MID-TERM PROJECT EVALUATION REPORT OF THE "BUILDING URBAN CLIMATE RESILIENCE IN SOUTH-EASTERN AFRICA"

PROJECT REFERENCE: AFR/MIE/DRR/2016/1

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Declaimer

This evaluation was undertaken by an external evaluation consultant, Mr. Mutizwa Mukute of Harare, Zimbabwe. The findings and conclusions remain those of the consultant and do not necessarily reflect the official position of UN-Habitat.

Acknowledgments

Author	Mutizwa Mukute
Design and Layout	Ammar Ismail

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Acronyms and Abbreviations

ADPC	Asian Disaster Preparedness Centre
AoC	Agreement of Cooperation
CCA	Climate Change Adaptation
CCIs	Cross Cutting Issues
CityRAP	City Resilience Action Planning
CPTs	City Project Teams
COVID 19	Corona Virus Disease, 2019
DAC	Development Assistance Committee
DiMSUR	Disaster Risk Management, Sustainability and Urban Resilience Centre
DoC	Domain of Change
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EE	Executing Entities
EWS	Early Warning Systems
ERG	Evaluation Reference Group
ESP	Environmental and Social Policy
ESSS	Environmental and Social Safeguards System
HDI	Human Development Index
IEs	Implementing Entities
ILO	International Labour Organisation
KIIs	Key Informant Interviews
M & E	Monitoring & Evaluation
MIE	Multilateral Implementing Entity
MTE	Mid-term Evaluation
NDA	National Designated Authority
NDC	Nationally Determined Contributions
NPCTs	National Project Coordination Teams
NPMs	National Project Managers
NGO	Non-Governmental Organisation
PSC	Project Steering Committee
RFA	Resilience Framework for Action
ROAf	UN-Habitat Regional Office for Africa
SADC	Southern Africa Development Community
SDGs	Sustainable Development Goals
SEA	South-Eastern Africa
SIDA	Swedish International Development Cooperation Agency
SWM	Solid Waste Management
TOR	Terms of Reference
ToA	Theory of action
ToC	Theory of Change
UN	United Nations
UNDP	United Nations Development Programme
UNDRR	United Nations Office for Disaster Risk Reduction
UNEG	United Nations Evaluation Group

Tables and Figures

Executive Summary

1. Introduction

This is the Executive Summary of the mid-term evaluation (MTE) of the "Building Urban Climate Resilience in South-Eastern Africa" project. The 4-year project (23/06/2020 – 23/06/2024) is being implemented by UN-Habitat, the multilateral implementing entity (MIE) and 14 regional, national and local executing entities (EEs). The EEs are:

- Disaster Risk Management, Sustainability and Urban Resilience Centre (DiMSUR) and Oxfam at the regional level.
- National government entities (DRM units and/or local government departments) at the country level.
- Oxfam at the city level, working with municipalities of Chokwe, Morondava, Moroni, and Zomba as project partners.

The Adaptation Fund, whose mandate is to finance concrete adaptation projects in developing countries that are particularly vulnerable to the adverse impacts of climate change, dedicated US$14 million to support the project.

The MTE was conducted by an independent, external evaluator from December 2022 to February 2023. The evaluator worked closely with the seven-member evaluation reference group (ERG). The MIE, EEs, participating municipalities, and the Adaptation Fund Secretariat are the intended audience of this report.

The Executive Summary describes the main findings of the MTE in terms of the (i) project context (ii) project design (description), (iii) evaluation purpose, objectives, and scope, (iv) evaluation approach and methodology, (v) findings, (vi) lessons, (vii) conclusions (criteria based), and (viii) the recommendations.

2. Project context

The project was developed in response to the transboundary climate change-induced hazards that were being faced in South-Eastern Africa (SEA), and more specifically in the four participating countries and cities. The major transboundary climate hazards are increased frequency, unpredictability, severity of cyclones, floods, droughts, and rainfall variability. In addition, Comoros, Madagascar and Mozambique experience sea-level rise and coastal erosion. The impact of these climate-related hazards is worsened by deforestation and land degradation; low adaptive capacities; high dependence on climate sensitive resources, weak economies, and poverty. Participating cities face (i) high exposure to these climate-related hazards, (ii) fast population growth, and (iii) infrastructure shortages and loss. The poor and marginalized communities and individuals, especially women, are more vulnerable to the impacts of climate hazards and have lower adaptive capacities.

The institutional context was characterized by governments and NGOs with appropriate mandates and competencies in DRM, climate change adaptation (CCA), resilience building and gender equality. The governments had developed DRM, climate change adaptation and mitigation policies. But they often lacked the funds to implement resilience policies, strategies, programmes and projects that they develop. The project was also shaped by the UN-Habitat and Adaptation Fund strategies, and their respective commitments to the Sendai Disaster Risk Reduction and the Paris Agreement, and the Sendai Disaster Risk Reduction; Sustainable Development Goals (SGD) 11 on inclusive, safe, resilient cities and human settlements, and sustainable and SDG 13 on taking urgent action to combat climate change and its impacts.

The main opportunities in SEA included:

- DRM policies and strategies that are in line with respective national Environmental Policies, and city-level Resilience Action Plan to develop city-level adaptive capacity and empower urban communities to address climate risks and disasters. These national policies and city resilience plans provided the policy framework for the project.
- Good practice existing before the project provided the conceptual and methodological tools for transforming the challenges being faced in the context to intended outcomes. These included the (i) City Resilience Action Planning (CityRAP) tool which enables city authorities and communities of small to intermediate sized cities to jointly identify and plan actions that reduce climate risk and build urban resilience through developing a Resilience Framework for Action (RFA), (ii) an inter-sectoral and transdisciplinary collaboration and cooperation in CCA planning and action, and building secure access to urban water, sanitation, transport, and housing infrastructure, (iii) regional transboundary co-learning, (iii) prioritizing country-driven processes focused on the most vulnerable and least prepared to respond to climate change, and enable innovation, co-learning, sharing and scaling of lessons and innovation, and (iv) transboundary co-learning in DRM, CCA and resilience-building.

3. Project description

The project seeks to address the climate-related hazards being faced in the participating countries and cities, drawn on project partner mandates and strengths, relevant country policies and strategies, city plans and existing good practice. The project objectives are:

1. To develop capacities and establish conditions to adapt to the adverse effects of climate change in vulnerable cities of Madagascar, Malawi, Mozambique, and the Union of Comoros.
2. To promote inter-country experience sharing and cross-fertilization regarding the adaptation to transboundary climate-related natural hazards and disseminate lessons learned for progressively building urban climate resilience in south-eastern Africa.

The project implementation strategies (components) and expected outcomes are:

- **Component 1:** Preparation, implementation, and sustainable management of priority sub-projects at the city level. **Expected outcome**: Municipal staff, communities and local stakeholders have successfully planned and implemented priority sub-projects for increasing the climate resilience of their city and have acquired the required capacity to manage and maintain the realized investments.
- **Component 2:** Tools and guidelines development and training delivery at the national level. **Expected outcome:** National governments have created institutional arrangements and processes for scaling up and replicating the climate resilience approach in other urban settlements.
- **Component 3:** Inter-country experience sharing, cross-fertilization and dissemination of lessons learned at the regional level. **Expected outcome:** local and national governments of the 4 countries have learned from each other good urban climate adaptation practices and are better prepared to face common transboundary climate-related natural hazards.

These project outcomes were intended to contribute towards Domain of Change 3 (strengthened climate action and improved urban environments) of the UN-Habitat's Strategic Plan (2020-2023), more specifically outcome 3: Effective adaptation of communities and infrastructure to climate change. The UN-Habitat Strategic Plan seeks to achieve this by (i) ensuring that African cities are resilient to conflicts, disasters, disease outbreaks and climate shocks, and (ii) capacitating African cities and local governments. Components 1 and 2 of the project are aligned to this. Component 3 on the other is aligned with the Adaptation Fund's strategic goal to support learning, sharing and scaling up lessons and innovation. The project falls in the Adaptation Fund's multi-sector category, focusing on disaster risk reduction (DRR) and early warning systems (EWS).

The project is being implemented/executed by the MIEs, EEs and municipalities with support from project committees, namely: (i) City Project Teams (CPTs), (ii) National Project Coordination Teams (NCPTs), and (iii) the Project Steering Committee (PSC) at the local, national and regional levels respectively. Civil society participates in CPTs.

The project's theory of change (ToC) may be summarised as follows:
Component 1: If municipalities work with local communities and stakeholders to understand and identify priority CCA and DRR issues and co-develop strategies to address them and acquire capacities and resources to implement priority projects, then they become better able to implement appropriate solutions effectively, which will then result in good adaptation practices, local ownership of CCA and DRR processes, improved adaptation of urban communities and infrastructure to climate change, and enhanced protection of ecological assets in and around urban areas; and this would contribute to strengthened climate action and improved urban environment.

Component 2: If the relevant national entities acquire the necessary CCA and DRR planning skills, they then become better able to develop/adapt appropriate national research and planning tools and guidelines for urban resilience building in line with national policies and legislation. This in turn results in creating enabling conditions for designing and implementing CCA and DRR projects in all urban areas of the country. At the same time, it enables country-level sharing of lessons and experiences and the scaling up and replication of good practices across the country. Consequently, DRR organizational structures become stronger and more effective and better strengthened climate action and improved urban environment.

Component 3: If DiMSUR is operationalized and works with Oxfam and UN-Habitat to jointly facilitate national and city-level experience, lessons and best practices sharing at the regional level using appropriate forums, then they would enable the participating cities and countries to implement more effectively and opens avenues for replication and proliferation of the approach to other countries/cities through DiMSUR. This, would , in turn, contribute to strengthened climate action and improved urban environments beyond the project.

4. Purpose, objectives, and scope of the evaluation

The MTE serves the purpose of of accountability for progress achieved, for so far, in achieving the planned results as well the purpose of learning from implementation experience. It conducted as a forward-looking assessment of the project, focusing on project design and implementation mechanisms, challenges and opportunities, achievements, and lessons. The overarching evaluation questions, which guided the structure of this executive summary, are:

- Are the project's adopted strategies pertaining to each component and overall objective still valid?
- Is the delivery of activities and outputs contributing to the achievement of the results and overall objective?
- What is the efficiency of the project implementation to date?
- What are critical gaps with respect to the delivery of the project?
- To what extent is the project relevant, coherent, effective, efficient and likely to be sustainable?
- What lessons have been learnt (and good practices developed)?
- What are the recommendations for improvement?

5. Evaluation approach and methodology

The evaluation approach was inclusive, participatory, utilization-focused and gender-sensitive. It drew on the following evaluation approaches: (i) utilization-focus, (ii) process tracing, (iii) theory of change, and (iv) theory of action. The methodology was deductive, inductive and abductive. Sampling was purposive and stratified. The evaluation used document analysis, online key informant interviews, and a questionnaire. A total of 45 people drawn from each stakeholder group and level of operation participated in the evaluation, 31 % were women. The main methodological limitation was an inadequate evaluation budget to allow for field visits and associated face-to-face meetings. This was addressed through (i) online focus groups to fill out and agree on questionnaire responses, and (ii) data triangulation by evaluation theories and data collection methods.

6. Evaluation findings

6. 1 Validity of project strategies and activities

The structures, strategies and activities of the project are still valid within each component and across them. It also established that Component 3 added a necessary activity – operationalizing DiMSUR to serve the project and for project impact sustainability. In addition, the evaluation established the need for (i) strengthening monitoring and visibility activities and structures, (ii) timely information flow between Components 1 and 2, and interaction between the structures operating at the national and local levels, and (iii) identifying lessons learnt in Component 2 to make them part of Component 3. These changes need to be reflected in the M & E Framework.

6.2 Contribution of activities and outputs to project results

The project activities and outputs are contributing to the expected outcomes of the project. This has been enabled by (i) supportive regional, national and local mandates and policies, (ii) supportive government (iii) rigorous project design and adaptive management, (iv) an integrated approach to project design and implementation, and adaptive budgeting. As pointed above, the project activities and outputs are also contributing to making DiMSUR functional but this is not stated in the expected outcomes. The evaluation also concluded that the realisation of all outcomes is constrained by inadequate monitoring and visibility structures, which arise from a lean budget for these two activities. In addition, the realization of Component 3 is undermined by a lack of focus on drawing and sharing lessons learnt in Component 2. The budgetary constraints coupled with inflation, are likely to undermine the completion of Component 1 sub-projects, which in turn would weaken the realization of integrated and holistic climate actions.

6.3 Project implementation efficiency

Project partners are doing their best to achieve project implementation efficiency. But the project has encountered input cost prices increase due to inflation, underbudgeting, difficult fund disbursement procedures, and the impact of COVID-19. The prices of input resources such as fuel and cement increased significantly between the time of project design and implementation. This was worsened by the impact of COVID-19, which made face-to-face meetings and infrastructure development impossible for about two years. The Russian war in Ukraine forced fuel and other prices up. The fund disbursement procedures required several Agreements of Cooperation (AoCs) to be developed and observed, which has been time-consuming. In addition, the activities and outputs have to reach a certain level of completion across the three components, four countries and four cities before the second disbursement can be made.

6.4 Critical gaps in project implementation

The critical project implementation gaps are (i) under-budgeting and increased costs of project inputs, (ii) inadequate human resources and government bureaucracy, (iii) limiting funding conditions, (iv) minimal monitoring and visibility structures and activities, (v) inequitable participation of women. The effects of the first and second critical gaps are outlined in 6.3 above. Staffing has been constrained by the budget allocation for project management and execution. The most disadvantaged roles are coordination, monitoring, evaluation and communication. National EEs are constrained to make quick project decisions by (i) the essential bureaucratic requirements, (ii) political sensitivities associated with their responsibilities in the project, and (iii) inadequate staff. Finally, women's participation in technical and hard city sub-projects is relatively low due to women's lower access to education and heavy labour demands of the latter.

7. Performance against evaluation criteria

The project was assessed against the following evaluation criteria: (i) relevance and coherence, (ii) effectiveness, (iii) cross-cutting issues (equity, human and ecological sustainability and safety), (iv) efficiency, (v) adaptive management, and (vi) sustainability. The findings are summarized below.

7.1 Relevance and coherence

The project is relevant to the climate risks and hazards being faced in the SEA sub-region, and the specific countries and cities where it is being implemented. It is also aligned with the priorities and gaps in relevant SADC, and national DRM, Nationally Determined Contributions (NDCs), adaptation, gender and human rights policies and strategies, and city plans. This was enabled by rigorous and participatory baseline studies, planning and an intimate knowledge of the project context. The two objectives, three components and multi-level project activities are complimentary and are therefore coherent. This was enabled by the project's integrated vertical and horizontal approach. In addition, the project is aware of and takes account of both previous and ongoing urban resilience-building initiatives in the region, participating countries and cities.

7.2 Effectiveness

The project's implementation structures and processes (strategies and activities) are jointly contributing to the realization of the project outcomes. This has been enabled by appropriate project partner mandates, political support from government bodies, meaningful community participation in project processes, project partner capacities, and adaptive management capacities. The multi-stakeholder project-specific structures (community committees, CPT, NCPT, and PSC) have enabled the project stakeholder to review progress, identify challenges and develop solutions jointly. However, the project has not been as effective in ensuring (i) adequate and timely monitoring, (ii) timely two-way communication between the country and city stakeholders, and (iii) project visibility.

