overlap between the contents of the programme and the said government strategic frameworks - Evidence-based/documentated testimony from authoritative sources 	<ul style="list-style-type: none"> - Background and programming documents and implementation reports - Contacts - Sites/structures visited 	<ul style="list-style-type: none"> - Document review - Individual and/or group interviews: face-to-face & remote - Direct observations
	Are the CPD and Outcome 1 consistent with UNDP's Gender Strategic Plan and UNDP's renewed strategic offer in Africa?			
Efficiency	To what extent is the programme contributing to the achievement of the expected effects?	<ul style="list-style-type: none"> - Number of targets reached - Number of targets not met 	<ul style="list-style-type: none"> - Background and programming documents and implementation reports - Contacts - Sites/structures visited 	<ul style="list-style-type: none"> - Document review - Individual and/or group interviews: face-to-face & remote - Direct observations
	Can the programme achieve its full contribution to the expected effects within the planned timeframe?	<ul style="list-style-type: none"> - Time consumed in relation to results obtained 	<ul style="list-style-type: none"> - Background and programming documents and implementation reports - Contacts - Sites/structures visited 	<ul style="list-style-type: none"> - Document review - Individual and/or group interviews: face-to-face & remote - Direct observations
	Is the realization of the effects on track?	<ul style="list-style-type: none"> - Number of targets reached - Number of targets not met 	<ul style="list-style-type: none"> - Background and programming documents and implementation reports - Contacts - Sites/structures visited 	<ul style="list-style-type: none"> - Document review - Individual and/or group interviews: face-to-face & remote - Direct observations
	What are the success factors, constraints, opportunities, and threats to the achievement of the effects?	<ul style="list-style-type: none"> - Tangible/Consensus Determinants of Success - Tangible/consensual determinants of failure 	<ul style="list-style-type: none"> - Background and programming documents and implementation reports - Contacts - Sites/structures visited 	<ul style="list-style-type: none"> - Document review - Individual and/or group interviews: face-to-face & remote - Direct observations
Impact	What changes (or early signs of change) are expected from the projects implemented under the outcomes to have brought about in the lives of beneficiaries?	<ul style="list-style-type: none"> - Tangible evidence of favorable gaps between situations and referral and post-intervention, due to the programme 	<ul style="list-style-type: none"> - Background and programming documents and implementation reports - Contacts 	<ul style="list-style-type: none"> - Document review - Individual and/or group interviews: face-to-face & remote

Criteria	Evaluation Questions	Indicators	Sources	Methods
		- Evidence-based/documented testimonials from beneficiaries and other authorized sources	- Sites/structures visited	- Direct observations
Efficiency	Have the results been achieved at acceptable costs and within a reasonable timeframe?	- Indicators of good management: human and financial resources - Time Performance	- Background and programming documents and implementation reports - Contacts - Sites/structures visited	- Document review - Individual and/or group interviews: face-to-face & remote - Direct observations
Sustainability	To what extent are the results obtained sustainable, or can they be sustained?	- Existence of an exit strategy - Existence of provisions to promote national ownership - Level of national and local ownership of the programme - Volume of resources dedicated to capacity building	- Background and programming documents and implementation reports - Contacts - Sites/structures visited	- Document review - Individual and/or group interviews: face-to-face & remote - Direct observations
Monitoring and evaluation	Is the monitoring and evaluation system appropriate, effective and gender-sensitive?	- Number of M&E outputs delivered compared to forecasts - Number of times on time in the delivery of M&E outputs - Level of satisfaction with the data collected	- Background and programming documents and implementation reports - Contacts - Sites/structures visited	- Document review - Individual and/or group interviews: face-to-face & remote - Direct observations
Partnerships & Coordination	To what extent are the collaborations and partnerships established to support the SCP and UNDP effective and adequate: with key line ministries, with international development partners and with non-governmental organizations (CSOs, community-based organizations, civil society organizations)?	- Budgetary added value of partnerships - Technical/strategic added value of partnerships - Other types of partnership value added	- Background and programming documents and implementation reports - Contacts - Sites/structures visited	- Document review - Individual and/or group interviews: face-to-face & remote - Direct observations
Cross-cutting issues	<i>Gender:</i> To what extent has gender been taken into account in the design, implementation, monitoring and reporting? Are the data on gender markers assigned to projects representative of reality (the focus should be on projects on gender markers 2 and 3)?	- Number of gender-sensitive indicators - Existence of gender-specific strategies - Volume of resources dedicated to Gender - Number of women/disadvantaged beneficiaries of the program	- Background and programming documents and implementation reports - Contacts - Sites/structures visited	- Document review - Individual and/or group interviews: face-to-face & remote - Direct observations
	<i>Human Rights:</i> How does the CPD take into account the specific needs and ambitions of the State in terms of youth empowerment and consideration of people living with disabilities? How are they integrated into projects and how can they be better integrated?	- Number of rights-sensitive indicators - Existence of specific strategies for rights issues - Volume of resources dedicated to Gender - Number of PLWD/disadvantaged beneficiaries of the program	- Background and programming documents and implementation reports - Contacts - Sites/structures visited	- Document review - Individual and/or group interviews: face-to-face & remote - Direct observations

Sources: Results and Resources Matrix Outcome 1/SCP 2022-2026; Terms of reference; Appraiser Analysis