7.3 Equity, and human and ecological sustainability and security (CCIs)

Gender equality and meaningful participation of the marginalized and climate-vulnerable communities underpinned project design and guided project implementation. Women's participation in sub-project implementation has been low in hard infrastructure development, which requires hard labour and technical skills. But it has been relatively high in soft interventions such as reforestation. Youth participation has been relatively high in hard infrastructure development and skilled tasks. The project is well-positioned to optimize the participation of marginalized groups because it has adopted a human rights-based and gender equality approach. The project focus, urban resilience building, is inherently about addressing ecological sustainability and human safety.

7.4 Efficiency

The multi-level management structures (CPT, NCPT and PSC) are generally efficient in operating at the respective levels. However, efficiency has been constrained by (i) inadequate dedicated personnel for monitoring, knowledge management and communication, (ii) understaffed government departments, (iii) bureaucratic government decision-making, (iv) cumbersome process of securing several AoCs, (v) the time lost between project approval and the transfer of funds and the resultant late start of the project, and (v) information flow procedures (e.g., from cities to Oxfam to UN-Habitat before reaching the national EEs).

7.5 Adaptive management

The project partners have demonstrated an ability to learn and improve project design and implementation to respond to changing circumstances. For example, they have (i) modified sub-projects and sought the Adaptation Fund approval in response to budget provisions, (ii) replaced the SADC DRR Unit with Oxfam as the lead for Component 3 when the former faced human resource constraints, (iii) used local partner funds while waiting for project funds to arrive, and (iv) held some regional and national meetings online during COVID-19.

7.6 Sustainability

By and large, the project activities and outcomes are likely to be sustainable. This is because the national and local activities and outcomes are anchored in national policies and strategies and city plans. It is also because the participating national and local EEs are government entities with the mandate to implement the kinds of interventions being implemented through the project. In addition, the project's work on institutional and individual capacity development will lead to lasting capabilities that can be tapped into at national, city and community levels. However, the sustainability of city sub-projects will be constrained if some of the sub-projects are not completed. This is because they were designed to bring about an integrated and holistic area resilience. For example if the following ongoing activities in Morondava are not completed: Early Warning Systems (EWS), construction of flood-proof roads, and urban greening interventions, then the completed activities of mangrove rehabilitation, construction of a multi-purpose safe haven and rehabilitation of drainage systems, will not be sustainable.

8. Emerging lessons learnt and good practice

The evaluation identified the following emerging lessons and good practices on urban resilience building:

a. Flexible and adaptive programming is needed to adapt to changes in the operating context and emerging new insights.
b. Domesticating and anchoring a regional project in the national and local realities increases project relevance and potential sustainability.
c. Time and resources are needed for establishing structures and implementing processes to develop mutual understanding and ways of working.
d. Recruiting community members to work on local projects benefits from an understanding and consideration of local culture, religion, language, literacy and national and internationally recognized labour policies.
e. The effective delivery of regional projects requires a larger proportion of the funds to be allocated to project coordination, administration, communication, M & E than are needed at national projects.
f. Project effectiveness and potential sustainability at city level is potentially enhanced by involving all the diverse internal stakeholder groups (including local communities) in conducting assessments, designing and implementing sub-projects, and transparent two-way communication.

g. Appropriate siting of city infrastructure enabled by the availability and use of a city plan. Otherwise infrastructure may be located where it will displace communities and cause conflict between the intervention and the intended beneficiaries.
h. An integrated, multi-thematic area approach, which is systems-thinking-based, is potentially helpful in addressing the complex city-specific vulnerabilities.
i. Urban resilience building effectiveness is potentially enhanced by collaboration between the national climate resilience building structures in reviewing the design and monitoring of city-level sub-projects, and municipality representatives in national processes intended to create enabling conditions for city-level resilience building.
j. The structures and processes of regional projects become effective when they operate synergistically by providing spaces and processes for activities to feed into each other multi-directionally; combining soft and hard skills development, and drawing lessons within and between them.
k. The establishment/operationalization of an autonomous, politically well-recognized, and well-connected to universities to serve as a repository of project knowledge and facilitate experience and lesson-sharing has the potential to increase the sustainability of project impact sustainability beyond the project area.

9. Recommendations

Based on the above findings, conclusions and lessons learnt, the evaluation made the following main recommendations:

1. Raise additional resources for completing urban resilience interventions constrained by budgets.
2. Increase information flow between components 1 and 2 for coherence, synergy, and impact creation.
3. Make Components 2 contribute towards lesson learning and good practice.
4. Establish mechanisms and processes for increasing project visibility at all levels.
5. Revise the M & E framework to factor in project experiences.
6. Inform the Adaptation Fund about the constraints of its funding conditions.
7. Seek approval for a no-cost project extension.

1. Introduction and project context

This mid-term evaluation (MTE) report presents the evaluation findings, lessons and recommendations of the "Building Urban Climate Resilience in South-Eastern Africa" project. The 4-year project (23/06/2020 – 23/06/2024) is being implemented by UN-Habitat with US$14 million financial support from the Adaptation Fund. UN-Habitat – the project multilateral implementing entity (MIE), which is mandated to ensure project monitoring, evaluation, and reporting, and commission the external mid-term evaluation[1,2,3] is working in partnership with project executing entities (EEs), consisting of:

- Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR): is the regional EE responsible for promoting inter-country experience-sharing and cross-fertilization. DiMSUR is also on the Project Steering Committee (PSC).
- National Disaster Risk Reduction or Management units (3) and/or Ministry of Territorial Planning and Land Services (1) : These are national EEs in the four project countries responsible for creating conditions for developing national guidelines, resilience building, and replication of project experience and lessons in their respective countries.
- Oxfam: an international NGO that serves as the main and local EE supporting urban resilience building. The municipalities of participating cities are serving as local project partners who participate in the urban resilience building processes in Moroni (Comoros), Morondava (Madagascar), Zomba (Malawi), and Chokwe (Mozambique).

The MTE was conducted by an independent, external evaluator working closely with the project's seven-member evaluation reference group (ERG), consisting of members from UN-Habitat, Oxfam, government and DiMSUR.

The audiences of the evaluation are: the Adaptation Fund Secretariat; UN-Habitat; Oxfam; DiMSUR; National Governments of Comoros, Madagascar, Malawi and Mozambique; and municipalities of the cities of Moroni, Morondava, Zomba, and Chokwe.

1.1.1 Organisation of this report

The report is organised according to the following logic. The (i) project context (ii) project design (description). The terms of reference (ToR, Annex 1), MTE requirements of the Adaptation Fund, UN-Habitat and the United Nations Evaluation Group (UNEG) which shaped (iii) evaluation purpose, objectives and scope, which in turn shaped the (iv) evaluation approach and methodology. This, in turn, informed the process of generating (v) findings, (vi) lessons, and (vii) conclusions. These findings, lessons and conclusions informed (viii) the recommendations.

1.2 Project background and context

The project under review was developed in response to transboundary climate-related hazards and effects (matters of concern), insights and opportunities in South-Eastern Africa (SEA), focusing on four cities in the four project countries. These are outlined below (subsections 1.3.1 to 1.3.3).

[1] Adaptation Fund Medium-term Strategy (2018-2022).

[2] Adaptation Fund Evaluation Framework (2012).

[3] UN-Habitat Evaluation Policy (2013).

1.2.1 Matters of concern

All the four countries (Figure 1) experience transboundary climate change-induced hazards: increased frequency, unpredictability, severity of cyclones, floods, droughts, and rainfall variability. In addition, Comoros, Madagascar and Mozambique experience sea-level rise and coastal erosion (Table 1). The impact of these climate-related hazards is worsened by deforestation and land degradation resulting in soil erosion, siltation, landslides, reduction of terrestrial and aquatic ecosystems' productive potential, and infrastructural damage. The Southern African Development Community (SADC) Climate Strategy and Action Plan (2015) identifies infrastructure, coastal areas and cities, agriculture and food security, and water as some of the major climate vulnerable sectors in the region. SADC countries are highly exposed and sensitive to climate change and have low adaptive capacities due to high dependence on climate sensitive resources, weak economies and high levels of poverty, and lack of funds to implement resilience building plans.[4] The project was developed to these regional and national climate hazards, vulnerabilities and low adaptive capacities.

Table 1: Climate-related hazards in the four project countries

Countries	Climate-related hazards			
	Cyclones	**Floods**	**Droughts**	**Sea level rise**
Comoros	Increased incidence of cyclones	More frequent cyclone-induced floods	Seasonal and acute droughts	Sea-level rise is the biggest threat
Madagascar	3-4 cyclones annually and floods	More frequent cyclone-induced floods	Recurrent droughts in the south	Sea-level rise affects all its coastal cities
Malawi	Recurrent cyclones, strong winds, & land degradation	Many settlements and economic activities are near rivers and exposed to recurrent flash floods	Increased frequency and severity of droughts	Not applicable
Mozambique	Recurrent cyclones	Floods occur once every 2-3 years due to 9 international rivers that flow into the country	Experiences 7 droughts every 10 years and high rainfall variability	Sea-level rise affects all its coastal cities

The project also responded to city-specific matters of concern in Chokwe, Moroni, Morondava, and Zomba based on the following selection criteria: (i) high exposure to these climate-related hazards, (ii) being a fast-growing small to medium city (50,000-150,000 people), and (iii) infrastructure challenges (Table 2). In addition, it paid special attention to the poor and marginalized communities in the cities because of their higher vulnerability to climate risks and hazards and lower adaptive capacities. The emergence of the COVID-19 pandemic in 2020 highlighted the need to focus on urban areas as they were more vulnerable to the pandemic due to denser populations and higher concentration of assets.

[4] Pretorius, O.R., Drewes, J.E., & Gumbo, T. (2022). Evidence to Inform Resilience Policy in the SADC: Current Limitations and Future Research Areas. World , 3, 449–469. https://doi.org/10.3390/world3030024

Figure 1: Project implementing countries

Table 2: Climate change risks and hazards in participating cities

City challenges	Urban areas			
	Chokwe	**Moroni**	**Morondava**	**Zomba**
Climate-related hazards	Irregular rainfall and prone to droughts. Recurrent cyclones and flooding from the Limpopo River. Flood-induced displacements and deaths.	Volcanic eruptions, earthquakes, landslides. Heavy rains and flooding. Cholera and typhoid fever problems. Low climate change adaptation (CCA) and mitigation awareness.	Prone to cyclones, tropical storms, and flooding. Located below sea level. Flood-induced displacements and deaths. Lack of climate adaptation and resilience capacity.	Prone to cyclones, storms, and flooding. High deforestation of the surrounding area (80% of the population uses firewood and charcoal for cooking. Electricity is expensive and unreliable). Low CCA and mitigation awareness.
Concentration of people	55,000 residents. 60 % of the population is poor.[5]	Over 55,000 residents on 1,500 ha.[6]	About 88, 700 residents. 65 % of the population lives in sensitive areas.[7]	Over 156,000 residents. Many live in fragile/sensitive areas.[8]
Infrastructure and assets	The economic capital of Gaza Province Informal settlements dominate (4.3 % live in conventional houses)	Low infrastructure maintenance. Over 50 % are informal settlements. No sewerage, drainage, or wastewater treatment.	Poor drainage and sanitation infrastructure 45% are informal settlements.	Informal settlements (70 % of the population lacks infrastructure.) Inadequate roads and drainage
Urbanization rate	5 %[9]	3.3 %[10]	3.5 %[11]	3 %[12]
Capacity for risk-reduction and resilience building	Unplanned city development. Low economic diversification.	Unplanned city development.	Fast-paced unplanned urbanization. Low capacity to plan and implement risk reduction and CCA.	Weak urban governance and planning. Lack of financial resources and equipment.

[5] UN-Habitat. (2017). Building urban climate resilience in south-eastern Africa concept note (submitted to the Adaptation Fund).
[6] Ibid.
[7] UN-Habitat. (2017). Building urban climate resilience in south-eastern Africa concept note (submitted to the Adaptation Fund).
[8] Ibid.
[9] ANAMM (Mozambican Association of Municipalities) & World Bank (2009). Municipal Development in Mozambique. Lessons from the first decade.
[10] UN World Urban Population Prospects. (2023). Moroni population 2023. Retrieved from: https://worldpopulationreview.com/world-cities/moroni-population
[11] INSTAT (2020). Résultats Globaux Du Recensement Général De La Population Et De Lhabitation De 2018 De Madagascar.
[12] UN-Habitat. (2011). Malawi: Zomba urban profile.

The climate actions were designed with systems and equity-oriented mind considering the local, national and sub-regional concerns:

- Transboundary nature of the matters of concern.
- Experience sharing and cross-learning.
- Context-specific resilience building capacity and financing.
- Urban planning, development, and management that enables urban systems to increase capacities to absorb shocks and adapt to climate-related impacts.
- Climate-proof street layouts, waste management and drainage networks to draw away water during floods.
- Ecological infrastructure such as green spaces for community gatherings in case of disasters.
- Transport infrastructure and mobility for evacuating and delivering rapid assistance during disaster response and recovery.
- Diversified urban economies that can provide people with alternative jobs or sources of income to adapt to changing situations.

These context-informed needs informed the project objectives, intended outcomes and indicators. The CityRAP tool was particularly important in the identification of the 23 the city-level sub-projects. Its use enabled the participating cities to (i) identify risks, prioritize resilience actions and plan practical actions to progressively build urban resilience, (ii) mainstream gender consideration into city-level climate change plans and strategies, (iii) inform the development of simple, low-cost pilot and effective local solutions for creating climate-resilient settlements, covering areas such as sanitation, afforestation, and sustainable resettlement and reconstruction in flood-prone urban areas.

1.2.2 Insights on climate resilience building

The project partners also drew on the insights from participatory resilience planning and climate adaptation initiatives that they and others had designed and/or implemented at different scales, which include:

- Inter- sectoral and transdisciplinary collaboration and cooperation in CCA planning and action, and building secure access to urban water, sanitation, transport, and housing infrastructure.[13]
- Regional transboundary co-learning, and implementation of policy frameworks and plans concerned with city planning, management, and financing urban growth.[14]
- Increasing the number of cities and human settlements adopting and implementing integrated policies and plans on urban CCA and resilience building (Sustainable Development Goal – SDG 11).
- Promoting mechanisms for raising capacity for effective climate change-related planning and management, focusing on women, youth, and local and marginalized communities (SDG 13).
- Improving the understanding of disaster risks, the strengthening of disaster risk governance, recognition of stakeholders and their roles, and constructing resilient infrastructure.[15]

[13] UN-Habitat. (2011). Malawi: Zomba urban profile.

[14] African Union Commission (AUC). (2015). Agenda 2063: Africa United in Action.

[15] UN. (2015). Sendai Framework for Disaster Risk Reduction (2015-2030).

- Prioritizing country-driven processes focused on the most vulnerable and least prepared to respond to climate change, and enable innovation, co-learning, sharing and scaling of lessons and innovation.[16]

These insights were primarily useful in shaping the project's approach, strategies and components.

1.2.3 Opportunities arising from the context

The project tapped into the following opportunities: (i) disaster risk management (DRM) policies and plans, (ii) competent and mandated regional and national organization, and (iii) existing resilience building good practice as outlined below.

DRM and related policies and plans: Project countries have DRM policies that are in line with respective national Environmental Policies. The national DRM policies provide for the (i) tackling of root causes of vulnerability to climate change impacts (including funding, institutional and community capacity), (ii) reduction of the impact of disasters, (iii) construction of climate-proof infrastructure, (iv) good land-use planning and management, (iv) development and implementation of lasting solutions to climate risks and disasters, (v) promotion of regional and international cooperation, and (vi) contribution to sustainable development. Each project city has a Resilience Action Plan to develop city-level adaptive capacity and empower urban communities to address climate risks and disasters. In addition, the Adaptation Fund's Environmental and Social Policy (ESP) and UN-Habitat's Environmental and Social Safeguards System (ESSS) provide guidelines for assessing and managing project environmental and social risks. The UN-Habitat's Project Management and Work Flow Policy and the Adaptation Fund's Gender Policy provide for gender-differentiated vulnerability analysis, and gender sensitive, responsive and transformative project-design and implementation. They view gender equality as part of a human-rights-based approach. This is in line with the Paris Agreement's global goal of "enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to contributing to sustainable development and ensuring an adequate response in the context of the temperature goal".[17]

These national policies, city resilience plans, funder and MIE policies formed the basis of legitimate project processes, outcomes and intended beneficiaries.

Organisational structures and mandates: The project could tap into several multi-level structures. For example, the UN-Habitat is mandated by the UN to promote socially and environmentally sustainable towns and cities towards adequate shelter for all and recognised as an international expert in DRR, sustainability and urban resilience. Oxfam is mandated to work with people and communities to build resilience, save and protect lives in times of crisis, and help people rebuild their livelihoods where they are affected by conflict and disaster; and tackle the inequalities that keep people poor and vulnerable. It has a good track record in climate resilience building in southern Africa through working with local government and communities. The SADC DRR Unit is mandated to coordinate and provide regional leadership on matters pertaining to DRR, mitigation, preparedness and related management

[16] Adaptation Fund. (2018). Medium-Term Strategy (2018-2022).
[17] Article 7, para. 1, of the Paris Agreement.

activities.[18] The Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR) was established in 2013 at the request of the four project countries to develop DRM, CCA and urban resilience and foster the development and dissemination of knowledge and solutions. DiMSUR consists of a Conference of Ministers from the four member states; the Executive Board from member states' DRM units, a representative from SADC DRR Unit, and stakeholders from the UN systems, academia and civil society; and Consultative Group of experts in urban resilience; and a secretariat. Each participating country has a DRM department or unit mandated to address national DRM, CCA and resilience issues.

These organisational structures and mandates and their associated strengths determined who was to be a project partner and the respective roles they would play in the project.

Existing good practices before the project: SADC and SADC member states are known for good policy and strategy development (but face challenges such as low capacities and lack of funding for implementation. UN-Habitat's good practices include (i) City Resilience Action Planning (CityRAP) tool which enables city authorities and communities of small to intermediate sized cities with lower capacities to jointly identify and plan actions that reduce climate risk and build urban resilience through developing a Resilience Framework for Action (RFA), (ii) mainstreaming gender consideration into city-level climate change plans and strategies, (ii) facilitating the development of simple, low-cost pilot and effective local solutions for creating climate-resilient settlements, (iii) participatory sanitation improvement and afforestation, and (iv) sustainable resettlement and reconstruction in flood-prone peri-urban areas. These good practices provided methodological resources for project design and implementation.

2. Project description

This section presents how the project partners utilised context-informed needs, regional and national policies and city resilience action plans, organisational mandates, and good practice to inform project (i) objectives, strategies, expected outputs, and expected outcomes; and (ii) implementation arrangements.

2.1 Project objectives, strategies expected outputs and outcomes

This project assists the four countries to build their urban resilience through a mix of (i) city-level sub-projects, (ii) national-level capacity-building, and (iii) regional experience and lessons sharing. Its objectives are:

1. To develop capacities and establish conditions to adapt to the adverse effects of climate change in vulnerable cities of Madagascar, Malawi, Mozambique, and the Union of Comoros.
2. To promote inter-country experience sharing and cross-fertilization regarding the adaptation to transboundary climate-related natural hazards and disseminate lessons learned for progressively building urban climate resilience in south-eastern Africa.

The project implementation strategies (components), expected outputs, and outcomes are shown in Table 3 below as stated in the project's logframe. The city-level sub-projects are shown in Figure 2

[18] It was a regional EE at the beginning of the project but subsequently decided to assume a lower partner role due to its capacity constraints.

below. The components, needs, priority sub-projects, expected outputs and outcomes were informed by context analysis and needs analysis.

Table 3: Project components and expected outputs and outcomes

Project Components	Expected Outcomes	Expected Outputs
1. Preparation, implementation and sustainable management of priority sub-projects at the city level	1. Municipal staff, communities and local stakeholders have successfully planned and implemented priority sub-projects for increasing the climate resilience of their city and have acquired the required capacity to manage and maintain the realised investments	1.1. Sub-projects implementation plans fully developed with communities and municipalities, including detailed engineering studies 1.2. Priority sub-projects are implemented in the four target cities mainly through community involvement as labour-intensive manpower 1.3. Municipal staff and community members mobilised, trained and equipped for ensuring the sustainable management and/or maintenance of the implemented priority sub-projects
2. Tools and guidelines development and training delivery at the national level	2. National governments have created enabling conditions for scaling up and replicating the same climate resilience approach in other urban settlements	2.1. National tools, guidelines, policies and/or legislation for promoting urban climate adaptation developed 2.2. National and local officers trained in urban climate adaptation techniques and approaches
3. Inter-country experience sharing, cross-fertilisation and dissemination of lessons learned at the regional level	3. Local and national governments of the 4 countries have learned from each other good urban climate adaptation practices and are better prepared to face common transboundary climate-related natural hazards	3.1. Lessons learned and best practices captured and disseminated through the SADC DRR Unit in partnership with DiMSUR as regional knowledge management platform 3.2. Cross-fertilisation activities among the participating countries are discussed and prepared 3.3. Regional workshops organized for experience sharing among the different countries, and participation to global events

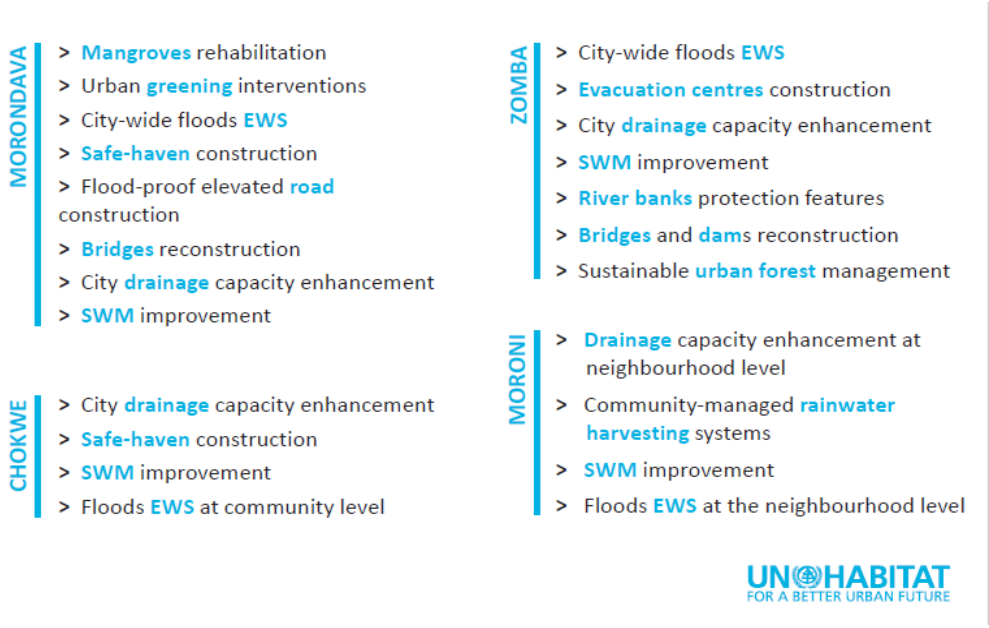

Figure 2: City-level priority sub-projects

Based on UN-Habitat's solution-oriented approach anchored in its core values of excellence, accountability, collaboration, efficiency and impact[19], the Building Urban Climate Resilience in South-Eastern Africa project seeks to contribute towards UN-Habitat's "Strengthened climate action and improved urban environment" domain of change (DoC). The project objectives and expected outcomes are in line with the following Adaptation Fund Results Framework outcomes: (i) strengthened institutional capacity to reduce risks associated with climate-induced socio-economic and environmental losses, (ii) strengthened awareness and ownership of adaptation and climate risk reduction, (iii) increased adaptive capacity within relevant development and natural resource sectors, (iv) increased ecosystem resilience in response to climate change and variability-induced stress, (v) improved policies and regulations that promote and enforce resilience measures" (because of the activities at the national-level), and (vi) support the development and diffusion of innovative adaptation practices, tools and technologies. The intended impact of the project is a measurable decline in losses of lives and livelihoods due to sudden onset disasters as well as a reduction of economic, physical, social, cultural and environmental damage in the assets of individuals, businesses, communities and countries in the region. The intended beneficiaries are approximately 350,000 people in the target cities.

2.2 Project implementation structures

The project implementation arrangements are mandate, partnership and strengths-based. Table 4 and Figure 3 below show project partners (the MIE and EEs) and their respective legitimate roles. In addition, three project-specific structures were established to facilitate project implementation at each level, namely: (i) City Project Teams (CPTs), (ii) National Project Coordination Teams (NPCTs), called a Project Technical Team in Malawi and (iii) regional Project Steering Committee (PSC).

[19] UN-Habitat. (2020). The Strategic Plan (2020-2023).

Table 4: Project partners' outcome responsibilities

Organisational structure	Component outcome responsibility
Municipalities of Moroni, Morondava, Chokwe, and Zomba and Oxfam with support from CPTs	Component 1: Municipal staff, communities and local stakeholders have successfully planned and implemented priority subprojects for increasing the climate resilience of their city and have acquired the required capacity to manage and maintain the realised investments.
National Disaster Management Units/Departments with support from NPCTs	Component 2: National governments have created enabling conditions for scaling up and replicating the same approach in other urban settlements.
DiMSUR and Oxfam[20]	Component 3: Local and national governments of the four countries have learned from each other good urban climate adaptation practices and are better prepared to face common transboundary climate-related natural hazards.
UN-Habitat	Components 1-3

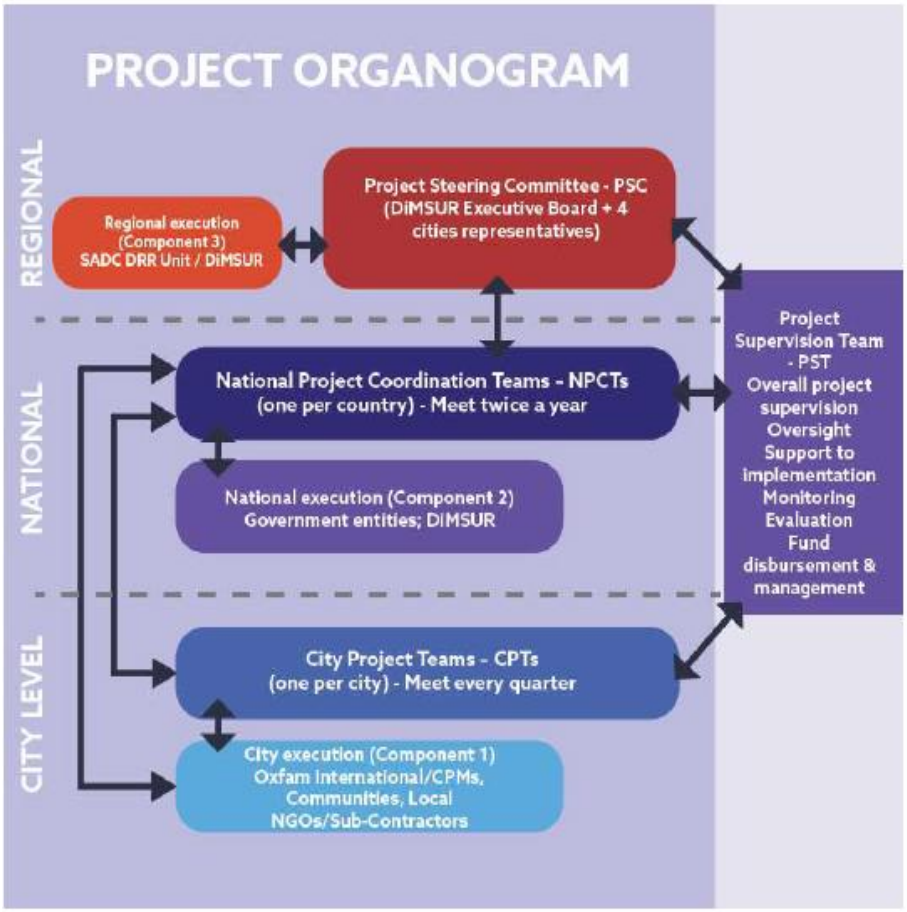

Figure 3: Project organogram

[20] In 2019 SADC DRR Unit requested to end its role as a regional EE due to capacity constraints. This was accepted and Oxfam replaced the Unit. However, the Unit provides support to DiMSUR and Oxfam where possible. Oxfam is currently receiving and managing funds under component 3 as DiMSUR does not yet have the necessary systems in place. DiMSUR is expected to be ready to receive funds in the 4th year of the project.

2.3 Reconstructed project theory of change

The reconstructed Building Urban Climate Resilience in SEA project theory of change (ToC) diagram below it (Figure 4) builds on project description above. The ToC also shows how the project responds to local, national and regional contexts, and global instruments such as SDGs (especially 11 and 13) and the Sendai Framework. The ToC describes the process through which change comes about, focusing on the *context* from where challenges to be addressed arise, *assumptions* about how the change will happen, and change processes at outcomes and higher levels of change. But, to understand change processes, it is also essential to outline the project *structures/partners, activities, inputs, and outputs of* an intervention, which contribute to the desired change – the theory of action (ToA). Consequently, Figure 4 below, combines the ToC and ToA to make the project partners (see Table 3 and Figures 1 & 3), inputs and activities visible as well as reveal the project's direct spheres of control and influence respectively. Each project city implemented different combinations of climate **actions** under Component 1 using an integrated thematic area approach to bring about holistic change.