3. Care Guide

No.	Themes/Main Questions	Analysis	Certification of opinions	
			Tangible evidence	Reference to a recognized document
1.	Profile/Status of the interviewee?	- Actor/beneficiary/observer/other?		
2.	Perception/appreciation of achievements (product/output level)?	- Outputs delivered by the project? - Outputs not delivered?		
4.	Perception/appreciation of the strategies used?	- How to implement it? - Organizational framework/governance/management arrangements? - Cooperation with national institutions/institutional ownership? - Cooperation with other national actors (civil society)? - Decision-making procedures? - Disbursement procedures? - Ownership of beneficiaries (national and local levels)? - Inclusiveness: women, vulnerable groups, rights-holders? - Quality of monitoring and evaluation: (quality of the information collected and level of sharing and mobilization to improve action) - Quality of communication on the Project? - Partnerships and resource mobilization?		
5.	Overall opinion on interventions in relation to the evaluation criteria?	- Relevance/Coherence/Effectiveness/Efficiency/Sustainability - Duration, innovation - Cross-cutting themes: gender, human rights, etc.		
6.	Strengths and weaknesses of the program?	- In the formulation/preparation of the program? - In the execution (physical/budgetary, institutional framework, etc.)? - In monitoring and evaluation?		
7.	What is your opinion on what would have happened without the Project's interventions?	- What would have happened without the program's interventions?		
8.	Lessons to be learned?	- Strategic level - Operational level		
9.	Recommendations	- Adjustments or changes in wording - Adjustments or changes in execution - Other types of adjustments		

4. List of interviewees and visited sites

Great Comore

1. Snehal Vasantial Soneji, Resident Representative
2. John Operations Officer
3. Salim Abdallah Youssouf, National Economist
4. Youssouf Programme Assistant to the Resident Representative
5. Mouslim Saadi, Monitoring and Evaluation Officer
6. Khitami Said Soilihi, Growth Programme Analyst
7. Djabhana Said Ibrahim, Gender Analysis
8. Mze Ahmed Abdallah Anlyat, Programme Analyst
9. Risk and disaster/natural environment: biodiversity: waste management
10. Mohamed Lihadji, Programme Analyst: Climate Change-Water-Energy
11. Abdou-Salam Saadi, Governance Analyst
12. Ahmed Kasim Fasida, MPA Project Coordinator (hospital waste)
13. Ahmedo Younoussa, CRCLA Project Coordinator
14. Monir Mouhiidine, Monitoring and Evaluation Officer at the Office of the Resident Coordinator
15. Ismael Houda Oumùilhouda, MINIGRID Project Coordinator
16. Ormar Ali Saïd, National Geothermal Project Coordinator
17. Abdounormadou Bacar, Water Project Monitoring and Evaluation Manager
18. Farid Hassan Ahmed, Water Project Hydraugeologist Expert
19. Samil Shakira, Coordinator of the Comoros Resilience/Risk and Disaster Strengthening Project (General Directorate of Civil Security)
20. Abdouraihamane Asry, UNV, Water Project, Anjouan
21. Mohamed Djouneid, IRFF Project Coordinator Insurance and Risk Financing Mechanism
22. Fouad Abdou Rabi, Biodiversity Project Coordinator
23. Moussa Loukamane, Director of Renewable Energies, National Director of the Minigrid Project
24. Dr. Fouad Mohamed Oussouf, Director of Agricultural Strategies and Livestock, National Project Director CRCCA
25. Oussoufa Oufa Mze, Director General of the Waste Management Agency, National Director of the Chemical Waste Project
26. Youssouf elamine Y Mbechezi, Director General of the Environment, National Director of the Water Project
27. Director of the Geological Bureau
28. Mohamed Ali Benrahada, DG National Institute of Statistics
29. Ahmed Youssouf Abdoul, Director of Meteorology, ANACEM
30. Colonel Abdallah Rafick, General Directorate of Civil Security
- 31.
32. Mrs. Sittou Raghadat MOHAMED, President, National Commission on Human Rights and Freedoms
33. Hana Haidara, Communications Officer

34. Mohamed Maecha, SONEDE Technical Manager and Water Project Focal Point
35. Mahamoudou Abdina, Secretary General, Ministry for the Promotion of Gender, Solidarity, and Information
36. Elamine Ali Mlindasse, GBV Focal Point
37. Abdoul Karim Halima, Family and Child Protection
38. Government Spokesman

Anjouan

39. Dr. Youssouf Zeidou, Regional Governor
40. Squadron Leader Soufou, Regional Director of Civil Security
41. Zakaria Mohamed Gou, Regional Director of Environment and Forests
42. Anasse FARID, Coordinator and Assistant Regional Director - SONEDE Anjouan
43. Mariame Anthy, Director of CRDE/Bambao M'Tsanga
44. Mahawoud Daroushi, CRDE/Bambao M'Tsanga Technical Team
45. Indou Ali, CRDE/Bambao M'Tsanga Technical Team
46. Mouhoutar Kadhimou, CRDE/Bambao M'Tsanga Technical Team
47. Andhimati Assuni, CRDE/Bambao M'Tsanga Technical Team
48. Kalasuni Said, farmer, mini-basin user /Anjouan/Longoni
49. Dianfar Hamid, farmer, mini-basin user/Anjouan/Longoni
50. Irfane Djohar, Communication Manager CRDE/Pomoni

Moheli

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