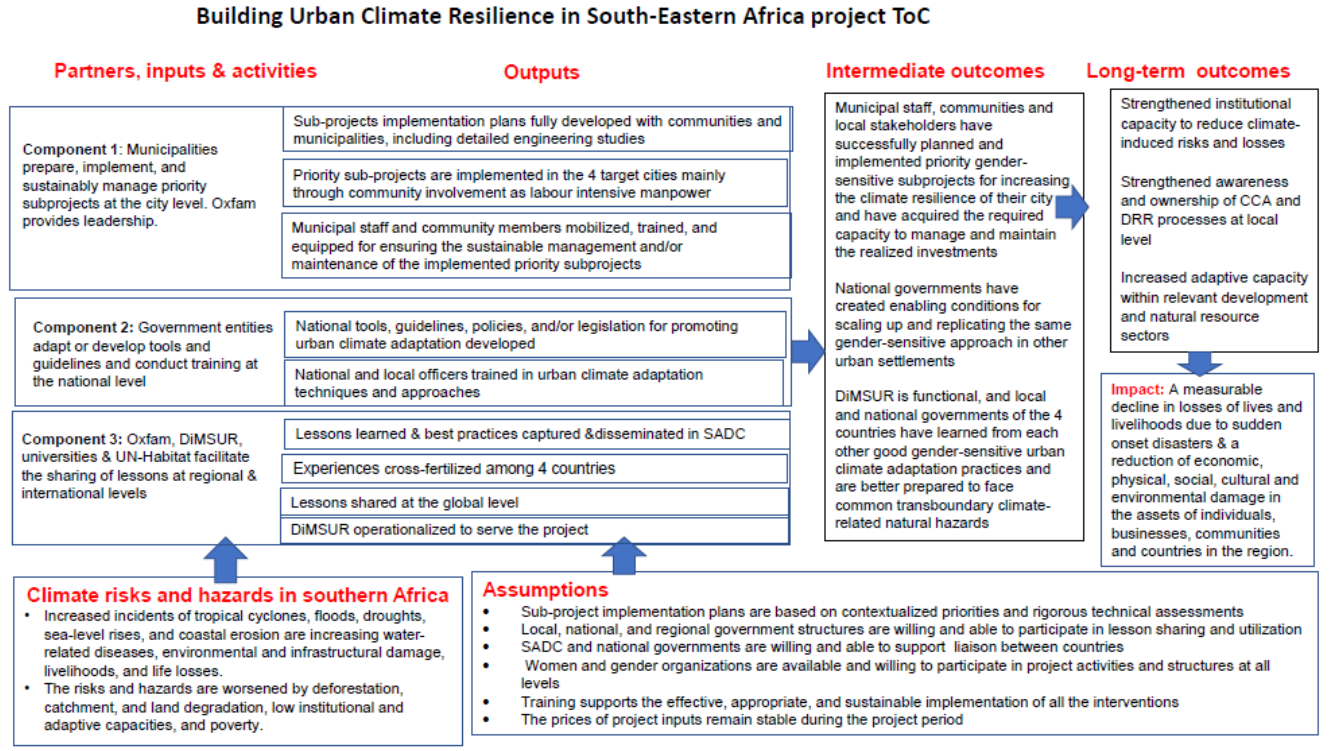

Figure 4: Reconstructed project ToC

The narrative of the project ToC may be summarised as follows:
Component 1: When municipalities work with local communities and stakeholders to understand and identify priority CCA and DRR issues and co-develop strategies to address them and acquire capacities and resources to implement priority projects, they become better able to implement appropriate solutions effectively. This will result in good adaptation practices, local ownership of CCA and DRR processes, improved adaptation of urban communities and infrastructure to climate change, and

enhanced protection of ecological assets in and around urban areas. This would contribute to strengthened climate action and improved urban environment.

Component 2: When the relevant national entities acquire the necessary CCA and DRR planning skills, they become better able to develop/adapt appropriate national research and planning tools and guidelines for urban resilience building in line with national policies and legislation. This in turn creates enabling conditions for designing and implementing CCA and DRR projects in all urban areas of the country. At the same time, it enables country-level sharing of lessons and experiences and the scaling up and replication of good practices across the country. Consequently, DRR organizational structures become stronger and more effective and better strengthened climate action and improved urban environment.

Component 3: When DiMSUR is operationalized and works with Oxfam and UN-Habitat to jointly facilitate the national and city-level experience, lessons and best practices sharing at the regional level using appropriate forums, they would enable the participating cities and countries to implement more effectively and open avenues for replication and proliferation of the approach to other countries/ cities through DiMSUR. This, in turn, would contribute to strengthened climate action and improved urban environments beyond the project.

3. Purpose, objectives, and scope of the evaluation

The preceding sections (1-2) provide details of the project to be evaluated – the evaluand. This section outlines the intention and scope (geographic, thematic, and temporal) of the evaluation, based on the terms of reference. The evaluation is mid-term and therefore formative.

3.1 Evaluation purpose and objectives

The MTE purpose was to conduct a forward-looking assessment of the project, focusing on project design and implementation mechanisms, challenges, and opportunities, achievement, and lessons. The mechanisms consist of project implementation organisations and associated strategies and activities. The lessons sought were project-based insights on what works in what contexts and to what effect. Based on the findings, the evaluation was tasked to provide recommendations on how the UN-Habitat and EEs could improve the project in the remaining period of its lifecycle. The specific evaluation objectives, which cover four main areas (a-d below), were to assess/identify:

a. Project achievements

i. Whether the project performance is on track in terms of implementation progress towards the achievement of the expected results at *output and outcome levels*.

ii. The relevance and coherence, effectiveness, efficiency, and sustainability outlook of the project in developing capacities and establishing conditions to adapt to the adverse effects of climate change in the four target cities, and in promoting inter-country experience sharing and cross-fertilization.

b. Project design and implementation mechanisms

iii. The planning, quality of implementation, adequacy of resources, financial management/feasibility, working arrangements, and how these may impact the project's effectiveness.

iv. How cross-cutting issues such as gender equality, human rights, youth, and social and environmental safeguards are being integrated into the project.

v. The M&E framework implementation and identify any needed improvements about the assumptions made during the preparation phase against current conditions to link the indicators more closely to the project objectives.

vi. How the visibility mechanisms put in place are functioning and how they can be further developed to promote building urban climate resilience and the project itself.

c. Challenges and opportunities

vii. What were the effects of COVID-19 on project implementation and achievements?

viii. Identify (other) problems or challenges *and opportunities* affecting the achievement of the objectives, and corrective actions required if any.

d. Lessons and recommendations

ix. Take into consideration differentiated rates of delivery amongst the four cities and the four countries and make recommendations for how they can support each other better during the remaining project timeline and through using DiMSUR.

x. Identify areas of improvement, lessons, and proposal forward-looking recommend strategic, programmatic and management considerations to improve performance for the remaining period of the project.

3.2 Evaluation scope

The thematic scope of the evaluation is covered by its purpose, objectives, criteria and questions. Geographically the evaluation covers all four countries. The criteria – the kinds of results that matter to the project – were specified in the terms of reference as relevance and coherence, effectiveness, efficiency, sustainability, and cross-cutting issues (presented as equity below). Two criteria were added based on the project focus and objectives of the evaluation, the new Adaptation Fund Policy, and approval by the ERF. *Adaptive management* is implied in the purpose and objective to learn from project experience while *human and ecological sustainability and security* is implied in project focus. Each evaluation criterion is linked to the appropriate overarching question below:

- *Relevance and coherence:* Are the project's adopted strategies pertaining to each component and overall objective still valid?
- *Effectiveness, equity, and human and ecological sustainability and security:* Is the delivery of activities and outputs contributing to the achievement of the results and overall objective?
- *Efficiency:* What is the efficiency of the project implementation to date?
- *Effectiveness and efficiency:* What are critical gaps with respect to the delivery of the project?
- *Adaptive management:* What lessons have been learnt?

- *Adaptive management and sustainability:* What are the recommendations for improvement?

The temporal scope of the evaluation is June 2020 to January 2023, covering 2.5 years of the four years of project implementation, mindful of the COVID-19 induced project implementation disruptions.

4. Evaluation approach and methodology

The evaluation approach was inclusive, participatory, utilization-oriented and gender-sensitive. Its approach was:

- *utilization-focused* to ensure that evaluation findings, lessons, and recommendations are drawn from project participants, address their needs, and enhance the potential for the utilization of evaluation products,[21]
- *ToC-informed t*o show main causal pathways of change, [22]
- *ToA-informed* to shed light on the project delivery model, and its contribution to intended changes, [23] and
- *Process tracing-informed to* reveal how contexts interact with mechanisms to produce outcomes in and across project contexts.[24]

The methodology was deductive to test the theory of change; inductive, to enable the use of evaluation data to reformulate the theory of change, improve the pathways of change and generate insights; and abductive to make recommendations for the adaptive management of the project. Sampling was purposive and stratified to ensure the participation of different stakeholders in the evaluation, in consistence with the approach.

4.1 Evaluation process

The evaluation was conducted by an external, independent evaluator; guided by the ERG; and managed by the UN-Habitat Evaluation Unit. It was spread over two months from 20 December 2022 to 23 February 2023.

4.1.1 Data generation

Based on the above-described approach and methodology, the evaluator used the following multi-data sources and mixed methods for triangulation and rigour:

a. Analysed all available project and project-related documents, which include the following: project proposal, results framework, Adaptation Fund Mid-term Strategy (2018-2022), UN-Habitat's Strategic Plan (2020-2023), Adaptation Fund Evaluation Framework (2012), UN-Habitat Evaluation Policy (2013), UNEG Norms and Standards for Evaluation (2017), sub-project plans, progress reports at city, national and sub-regional levels, and project meeting and workshop reports.
b. Conducted key informant interviews (KIIs) with project stakeholders at sub-regional, national (4 countries) and city levels (4 cities), covering all three project components. The interviews were

[21] Patton, M. Q. (1997). Utilization-focused evaluation (3rd ed.). Sage Publications: Thousand Oaks, USA.

[22] Tyrrel, l. (2019). Theory of Change and Theory of Action: What's the difference and why does it matter? Retrieved from: https://abtgovernance.com/2019/07/19/theory-of-change-and-theory-of-action-whats-the-difference-and-why-does-it-matter/

[23] Rogers, P. (2014). Theory of Change, Methodological Briefs: Impact Evaluation 2, UNICEF Office of Research, Florence.

[24] Beach, D. & Pedersen, R.B. (2013). *Process-Tracing Methods: Foundations and Guidelines.* University of Michigan Press: Michigan, USA.

based on a guide that was reviewed and approved by the ERF, which also provided the list of KIIs based on agreed criteria.

c. Administered questionnaires to which project EEs responded at the regional (1) and city levels (4), and UN-Habitat responded at national level as the NMPs.
d. The ERG reviewed evaluation tools, the draft evaluation report, and provided additional evaluation information where there was a need.

Table 5 below summarises evaluation participants (key informants, respondents and ERG members) by component, level of operation, and gender. Of the 45 people participated in the evaluation, 31 % were women.

Table 5: Summary of evaluation participants

Stakeholders	Component & level	Gender								Sub-totals	
	1: City-level	Moroni		Morondava		Zomba		Chokwe		M	F
		M	F	M	F	M	F	M	F		
Municipality		2	1	2	1	1	1	4	1	9	4
Oxfam		0	1	1	1	1	0	2	0	4	2
	2: National	Comoros		Madagascar		Malawi		Mozambique			
Government		2	0	4	2	1	0	2	0	9	2
UN-Habitat		1	0	0	1	1	0	0	1	2	2
	3: Regional										
DiMSUR										2	0
Oxfam										0	2
	All components and levels										
UN-Habitat										5	2
Sub-totals										**31**	**14**
Total										**45**	

4.1.2 Data analysis methods and report-writing

The evaluator analysed the data deductively and inductively against project objectives, components, implementation mechanisms, outputs, outcomes and lessons learnt in response to evaluation questions and criteria. He analysed it abductively for lessons learnt and recommendations. The analysis was anchored on (i) human rights and gender equality, (ii) evaluator ethics, independence, professionalism, and impartiality, (iii) contribution to the project's MIE and EEs' accountability and learning, and (iv) contribution to SDGs. The data was used to produce a draft MTE report based on an ERG-approved evaluation report structure and to meet the credibility and utilization requirements of the evaluation. The draft MTE report was reviewed by the seven-member ERG team who provided written and oral feedback. The evaluator incorporated and produced a final draft MTE report that was endorsed by the ERG, and approved by the UN-Habitat Evaluation Unit.

4.2 Key evaluation questions, methods, data sources and judgement criteria

Table 6 below shows the link between evaluation questions, criteria, data collection methods and sources.

Table 6: Evaluation matrix

Overarching evaluation questions	Evaluation criteria	Evaluation methods	Data sources
Are the project's adopted strategies pertaining to each component and overall objective still valid?	• Relevance • Coherence	• Document analysis • Key informant interviews • Review & feedback meetings	• Project documents • MIE and EEs[25] • ERG
Is the delivery of activities and outputs contributing to the achievement of the results and overall objective?	• Effectiveness • Equity • Human and ecological sustainability and security	• Key informant interviews • Questionnaires • Review & feedback meetings	• MIE and EEs • Partner municipalities • ERG
What is the efficiency of the project implementation to date?	• Efficiency	• Key informant interviews • Questionnaires • Review & feedback meetings	• MIE and EEs • Partner municipalities • ERG
What are the critical gaps with respect to the delivery of the project?	• Effectiveness • Coherence • Efficiency • Equity	• Key informant interviews • Questionnaires • Review & feedback meetings	• MIE and EEs • ERG
What lessons have been learnt?	• Adaptive management • Sustainability	• Key informant interviews • Questionnaires • Review & feedback meetings	• MIE and EEs • Partner municipalities • ERG
What are recommendations for improvement?	• Adaptive management • Sustainability • Equity	• Key informant interviews • Questionnaires • Review & feedback meetings	• MIE and EEs • ERG

[25] Focusing on project teams, and management teams in all cases.

4.3 Stakeholder mapping

A stakeholder map below (Figure 5) shows who is involved in the project, and the associated key activities, and how the stakeholders are connected. The map also suggests who could participate and why.

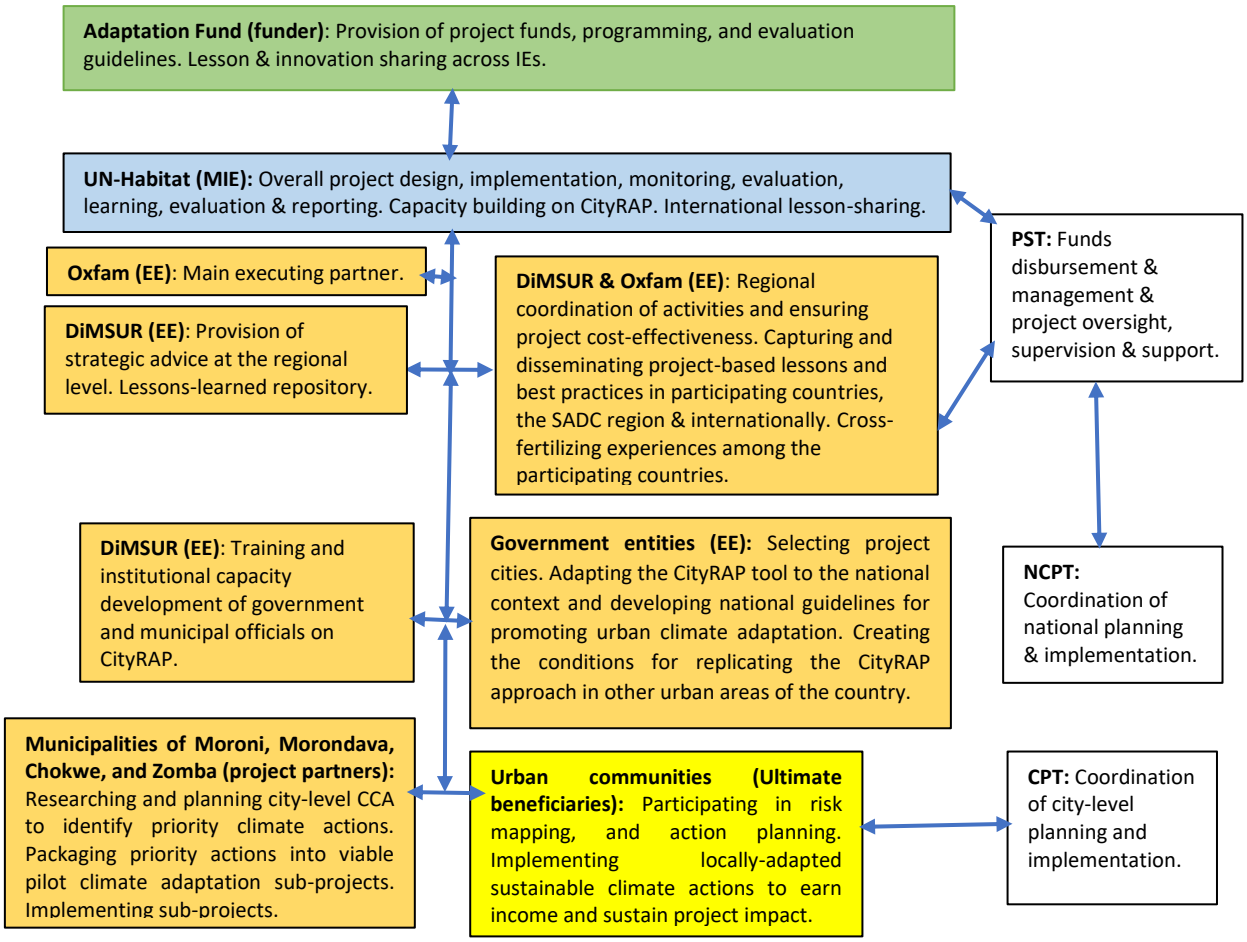

Figure 5: Project stakeholder map

4.4 Evaluation phases

The evaluation process was spread over two months, from mid-December to the third week of February. The phases of the evaluation were as follows:

1. **Inception (20 December to 9 January):** The ERG oriented the evaluator to the assignment through a kick-start meeting and subsequent email communication. The evaluator conducted the initial document analysis and produced a draft inception report, which was reviewed by the ERG. The evaluator incorporated the ERG's comments and produced a final inception report and evaluation tools that were approved by the ERG.
2. **Fieldwork (10 to 31 January):** The ERG assisted the evaluator to identify interview participants, and informed the participants about the proposed dates and times for interviews and responding to the questionnaires. Some interview dates were negotiated and the schedule was revised. The evaluator conducted a detailed desk review and conducted interviews.

3. **Data analysis and report-writing (1 to 23 February)**: The evaluator analysed evaluation data based on desk review, interviews and questionnaire responses. He drafted an MTE evaluation report, which was reviewed by the ERG. The ERG provided written comments, and subsequently provided oral comments during a meeting with the evaluator. The evaluator incorporated the comments and produced a final draft report that was endorsed by the ERG and approved by UN-Habitat.

4.5 Methodological limitations

The main methodological limitation was the insufficient evaluation budget to allow for field visits and associated face-to-face meetings. This pitfall was addressed through (i) online focus groups to fill out and agree on questionnaire responses, and (ii) data triangulation by evaluation theories and data collection methods. The evaluator's inability to communicate in French, the main language in the Comoros and Madagascar and Portuguese, which is the main languages in Mozambique was a potential limitation. This was addressed by sharing the evaluation tools in advance to enable translation to be done before interviews and through interpretation/translation during group interviews.

5. Evaluation findings

The evaluation findings addressed the detailed evaluation questions concerned with project results, design, implementation mechanisms, challenges and opportunities. Conclusions on these findings are based on four of the six overarching evaluation questions and associated DAC criteria. The next sections focus on lessons learnt, and recommendations, respectively. More specifically, the findings assess, identify and/or analyse:

a. **Project achievements:** Project achievements against planned outputs, outcomes and timeframes.
b. **Project design and implementation mechanisms:** The (i) quality of planning and implementation, (ii) adequacy and efficiency of human and financial resources, (iii) effectiveness of working arrangements at the different project levels and sites. The integration of cross-cutting issues (CCIs) such as gender equality, human rights, youth, and social and environmental safeguards. The (i) implementation of the M&E framework, (ii) suitability and adequacy of indicators, and (iii) relevance and adequacy of project assumptions. The visibility mechanisms to promote the building urban climate resilience and the project itself.
c. **Enablers and constraints:** The effects of (i) COVID-19, and (ii) other challenges and opportunities on project implementation and achievements.
d. **Conclusion on findings:** The project (i) *relevance and coherence:* Are the project's adopted strategies pertaining to each component and overall objective still valid? (ii) *effectiveness, equity, and human and ecological sustainability and security:* Is the delivery of the activities and outputs contributing to the achievement of the results and overall objective? (iii) *efficiency:* What is the efficiency of the project implementation to date? (iv) e*ffectiveness and efficiency:* What are critical gaps with respect to the delivery of the project?

5.1 Project achievements at outcome and output levels

The achievements are described in terms of both outcomes and outputs against planned timeframes to reveal both effectiveness and efficiency. The levels of progress to achieve outcomes and outputs are presented in the Table 7 below, using different colour codes to show the likelihood that they will be achieved on time:

- green = on track to be achieved.
- yellow = progressing and may need project extension to be achieved.
- red = off-track, and not on target to be achieved.

Table 7: Levels of achievement against project outcomes and outputs

Expected outputs	**Status**			
Cities	Cho	Mrv	Mrn	Zom
*Component 1 expected outcome: Municipal staff, communities and local stakeholders have successfully planned and implemented priority **gender-sensitive** sub-projects for increasing the climate resilience of their city, and have acquired the required capacity to manage and maintain the realized investments*				
1.1 Sub-projects implementation plans developed with communities and municipalities, including detailed engineering studies				
1.2 Priority sub-projects are implemented in the four target cities mainly through **gender-sensitive** community involvement as labour-intensive manpower				
1.3 Municipal staff and community members mobilised, trained and equipped for ensuring the **gender-sensitive** sustainable management and/or maintenance of the implemented priority sub-projects				
Countries	Moz	Mdg	Com	Mal
*Component 2 expected outcome: National governments have created institutional arrangements and processes for scaling up and replicating the **gender-sensitive** climate resilience approach in other urban settlements*				
2.1: National tools/guidelines/policies/ legislation for promoting **gender-sensitive** urban climate resilience are developed and adopted				
2.2: National and local officers (both men and women) are trained in urban climate adaptation techniques and approaches and have increased their understanding of the importance of **gender-sensitive** climate resilience measures/approaches				
*Component 3 expected outcome: **DiMSUR functioning as an intergovernmental technical centre facilitating intra-regional sustainable urban resilience experience and lesson sharing in the project**[26], and local and national governments of the 4 countries have learned from each other good **gender-sensitive** urban climate adaptation practices and are better prepared to face common transboundary climate-related natural hazards*				
3.1: Lessons learned and best practices on gender-sensitive climate resilience are captured and disseminated through the **Oxfam**[27] in partnership with DiMSUR as regional knowledge management platform				
3.2 Cross-fertilization activities among the participating countries are discussed and prepared and space is specifically allocated for the sharing of gender and climate change issues				
3.3 Regional workshops for sharing of experience on gender-sensitive climate resilience are organized among the different countries and participation in global events				
3.4 DiMSUR operationalized to facilitate intra-regional experience and lesson sharing on gender-sensitive DRM and urban resilience-building practices				

[26] This is part of Component 3 outcome has been added based on the findings of this MTE.

[27] Oxfam replaced SADC DRR Unit following negotiations between it and UN-Habitat; and the Adaptation Fund.

5.1.1 Progress against outcomes

The evaluation evaluated the project against the expected outcomes (intermediate outcomes in the ToC), and established the following levels of achievement:[28]

a. Component 1 outcome, *Municipal staff, communities and local stakeholders have successfully planned and implemented **gender-sensitive** priority subprojects for increasing the climate resilience of their city and have acquired the required capacity to manage and maintain the realized investments,* has been partly achieved. It is likely to be achieved if the project period is extended. Inclusive sub-project planning has been completed but the 23 city sub-projects are in various stages of completion, mostly in progress. In addition, the evaluation established that sub-project implementation has built good working relationships between city stakeholders (municipality and communities) and ensured youth and women's participation and leadership in sub-projects and this resulted in increased adaptive capacity of the city and its population.

b. Component 2 outcome, *National governments have created enabling conditions for scaling up and replicating the same **gender-sensitive** approach in other urban settlements,* has been partly achieved. It is likely to be achieved if the project period is extended. Comoros, Madagascar and Malawi developed national tools and guidelines to inform urban building resilience and have almost completed this. In Mozambique has focused on supporting the of the environmental law to incorporate urban resilience that was missing in the legislation. The review was completed by the revised law is not yet approved. However, it has not yet developed an Urban DRM Decree and national guidelines, which are part of its plan. This expanded scope of Mozambique's work under this component means that it will not be able to complete all the planned activities within the project period. All four countries are ready to start municipal capacity development.

c. Component 3 outcome, *A functional DiMSUR,[29] and local and national governments of the 4 countries have learned from each other good **gender-sensitive** urban climate adaptation practices and are better prepared to face common transboundary climate-related natural hazards,* is likely to be achieved if the project period is extended. DiMSUR now employs a dynamic Director and competent staff, has a functional multi-stakeholder Board and a bank account, is recognized by SADC, and has entered into cooperation agreements with several strategic and reputable organizations. These include the United Nations Development Programme (UNDP), United Nations Office for Disaster Risk Reduction (UNDRR), and Asian Disaster Preparedness Centre (ADPC). DiMSUR has created a repository of information for lesson sharing on DRM and urban resilience-building and facilitated initial experience sharing and cross-fertilization of project experiences between participating cities and countries. As part of this, it is promoting a platform called XIPEFO that is a repository of information where the DiMSUR member countries can store and exchange the DRM and CCA information that they have been collecting for years. The participating national EEs have found experience-sharing useful for learning from what and how others are implementing their activities. This lays the foundation for further mutual co-learning and contribution towards replication of good practice and lessons learnt and for impact sustainability in and beyond SEA.

[28] Gender-sensitive has been added to each outcome consistent with the expected outcomes as explained in the logframe.

[29] This part of Component 3 outcome has been added based on the findings of this MTE.

5.1.2 Achievements against outputs

The evaluation reveals that three of the nine outputs are on track and the rest are progressing to be achieved if the project period is extended. They serve as framework or mechanisms for the generation of the rest of the project outputs and lie at the beginning of the ToA. The outputs that have been achieved below relate to components, 1, 2 and 3 respectively:

(i) Twenty-one of the expected 23 (91 %) sub-projects implementation plans have been developed with communities and municipalities, based on detailed technical assessments. Morondava is the one that has not yet developed the two remaining plans. The sub-projects are based on an integrated thematic area approach to address urban hazards holistically.

(ii) All the national/guidelines/policies/laws for promoting **gender-sensitive** urban climate resilience have been developed. They guided the design of sub-project implementation plans and informed the development of training courses at both national and local levels, making them more context-responsive. However, the environmental law developed in Mozambique is yet to be adopted as this kind of process is inherently more complex and takes more time than the project timeframe and/or developing tools and guidelines. Mozambique is the most advanced in the training of city stakeholders and has trained 50 people from the central region cities of the country.

(iii) DiMSUR has been operationalized to facilitate the intra-regional experience and lesson sharing on gender-sensitive DRM and urban resilience-building practices. This has enabled DiMSUR to become a repository of project information that will be used for lesson learning and scaling.

The implementation of sub-projects (Component 1) is at various stages of development. This is to be expected because sub-projects are targeted be 50 % complete at the end of 36 months. However, the project stakeholders prefer to complete them sooner to enable them to identify and share potentially 'conclusive' lessons. All in all, 30 % of the sub-projects have already been completed. The evaluation established that:

- In Zomba, three of the seven sub-projects have been completed: two of the 4 drainages systems have been completed. The bridge and evacuation centres are at 70 % and 60% completion respectively. The construction of two drainage systems and a dam has not yet commenced. Three-quarters of the targeted communities have participated in project implementation. Zomba conducted training in reforestation and afforestation. About 30 % of the community members who participated in the project are women. The project's phased approach to funding disbursement and the complex disbursement requirements disrupted smooth implementation.

- In Chokwe, one sub-project (on EWS) has been completed and is benefiting nearly 40,000 people. The construction of the remaining three sub-projects was estimated to be at 40 % completion. The training on EWS had been conducted. Women and youth participation has ranged from 37 % to 59 %. Under-budgeting, the time it took to modify project designs, delays in the disbursement of funds to pay contractors and a lack of the local market to supply goods in time have constrained timely project implementation. Other delays have been caused by the phased approach to fund disbursement and a dearth of qualified contractors in the country.

- In Morondava, two of the eight sub-projects have been completed: the construction of a multipurpose safe haven and the rehabilitation of a drainage system. The safe haven, which can accommodate 200 people was utilised by over 200 people during the January 2023 Cheneso Cyclone. Four sub-projects are between 10 % and 28 % complete, and two have not yet been started. Community-level training has been conducted. Women and youth participation in training and project implementation has ranged between 50 % and 60 %. Delays in the implementation of some sub-projects were caused by repeated failures to find the right contractors and changes in municipality personnel.

- In Moroni, community capacity development on drainage has been conducted for 106 community members and one drainage system has reached 15 % completion. Water harvesting has been implemented at two sites and has reached 35 % completion. The sub-projects on floods EWS and solid waste management (SWM) have not yet commenced. But SWM training has been conducted. Women's participation in different project activities has ranged from 38 % to 50 %. As in Morondava, project implementation has been delayed by the delayed start of the project and changes in municipal staff. In addition, Moroni's municipality is relatively new and lacks institutional capacity.

Component 3 outputs are dependent on the implementation of components 1 and 2 activities. The delays in the implementation and completion of the activities are therefore the main reasons behind the slow identification and sharing on experiences. The main achievement that has been partially achieved is the holding of the two planned experience-sharing workshops for the period under review. Experience sharing has also taken place through the sharing of project reports.

5.2 Project constraints and enablers

The project constraints explain the main reasons behind project effectiveness and efficiency challenges, which lie behind the achievements that are in progress and/or off-track. The project enablers on the other hand explain why, despite these constraints, some achievements are on course and/or likely to be realised despite the constraints.

5.2.1 Project constraints

The project has been constrained by the combined effects of the (i) time lag between the project proposal approval and its beginning, (ii) under-budgeting, (iii) increased costs of project inputs, (iv) inadequate human resources, (v) limiting funding conditions, (vi) minimal visibility structures and activities, (vi) inequitable participation of women, and (vi) COVID-19. The effects have been as follows:

Long time lag between proposal approval and project launch: The long-time lag between project approval and the start of the project negatively impacted on the effectiveness and efficiency of implementing the entire project. During this intervening period: (i) the increased cost of project inputs arising from currency devaluation and inflation, (ii) some identified priority sub-projects were implemented by other stakeholders, (iii) relevant new national policies and strategies that the project has to abide by were developed, (iv) some community members who had participated in the consultation processes had moved to other areas and new community members needed to be oriented to the project.

Under-budgeting: The project is ambitious but under-budgeted. This was worsened by the Adaptation Fund conditions for not exceeding 18 % of the budget and an increase in UN staff salaries during the period between project approval and implementation. This in turn has resulted in challenges associated with inadequate funds for travel, coordination and management (lean staff), communication, and evaluation. For example, Table 8 shows that four national project managers (NPMs) were allocated US$620,000 over 4 years. This translates to US$2,500 per NPM per year. There was no provision for monitoring funds at national and city levels. The UN-Habitat budget for monitoring the project translates to US$5,378 per year. Evaluation has been underbudgeted too, at US$15,000 per evaluation (Mid-term and Final), the UN-Habitat Evaluation Unit internal levy absorbs some of this budget. There is no budget for communication, which is essential for project visibility. Infrastructure projects have also been affected by under budgeting as demonstrated by the modification of city sub-projects to align them with the available budget. There is a need to revisit the budget and negotiate what is feasible to achieve within it; and how much needs to be raised and from where.

Table 8: Project management and execution budget

Project component	Type of cost	Budget allocated
Project execution costs (9.5 % of the overall budget)	Project Manager (P3 level / 75% staff time)	$400,000
	National Project Managers (NPMs)	$620,000
	Travel for project execution purposes (PM and so on)	$40,000
	Mid-term evaluation	$15,000
	Final Evaluation of the project	$15,000
	Misc/operational/other costs for NPMs	$29,252
Sub-total		**$1,119,252**
Project cycle management (8.5 of the overall budget)	Senior Human Settlements Officer (P5 level / 5% staff time)	$40,000
	Project Assistant and KM expert (NO-B level/50% staff time)	$132,000
	Travel for monitoring/oversight missions	$21,512
	Project Support Costs = 7% of Total Project Costs	$903,060
Sub-total		**$1,096,572**
Total		**$2,215,824**

Increased cost of project inputs and slow disbursement of funds: The resultant budgetary constraints have been worsened by the subsequent Russian war in Ukraine, which has pushed fuel prices up. This also triggered price increases in cement and transport costs, which are a big part of infrastructure development costs. Currency devaluation in Malawi increased the cost of implementing all projects in the country. These constraints were worsened by the phased and slow disbursement of funds from donor to UN Habitat, from UN Habitat to Oxfam Italy, from Oxfam Italy to Oxfam in the countries and DiMSUR, each level with its own procedures and time requirements. All the countries and cities had to reach a certain level of completion before subsequent disbursements could be made. This meant that the more efficient implementers and those implementing complex sub-projects were disadvantaged. The project responded to budgetary constraints by modifying the size and cost of infrastructure projects and is considering focusing on the sub-projects that have been started and completed and raising additional funds.

Inadequate human resources and staff movement: Table 8 above shows that project staffing was constrained by the budget. In particular, it shows that the project covered 75 % of the manager's salary, and 50 % of the project assistant and knowledge management expert. The latter constrains information flow and communication. At the same time all the national structures are constrained to make quick project decisions by (i) the essential bureaucratic requirements, (ii) political sensitivities associated with their responsibilities in the project, (iii) inadequate staff numbers, and (iv) a relatively small coordination budget. Consequently, national governments have had to hire consultants to facilitate some of the component 2 activities. Inadequate human resources in the SADC DRR Unit have resulted in it pulling out of the role of being a regional EE and being replaced by Oxfam. This has resulted in the loss of project time. The project has no control or influence over most of these constraints. However, the project has some control and influence over expediting the process of putting DiMSUR in a position to mobilize resources and membership to increase its financial sustainability and ability to sustain project activities and impact beyond the project.

Limiting funding conditions: Project efficiency has been undermined by: (i) the need to develop two Agreements of Cooperation per country (8), (ii) the absence of a pre-financing policy, (iii) the requirement for the whole project to achieve a certain level of results before funds can be released (despite genuine reasons for delays in some countries such as the complexity of national activities in Mozambique, which is focusing on environmental law), and (iv) operating at multiple scales across countries that are far apart and use three different official languages without an adequate budget for operational costs. There is a need for the Adaptation Fund to simplify its proposal requirements while still maintaining robust processes and allocating more project management funds for regional interventions.

Minimal visibility mechanisms and commitments: While a communication strategy was defined from the beginning of the project by UN Habitat, and person was hired to promote the communication of the project as a whole, several visibility challenges are still being faced. The main constraints are a small communication budget, which undermines the implementation of visibility activities, translations into the three official languages of the four countries (English, French and Portuguese), and the development of communication products for the diverse audience. The main visibility activities include the DiMSUR website, regional and international workshops, and events; and Oxfam's social media, and quarterly newsletter (2nd issue coming out soon). Against this background, there is a need to conduct activities and produce visibility materials that are feasible within the limits of the budget and human resource capacity. These include newspaper articles that can be produced by external journalists, good practice and lessons learnt written and visual materials, and policy briefs at national and regional levels.

Inequitable women participation: Limited women's participation in hard sub-projects (e.g., bridges, safe havens, and drainage systems) because they are labour intensive and technical. Women's historically low access to education undermined their participation in technical projects and some leadership structures at all levels. Furthermore, the involvement of women's organizations in the city-level project has been generally low. The net effect of these constraints has been a general inability of the project to gender participation targets.

COVID-19: COVID-19 travel restrictions made face-to-face meetings impossible, and purchase of project inputs, and infrastructure construction was highly challenging for two years (2020 and 2021), which covers most of the project period under review. These constraints had a direct and significant effect on Component 1 activities, which has also delayed the generation of experience to share at the regional level. The project adapted to COVID-19 by adopting online meetings at the regional and national levels, and accelerating project implementation in the post-COVID period at the city level. Also, in line with Adaptation Fund COVID-19 Response Measures (2020), the project will need to consider seeking a no-cost extension beyond the standard six months.

5.2.2 Project enablers

Project implementation processes and emerging results have been enabled by the combined effects of the (i) supportive regional, national and local mandates and policies, (ii) supportive government (iii) rigorous project design and adaptive management, (iv) an integrated approach to project design and implementation, and adaptive budgeting. The enablers are elaborated below.

Policies, mandates and competencies: The project's MIE and EEs, who jointly designed and are implementing the project have the appropriate mandates to implement equity-driven urban resilience interventions at their respective levels. They also possess the necessary technical knowledge, social capital, and experience to do so. They have been guided by national policies and strategies on CCA, resilience building and gender. These policies enabled the project to implement the Adaptation Fund's cross-cutting issues of gender, human rights and environment; and to guide the development of national tools and guidelines.

Rigorous project design and adaptive management: The project partners used the CityRAP tool to conduct studies that informed project design. This increased the project's ability to align project activities that are relevant to regional, national, and city-level needs and aligned to the national policies and strategies, and city priorities in a context-specific and responsive manner. Good project design was supported by adaptive management, which was enabled by the establishment and utilization of the PSC, NCPTs, and CPTs for joint problem identification, solution development, and implementation. It enabled the project to draw on the distributed knowledge and experience of project partners to find solutions to project constraints outlined in the preceding sub-section. In addition, the project conducted team-building sessions involving the UN-Habitat, the MIE, and Oxfam, the lead EE to develop a common understanding of the project, and approach to project implementation. This was enabled by the regional project manager's high emotional and social intelligence manifested through patient and effective facilitation.

An integrated approach: The project responded to the complexity of addressing urban-resilience building challenges by adopting an integrated approach to project design and implementation. The integration had three dimensions: (i) thematic and areas approach, (ii) multi-scale approach, and (iii) combining soft and hard interventions. The integrated area approach entailed designing and implementing city sub-projects holistically so that they jointly contribute to an outcome in a particular area. For example, EWS were linked to safe havens, safe haven routes, drainage and bridge construction. The multi-scale approach entailed linking national policies to city sub-projects, and

feeding city sub-project experiences to national and regional knowledge systems and back. The project has been designed to combine capacity development, relationship building between government departments, municipalities and civil society on the one hand; and hard infrastructure development on the other.

Government participation and support: The decisions of regional, national and local government structures to participate in this project was a critical enabler because this, (i) made the project legitimate, (ii) helped the project to tap into the intellectual and political capitals of the public sector, (iii) increases the likelihood of the utilisation of project experiences and lessons in urban resilience. At SADC level, the SADC DRR Unit has continued to work in close collaboration with and support DiMSUR. Relevant government institutions and officials, including women in leadership positions, have been keen and able to participate/lead in urban resilience tools, guidelines, and legislation development.

Adaptive budgeting and implementation: Project implementation was also enabled by the project partners' approach to budgeting in the context of under-budgeting. The strategies that were employed include (i) modifying sub-projects and budgets to respond to budget sizes and inflation, (ii) early communication with the donor to request approval for changes in line with Adaptation Fund procedures, (iii) participatory planning and budgeting and request approval approach to address potential budget lines changes to generate collective understanding and ownership of project and budget changes. Project partners accelerated project implementation during the post-COVID era based on the understanding that they were now lagging behind.

5.3 Main explanations behind different city and country progress

Morondava and Moroni lag behind the other two cities because they started sub-project design and implementation later. This was caused by the long time it took for Oxfam to enter into an AoC with the relevant authorities as Oxfam had not operated in the two island states before. But it had operated in Mozambique and Malawi for longer and had established good relationships with the governments. In addition, municipalities are new (10 years old) structures in Comoros and in need of institutional capacity. Besides, Moroni mayors have been changed frequently (three times during the project) and Morondava municipality staff with a history of participating in the project were transferred. This meant that more time was needed to build relationships with the mayors.

Mozambique is lagging behind in terms of the **adoption** of the developed tools/guidelines/policies. This is to be expected because, while the other three countries focused on developing training tools and guidelines, Mozambique's intervention includes the revision of environmental law to include urban resilience building and the development of an Urban DRM Decree. Besides, national law and decrees, which are normative and more enduring than tools and guidelines, require more time as they are more complex to develop and adopt. At the same time, Mozambique is more advanced in terms of building synergies between the three project components. It has achieved this through (i) treating the national project manager as the project country leader and not merely as the Component 2 leader, and (ii) ensuring the participation of national structures in the CPT and the participation of municipal officials and DiMSUR in the NCPT.

5.4 Assumptions and the M & E framework

The assumptions and M & E framework guide the project monitoring, evaluation, learning and adaptive management and the effort required to implement them.

5.4.1 Project assumptions

The evaluation established that all the project assumptions are relevant, and all of them held true but to different degrees. But the assumptions are too many and difficult to monitor effectively and efficiently (Table 9). In addition, it appears necessary to add an assumption of project input costs as this has impacted project effectiveness significantly. Table 9 below shows the detailed assumptions, identified themes and the proposed synthesis of related assumptions. The reconstructed project ToC uses the proposed project assumptions.

Table 9: Assessment of project assumptions

Current project assumptions and identified themes	Proposed project assumptions
Government participation in knowledge and lesson sharing Countries are keen to share lessons and good practices and learn from each other Interest and availability of the Countries in being part of knowledge exchange Officials – especially female officials- are interested and are available in increasing knowledge and awareness on urban climate resilience tools/issues There is clarity on the process to follow, on the measures to taken and on the institutions and ministries to involve	Local, national, and regional government structures are willing and able to participate in knowledge, lesson sharing and utilization
Government support SADC provides support in liaising with the countries Countries are interested and able to support the mission	SADC and national governments are willing and able to support inter-country liaison
Women participation Women in leadership positions are able and interested in being involved in climate resilience decision-making. Women are available to take long-term commitments for ensuring the sustainability of the sub-projects. Women are able to commit themselves to contribute to the implementation of the sub-projects. Women are interested and have the skills and capacities for taking part in the design of the sub-project implementation plan. Relevant institutions – including the ones that deal with women and gender issues - have been identified	Women, female leaders, and gender organizations are available and willing to meaningfully and equitably participate in project activities and structures at all levels
Capacity development Training supports the effective, appropriate and sustainable implementation of the hard interventions	Training supports the effective, appropriate, and sustainable implementation of all the interventions
Technical assessments Designed sub-project implementation plans are fully based on technical assessments and adequately reflect community priorities/needs.	Sub-project implementation plans are based on contextualized priorities and rigorous technical assessments

Project costs	The cost of project inputs remains stable during the project period

5.4.2 M & E framework

The M & E framework is viewed as largely adequate to address the two project objectives. However, the evaluation also established that the outcome statements do not (i) include gender considerations, and (ii) the intention to operationalize DiMSUR to facilitate lesson learning. It also established that the output indicators are too many, and some of them are repetitive. There is also a need for adding (i) an output covering the operationalization of DiMSUR, and (ii) a visibility output at each level. Against this background the evaluation made all the outcomes gender-sensitives (in bold, see text in bold in Table 5). The streamlining of project indictors will need to be done through a participatory process involving project committees at each level.

5.5 Conclusions on findings

The conclusion on findings addresses both the evaluation criteria and the associated overarching questions.

5.5.1 Relevance and coherence

The project is relevant to the climate risks and hazards being faced in the SEA sub-region, and the specific countries and cities where it is being implemented. It is also aligned with the priorities and gaps in relevant SADC, and national DRM, Nationally Determined Contributions (NDCs), adaptation, gender and human rights policies and strategies, and city plans. Rigorous and participatory baseline studies and project planning processes coupled with an intimate knowledge of the project site enabled project relevance and have ensured the continued validity of the project's adopted objectives, components, and strategies. The two objectives and three components are complementary and are therefore coherent. In addition, the project is aware of and takes account of both previous and ongoing urban resilience-building initiatives in the region. The initiatives that the project is complementing or being complemented by include the:

- Swedish International Development Cooperation Agency's (SIDA) Nature-based Solutions and Ecosystem-based Adaptation project in Lilongwe and Zomba; and the United Nations Development Programme's (UNDP) emergency preparedness project being implemented in four cities, including Zomba.
- SIDA's Nature-based Solutions project, which included mangrove restoration in Morondava (ended in 2022).
- World Bank's post-cyclone housing reconstruction and DRM project, which addresses the legal framework in the country, and the capacity building of the central and local government in Comoros.
- UNDP's Ecosystem-based Adaptation UNDP project funded by GIZ, focusing on resilience capacity building in Mozambique.
- UNDP and GIZ's interest in co-financing smart urban resilience building in southern Africa and strengthening DiMSUR.

External project coherence is likely to contribute to the sustainability of the project's activities and impact.

5.5.2 Effectiveness

The project's implementation structures and processes (strategies and activities) are jointly contributing to the realization of the project outcomes. Appropriate project partner mandates, political support from government bodies, meaningful community participation in project processes, project partner capacities, and adaptive management capacities have enabled project effectiveness. The establishment and operationalization of multi-stakeholder project-specific structures (CPT, NCPT, and PSC) at city, country and regional levels to coordinate project implementation have been effective. They enabled the project stakeholder to review progress, identify challenges and develop solutions jointly. Community representation has been ensured at the city level. However, the project has not been as effective in ensuring (i) adequate and timely monitoring, (ii) timely two-way communication between

the country and city stakeholders, and (iii) project visibility. The **critical gaps** within the project are the lack of a pre-financing arrangement, inadequate budgets for sub-projects, staffing, monitoring, evaluation, and communication. These gaps have curtailed project management/execution capacity, co-learning in real-time, and the potential to influence urban resilience-building thinking.

5.4.3 Equity, and human and ecological sustainability and security (CCIs)

Gender equality and meaningful participation of the marginalized and climate-vulnerable communities, and diverse cultures and religions underpinned project design and guided project implementation. The project's expected outputs are gender-sensitive, and project assumptions include gender equality. Women's participation in sub-project implementation has been low in hard infrastructure development, which requires hard labour and technical skills. But it has been relatively high in soft interventions. Youth participation has been relatively high in hard infrastructure development and skilled tasks. The percentage of women participation in sub-project implementation (30 % to 60 %) exceeds the percentage of women with access to economic opportunities in the participating countries (16 % to 18 %). The project has employed a human rights-based approach by (i) obtaining the needs and perspectives of marginalized and vulnerable people to inform project interventions at city level, (ii) contributing to the participating communities' right to security and safety through infrastructure development, and (iii) observing the International Labour Organization's (ILO) labour standards in employing community men, women and youth. The nature of urban resilience-building interventions made them supportive of ecological sustainability and human security. For example, afforestation, reforestation, and mangrove protection are critical for ecosystem health and carbon sinking. Safe havens and routes, bridges, and water canals increase human security in the face of recurrent cyclones and floods. The project has also been laying the foundation to build capacity for DRM through developing national tools and guidelines for urban city resilience. The holding of a regional workshop to share urban resilience building experiences have contributed to the promotion of urban resilience building.

The evaluation also established that the risks concerning women participation and making interventions gender-sensitive have not been encountered. The risk concerning government officials being overwhelmed by other tasks has been encountered at national and regional levels. This has been partly addressed through hiring consultants at the national level, and through Oxfam taking on the SADC DRR Unit's leadership for Component 3. Delays in sharing experiences and organizing regional workshops have occurred not as a result of government bureaucracy as envisaged but as a result of the delayed start of project implementation. The risks that occurred but were not envisaged are (i) the Russian War in Ukraine and inflation in the participating countries, and (ii) underbudgeting, which are likely to cause the non-completion of some sub-project and create community disappointment.

5.4.4 Efficiency

The multi-level management structures (CPT, NCPT and PSC) are generally efficient in operating at the respective levels. However, efficiency has been constrained by (i) inadequate dedicated personnel for monitoring, knowledge management and communication, (ii) understaffed government departments, (iii) bureaucratic government decision-making, (iv) cumbersome process of securing several AoCs, (v)

the time lost between project approval and the transfer of funds and the resultant late start of the project, and (v) information flow procedures (e.g., from cities to Oxfam to UN-Habitat before reaching the national EEs). These constraints have delayed the progress of the project, and will delay the synthesis and sharing of lessons and good practice. The project has responded to these efficiency challenges through adaptive management: (i) modifying sub-projects to suit the budget provisions, (ii) making necessary budget adjustments within allowed ranges and activities, (iii) using local partner funds while waiting for project funds to arrive, and (iv) holding some meetings and the MTE online.

5.4.5 Adaptive management

The project partners have demonstrated an ability to learn and improve project design and implementation to respond to changing circumstances. For example, they have (i) modified sub-projects and sought the Adaptation Fund approval in response to budget provisions, (ii) replaced the SADC DRR Unit with Oxfam as the lead for Component 3 when the former faced human resource constraints, (iii) used local partner funds while waiting for project funds to arrive, (iv) held some regional and national meetings online during COVID-19, and (v) accelerated the pace of project implementation during the post-COVID period. The main adaptive management constrains are inadequate funding, monitoring, and interaction between national and local structures.

5.4.6 Sustainability

By and large, the project activities and outcomes are likely to be sustainable. This is because the national and local activities and outcomes are anchored in national policies and strategies and city plans. It is also because the participating national and local EEs are government entities with the mandate to implement the kinds of interventions being implemented through the project. An important part of sustainability is the creation of a situation where the prominent beneficiary is capable of acting alone, using all the skills and expertise received during the project phases. This has happened and will happen through multi-stakeholder participation in project planning, training, learning through practice and the cross-fertilization of experiences, lessons and good practices between participating actors, structures and countries. The project's work on institutional and individual capacity development will lead to lasting capabilities that can be tapped into at national, city and community levels. However, the sustainability of city sub-projects will be constrained if some of the sub-projects are not completed. This is because they were designed to bring about an integrated and holistic area resilience. For example if the following ongoing activities in Morondava are not completed: EWS, construction of flood-proof roads, and urban greening interventions, then the completed activities of mangrove rehabilitation, construction of a multi-purpose safe haven and rehabilitation of drainage systems, will not be sustainable.

6. Emerging lessons learnt and good practices.

This section identifies the emerging urban resilience building design and implementation lessons and good practice that arise from the project stakeholders' experiences. They also cover the criteria on adaptive management. It is important to note that Component 3 is yet to identify lessons learnt because it is too soon for this to happen before city project components 1 and 2 reach advanced stages of implementation. This is why the lessons ought to be treated as emerging at this point. The criterion and overarching question that it addresses is: adaptive management: What lessons have been learnt?

6.1 Emerging lessons

The evaluation established that the following emerging lessons have been learnt about regional urban resilience project design and implementation.

6.1.1 Responsiveness to emerging contexts

The four-year time lag between project proposal submission and the start of project implementation resulted in significant input price increases, the development of new national policies and strategies relevant to the project and the execution of the project's priority interventions by others. The project partners adopted flexible and adaptive programming. For example, project efficiency and effectiveness in the context of significant price increases of project inputs has been achieved through (i) making the necessary design and budget modifications, (ii) and obtaining funder approval of the modifications before commencing project implementation. Otherwise, there is the risk of starting and not completing sub-projects that are intended to contribute to concrete CCA.

6.1.2 Responsiveness to specific national contexts

Project effectiveness is potentially enhanced through domesticating and anchoring a regional project in the national and local realities. The project countries had different levels of adequacy of relevant national policies and legislation, municipal institutional capacity, and cooperation between the lead partners and host governments. For example, Mozambique chose to work on an environmental law (normative tool), which was absent but critical for the project in place of developing national tools and guidelines, which were already in place. Municipalities in the Comoros have low institutional capacities because they are a recent development (10 years old) and this needed to be developed. Oxfam had no history of working in Madagascar and the Comoros, and the Agreement of Cooperation delayed the start of city sub-projects. However, this responsiveness often results in delays in producing project outputs, thus undermining efficiency. This in turn results in delayed release of funds, which affects all the participating countries. Consequently, there is a need for the funder to find more appropriate ways of approving subsequent transfers/disbursements of project funds.

6.1.3 Building new partnerships

The effectiveness of new partnerships is potentially enhanced by setting aside time and establishing structures and implementing processes for developing mutual understanding and ways of working. The areas where mutual understanding needs to be cultivated include approaches to (i) programming, (ii) budgeting, (iii) relationship building, (iv) monitoring and evaluation, and (v) communication and reporting. Teambuilding activities and co-development of solutions to partnership challenges are

potentially enabling processes, especially when led and managed by people with high emotional and social intelligence.

6.1.4 Employing community members

It is important to understand and consider culture, religion, language, literacy and national and ILO labour policy when recruiting community members to work on the project. The conventional approach of using curriculum vitae to select the right people does not work for unskilled labour. The rotation of different communities in the provision of labour to ensure that different communities benefit from employment created proved particularly useful.

6.1.5 Operational budget allocation for regional projects

The effective delivery of regional projects requires a larger proportion of the funds to be allocated to project coordination, administration, communication, M & E than is currently provided for by the Adaptation Fund. This is so because of the complexity and multi-level nature of such interventions when compared to those of national interventions. The relatively small budget for these operational activities undermines the capacity for project management and efficiency, adaptive management, and project visibility.

6.1.6 Multi-stakeholder engagement in sub-project design and implementation processes

Project effectiveness and potential sustainability at city level is potentially enhanced by involving all the diverse internal stakeholder groups (including local communities) in conducting assessments, designing and implementing sub-projects, and transparent two-way communication. In addition, cooperation between the DRM departments, local government and the Ministry of Environment on the one hand and policy coordination/making structures is necessary in such projects. These collaboration processes increase (i) awareness about the project and its challenges, (ii) preparedness to co-find solutions to the challenges, (iii) co-ownership of the project, (iv) trust between stakeholders, and (v) increase the likelihood of systemic change. At the same time, continued community engagement is necessary to draw on community contributions during implementation and to retain shared expectations. Identifying and working with community mobilizers increases levels of community participation in technical studies and makes it easier to identify potential community candidates to hire. Engagement with municipalities benefits from the establishment of a municipality committee as was the case in Moroni.

6.1.7 Operational budget allocation for regional projects

Appropriate siting of city infrastructure enabled by the availability and use of a city plan. Otherwise infrastructure may be located where it will displace communities and cause conflict between the intervention and the intended beneficiaries. It may also result in the wastage of the investment. This lesson arose from experiences in Moroni, where the city plan is not well-developed and where a sub-project clashed with existing land use practices in the city.

6.1.8 Interdependence between national and city level interventions

Urban resilience project effectiveness is potentially enhanced by collaboration between the national climate resilience building structures in reviewing the design and monitoring of city-level sub-projects, and municipality representatives in national processes intended to create enabling conditions for city-level resilience building. This helps create necessary mutual accountability, synergy, coherence, and sustainability as resulting from the appropriation of the project's interventions and outcomes.

6.1.9 Scaling out project lessons and good practice

The establishment/operationalization of an entity, which is autonomous, politically well-recognized, and well-connected to universities to serve as a repository of project knowledge and facilitate experience and lesson-sharing has the potential to increase the sustainability of project impact sustainability beyond the project area. Autonomy fosters flexibility and agility, political recognition opens doors to working with governments, and linkages with academia bring additional technical expertise and the embedding of lessons in formal learning and research processes.

6.2 Emerging good urban resilience building practices

The evaluation identified two urban resilience good practices. One is an approach to city-level project design and is being applied in and across all four city projects. The other approach is specific to regional urban resilience projects and is particularly evident in Mozambique.

6.2.1 An integrated area approach

The project's city level integrated multi-dimensional territorial approach is concerned with designing concrete climate adaptation actions that combine hard (e.g., infrastructure development) and soft (e.g., capacity development and multistakeholder and equity-based activities) approaches. In addition, the infrastructure that is developed is both human-made (e.g., bridges) and natural (e.g., mangroves protection). Furthermore, and equally important, these types of infrastructure work in combination to address a specific or set of climate hazards. For example, EWS, reforestation and afforestation, drainage systems, evacuation roads, and safe have been implemented to address floods in a particular city, which is treated as a territory. People's mobility to safer areas is important to plan for too. This integrated, multi-thematic area approach, which is systems-thinking-based, is potentially helpful in addressing the complex based on city-specific vulnerabilities, which resulted in different kinds and numbers of climate actions being implemented in each city. This strength is absent in a mono-thematic approach.

6.2.2 An integrated multi-scale approach

The regional project operates at three levels that are intended to operate synergistically by providing spaces and processes for activities to feed into each other multi-directionally. The national level provides the policy and institutional context that is intended to guide and enable city resilience building. The city level is designed to contribute insights and practices that inform the national government's plans to replicate good urban resilience-building practices in other cities of the country. The regional level provides a space and process of city and national-level experience sharing, which feeds back into national and city-level work, and for distilled lessons to be shared regionally and internationally for scaling beyond the participating countries. This good practice is well developed in Mozambique where national structures are represented in the CPT, and the municipality is represented in the NCPT.

DiMSUR is also a member of the NCPT. Finally, combining soft interventions such as capacity development and the relationship between and hard interventions such as infrastructure development increase the effectiveness of resilience-building interventions.

7. Recommendations

The evaluation makes seven recommendations, focusing on the identified areas needing improvement and forward-looking strategic, programmatic, and management recommendations to improve performance for the remaining period of the project. The criterion and overarching question that it addresses are: adaptive management and sustainability, and what are the recommendations for improvement, respectively?

Recommendation 1: Raise additional resources for completing urban resilience interventions constrained by budgets.

UN-Habitat, Oxfam and municipalities should find ways of implementing sub-projects that have been constrained by the budget and cost increases so as to achieve the expected concrete adaptation actions in the context of an integrated thematic area approach. The two main strategies for achieving this are: (i) mobilizing additional resources from other sources (co-financing), and (ii) building partnerships with organizations that are conducting similar interventions in the same countries and cities.

Recommendation 2: Increase information flow between components 1 and 2 for coherence, synergy, and impact creation.

UN-Habitat and national EEs, and Oxfam and local EEs should increase the synergy between components 1 and 2 to enable mutual accountability and real-time learning from each other to enhance project coherence, effectiveness and impact. The recommended strategies include: (i) timely sharing of reports between the national and city levels, (ii) ensuring municipality representation in the NCPT, and representation of departments of DRM and land planning in the CPT, (iii) monitoring of city sub-projects by national EEs, (iv) provision of feedback on national tools, guidelines and legislation by municipalities, (v) establishing and utilizing a report tracking system, (vi) assigning a person or a structure (e.g., sub-committee) to take responsibility for supporting and ensuring timely and adequate communication. In addition, UN-Habitat and the national EEs should consider including the Adaptation Fund Focal Point from the National Designated Authority (NDA) in the strategic project process so as to benefit from his/her knowledge of the Fund.

Recommendation 3: Make Components 2 contribute towards lesson learning and good practice

The PSC should consider establishing a mechanism that creates and facilitates the gathering and synthesis of lessons learnt from both national and city levels and between them. The current focus is on Component 1. This entails that UN-Habitat, national EEs, Oxfam and DiMSUR should draw and share component 2 lessons and good practice alongside those of Component 1. DiMSUR and Oxfam should identify themes for lesson learning for strategic consistency and prepare the ground for scaling up/out the current initiative.

Recommendation 4: Establish mechanisms and processes for increasing project visibility at all levels

CPTs, NCPTs and the PSC should work at their respective levels and across them to develop/establish structures, processes and products that increase project visibility. The products should ideally address the interests of policymakers, urban resilience practitioners and researchers. Additional resources will need to be mobilized to support the structures and processes.

Recommendation 5: Revise the M & E framework to factor in project experiences

The CPTs, NCPTs and PSC should revise the M & E framework by addressing the gaps and proposals made in this evaluation report. The suggested changes include revising (i) the outcomes to make them more gender-sensitive, and to include the strategic value of operationalizing DiMSUR, (ii) streamlining the output indicators to avoid repetition, (iii) streamlining project assumptions and adding assumptions that have proved to be necessary (e.g., on price stability). In addition, project partners should seek additional funding to support monitoring and evaluation activities at each level and across levels.

Recommendation 6: Inform the Adaptation Fund about the constraints of its funding conditions

The UN-Habitat should inform the Adaptation Fund about the challenges that it faced in working with some of the funding conditions, highlighting the implications of (i) the heavy project proposal requirements, (ii) allocating inadequate resources to IEs and EEs to manage and execute projects, and (iii) a two-phased funds disbursement approach for DRM projects. Such feedback will enable it to appreciate the experienced challenges, revise expected results, and consider a more flexible budgeting and **funding approach for regional projects.**

Recommendation 7: Seek approval for a no-cost project extension

The UN-Habitat should use the findings of this report on project progress and the reasons behind the current status to seek a legitimate no-cost extension. This could give the project necessary additional time to complete interventions that can be completed within the budget, raise additional resources and implement activities that the US$14,000,00 budget cannot support.

Annexes

Annex 1: MTE Terms of Reference

1. BACKGROUND INFORMATION

1.1 Introduction

This is the Terms of Reference (ToR) for the joint (UN-Habitat and Oxfam) Mid-Term Evaluation (MTE) for the "Building Urban Climate Resilience in South-Eastern Africa" project, funded by the Adaptation Fund. This project is being implemented by The United Nations Human Settlements Programme (UN-Habitat) and a number of executing partners, namely Oxfam, the National Government Entities of Comoros, Madagascar, Malawi, and Mozambique; the Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR). The four-year project is funded by the Adaptation Fund with a total budget of US$13,997,423. It is implemented in South-Eastern Africa countries of Madagascar, Malawi, Mozambique, and the Union of Comoros. It covers the period of 2020-2024 and its mid-term evaluation was included in the evaluation framework of the project, in line with the UN-Habitat evaluation policy. UN-Habitat is the recipient of the grant from the donor, is responsible for its administration, and makes the disbursed grant available to each Executing Entity in accordance with its standard practices and procedures. Oxfam is the Executing Entity with the greatest share of the project budget for implementation.

1.2 United Nations Human Settlements Programme (UN-Habitat)

The United Nations Human Settlements Programme (UN-Habitat) is the specialized programme for sustainable urbanization and human settlements in the United Nations system. Its mission is to promote socially and environmentally sustainable human settlements development and the achievement of adequate shelter for all. Pursuant to its mandate, UN-Habitat aims to achieve impact at two levels. At the operational level, it undertakes technical cooperation projects. At the normative level, it seeks to influence governments and non-governmental actors in formulating, adopting, implementing and enforcing policies, norms and standards conducive to sustainable human settlements and sustainable urbanization.

The current UN-Habitat strategic plan for 2020-2023 is in line with its new vision of "a better quality of life for all in an urbanizing world". The vision is encapsulated in the Plan's four Domains of Change namely:

1. Reduced spatial inequality and poverty in communities across the urban - rural continuum.
2. Enhanced shared prosperity of cities and regions.
3. Strengthened climate action and improved urban environment.
4. Effective urban crisis prevention and response.

The project '*Building urban climate resilience in South-Eastern Africa*' was developed and is currently managed by the UN-Habitat Regional Office for Africa (ROAf), under the Regional Portfolio for Urban Resilience, Disaster Risk Reduction and Climate Change Adaptation and is intended to contribute to achievements of domain Three.

As per the Adaptation Fund rules and terminology, UN-Habitat is the Implementing Entity of the project supported by multiple Executing Entities namely, Oxfam (in cooperation with municipalities, local NGOs, communities and sub-contractors); the National Government Entities of Comoros, Madagascar, Malawi, and Mozambique; the Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR). Around 75% of project funds are transferred to Oxfam.

1.3 OXFAM

Oxfam is a British-founded confederation, focusing on the alleviation of global poverty, founded in 1942 and led by Oxfam International. The global confederation includes 20 member organizations or Affiliates. Affiliates are independent organizations with their own areas of activity and work, who contribute their strengths and expertise to Oxfam to help achieve the shared goals. Oxfam is part of a global movement for social justice. Oxfam works across regions in almost 70 countries, with 19.5m people (including 7.8m in Africa, 6.5m in MENA, 2.7m in Asia, 600,000 in the Pacific, and 450,000 in Latin America/in the Caribbean, over 50% of whom were women and girls) and over 3,600 partners.

Oxfam is committed to: (1) mobilizing resources for sustainable development programming that can lift people out of poverty; (2) working with people and communities to build resilience, save and protect lives in times of crisis, and help people rebuild their livelihoods where they are affected by conflict and disaster; (3) tackling the inequalities that keep people poor and vulnerable, and campaigning for genuine, durable change.

Main areas of work are: Enhanced humanitarian action; Economic Justice; Gender justice; Climate Justice; Accountable governance.

2. PROJECT DESCRIPTION

2.1 Background and context

Sub-Saharan Africa (SSA) is one of the world's fastest urbanizing regions with the total share of the urban population projected to increase to 60 percent by 2050 from the current 40 percent. This trend is driven by increasing rural-urban migration patterns, as people in rural areas are drawn to urban centres which offer better opportunities for employment, education, and improved social status, but it also goes hand in hand with the sustained rapid population growth rate in the region. In this scenario, it is important to highlight that the fastest urban growth in SSA is registered in cities with up to 1 million inhabitants.

Due to climate change, hazards affecting the region – such as cyclones, floods, droughts, and disease outbreaks – are increasing in frequency, unpredictability, and severity. Cities are increasingly vulnerable to the impact of such events not only because of their high concentrations of people and assets but also because of their complex patterns of economic infrastructure and services. These events impact a range of sectors from water supply to food and health systems and disproportionately affect marginalized and vulnerable populations. Crises like the ongoing COVID-19 add layers of vulnerability and complexity, especially in the context of urban settings as it has been demonstrated during the course of the pandemic. Nevertheless, what was also clear is that cities hold a huge potential to be the places where resilient solutions are found, and innovation is sparked.

In the south-eastern part of Africa, many countries share the same challenges in terms of hazards, as natural events such as cyclones and floods are often transboundary affecting more than one country at a time. Additionally, these countries often share similar vulnerabilities related, for example, to socioeconomic conditions, informality, and governance.

Established in December 2014, Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR) is a sub-regional organization focused on the development of local, national and regional capacities for reducing vulnerability and building resilience of communities to natural and other hazards in Sub-Saharan Africa. The centre was founded by the Governments of Madagascar, Malawi, Mozambique and the Union of Comoros, facilitated by UN-Habitat. Its Headquarter is in Maputo, Mozambique. DIMSUR operates as a non-profit, autonomous, regional organization, international in status and non-political in management, staffing and operations.

Launched in June 2020, the four-year project "Building urban climate resilience in south-eastern Africa" is funded by the Adaptation Fund and implemented by UN-Habitat together with the governments of Madagascar, Malawi, Mozambique and the Union of Comoros, one city in each country, Oxfam and the Technical Centre Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR). The project is assisting the four countries to build their

urban resilience including a mix of city-level infrastructure projects, national-level capacity-building and regional experience sharing and learning.

This project is in line with The Strategic Plan 2020-2023 of UN-Habitat in all its Domains of Change (DoCs) generally, but mostly it falls under DoC 3 (Strengthened climate action and improved urban environment) where it contributes to Outcome C (Effective adaptation of communities and infrastructure to climate change). Moreover, through its varied wide-ranging components, the project also contributes directly to Strategic Objective 3 (Ensure that African cities are resilient to conflicts, disasters, disease outbreaks and climate shocks) and Strategic Objective 4 (Capacitate African cities and local governments to achieve both regional and global goals) in the Strategic Plan of the Regional Office for Africa (2020-2023) in UN-Habitat.

The project has two main objectives:

1) To develop capacities and establish conditions to adapt to the adverse effects of climate change in vulnerable cities of Madagascar, Malawi, Mozambique and the Union of Comoros;
2) To promote inter-country experience sharing and cross-fertilization regarding the adaptation to transboundary climate-related natural hazards and disseminate lessons learned for progressively building urban climate resilience in south-eastern Africa.

Objective 1 responds to the problem regarding the low capacity of local governments in sub-Saharan Africa in identifying and planning actions for effectively adapting to the negative effects triggered by climate change.

Objective 2 relates to promoting inter-country experience sharing and cross-fertilization, and work as a knowledge platform regarding urban resilience related issues that can be disseminated in the sub-region.

It was designed around three components. The first two components contribute to Objective 1 and the third one contributes to Objective 2.

- **Component 1:** Preparation, implementation and sustainable management of priority sub-projects at the city level.

  Four cities with different types of vulnerabilities were selected in these countries to implement climate adaptation projects following a participatory resilience planning process. The pilot projects include 4-8 interventions in each city, for example rehabilitating mangroves in Morondava (Madagascar), constructing and rehabilitating bridges and dams in Zomba (Malawi), constructing safe havens in Chokwe (Mozambique) and improving solid waste management in informal neighbourhoods of Moroni (Comoros).

- **Component 2:** Tools and guidelines development and training delivery at the national level.

  Leveraging the practical implementation at the city level, by the end of the project best practices and guidelines will be derived to create the conditions for replication in other cities and towns at the national level. This national-level component includes elements of training and capacity-building for both central and local authorities to start laying the foundations for building urban climate resilience.

- **Component 3:** Inter-country experience sharing, cross-fertilization and dissemination of lessons learned at the regional level.

  Given the transboundary nature of most of the extreme climate events affecting the region, there is a need to enhance inter-country collaboration to mitigate the impact of natural hazards. This project promotes experience sharing and cross-fertilization and establishes a knowledge platform on urban resilience related issues that can be disseminated in the sub-region, through DiMSUR.

In ANNEX 1, the project logframe is provided, including the project objectives, expected outcomes and outputs while a detailed results framework can be found in the project document (page 112). Furthermore, the project organogram is provided in Annex 2.

2.2 Project Funding and Budget

The donor of this project is the Adaptation Fund. The project reference is AFR/MIE/DRR/2016/1 and the total funding amounts to US$ 13,997,423.00 over a four-year period extending from 23rd June 2020 to 24th June 2024. As the Implementing Entity, UN-Habitat is the recipient of the grant from the donor, is responsible for its administration, and makes the disbursed grant available to each Executing Entity in accordance with its standard practices and procedures.

8. PURPOSE, SCOPE AND OBJECTIVES OF THE MID-TERM EVALUATION (MTE)

3.1 Purpose

The Mid-term Evaluation is mandated by both the Adaptation Fund and UN-Habitat Management. It is in line with the Adaptation Fund Evaluation Framework (2012) and the UN-Habitat Evaluation policy (2013).

According to the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD/DAC), the evaluation is the "systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision–making process of both recipients and donors."[30]

In addition, evaluation in the Adaptation Fund[31] should promote the following overarching objectives, in accordance with international standards in evaluation:

- Accountability for the achievement of the Fund objectives through the assessment of results, effectiveness, processes, and performance of Fund-financed activities and their contribution to those objectives; and
- Learning, feedback, and knowledge-sharing on results and lessons learned among different groups participating in the Fund to improve ongoing and future activities and to support decision-making on policies, strategies, programme management, projects, and programmes.

The Mid-term Evaluation has to be conducted by an evaluator independent from the project/programme management – but selected by the Implementing Entity in consultation with other executing entities such as Oxfam. Therefore, the Evaluation will cover the planning, funding, implementation and reporting on the project, starting from 23rd June 2020 to the end of the 2nd implementation year.

This will be an independent and forward-looking appraisal of the project, its achievements, opportunities and challenges, and provide recommendations on how UN-Habitat and its partners could improve performance of the project for the remaining period of its lifecycle. Key audiences of the evaluation are: the Adaptation Fund Secretariat; UN-Habitat; Oxfam; DiMSUR; National Governments of Comoros, Madagascar, Malawi and Mozambique and their respective targeted Local Governments, namely the cities of Moroni, Morondava, Zomba, and Chokwe; civil society organizations where the project is implemented.

3.2 Objectives

The **specific objectives** of the mid-term evaluation, in line with the Adaptation Fund Evaluation Framework (2012) and the UN-Habitat Evaluation policy (2013), are as follows:

- Assess if the project performance is on track in terms of implementation progress towards the achievement of the expected results at output and outcome levels.
- Assess the relevance and coherence, efficiency, sustainability outlook among other criteria of the project in developing capacities and establishing conditions to adapt to the adverse effects of climate change in the four target cities, and in promoting inter-country experience sharing and cross-fertilization.
- Assess the planning, quality of implementation, adequacy of resources, financial management/ feasibility,

[30] OECD/DAC, Glossary of Key Terms in Evaluation and Results Based Management, 2010

[31] Adaptation Fund Evaluation Framework, 2012

working arrangements and how these may be impacting the effectiveness of the project.

- Identify problems or challenges affecting the achievement of the objectives, and corrective actions required, if any.
- Assess how cross-cutting issues such as gender equality, human rights, youth, and social and environmental safeguards are being integrated in the project.
- Assess the M&E frameworks implementation and identify any needed improvements in relation to the assumptions made during the preparation phase against current conditions to link the indicators more closely to the project objectives.
- Assess how the visibility mechanisms put in place are functioning and how they can be further developed to promote building urban climate resilience and the project itself.
- Identify areas of improvement, lessons and proposes forward-looking recommendations and strategic, programmatic and management considerations to improve performance for the remaining period of the project.

3.3 Scope

The evaluation will seek to answer the following overarching evaluation questions:

a. Are the project's adopted strategies pertaining to each component and overall objective still valid?
b. Is the delivery of activities and outputs contributing to the achievement of the Results and overall objective?
c. What is the efficiency of the project implementation to date?
d. What are critical gaps in respect to the delivery of the project?
e. What are recommendations for improvement?

The MTE consultant will assess the following categories of the project progress through a set of proposed evaluation questions that will be further supplemented with sub-questions along the above-mentioned criteria and others:

A. Relevance and Coherence

- How consistent is the project with the relevant national and local urban and environmental policies of the countries in which the project is being implemented?
- To which extent has the project responded to the beneficiaries needs?
- To what extent is this project coherent with other global actions on climate change adaptation in the region?
- To what extent has the project been coordinated with other initiatives to create synergies and avoid duplication?

B. Effectiveness

The extent to which the project objectives were achieved, or are expected to be achieved, taking into account their relative importance at the Regional, National and Local levels.

The consultant will review the logframe indicators against progress made towards the end-of-project targets using the *Progress Towards Results Matrix* (Annex 3); colour code progress in a "traffic light system" based on the level of progress achieved; assign a rating on progress for each outcome; make recommendations from the areas marked as "Not on target to be achieved" (red).

The consultant will consider following aspects on effectiveness:

- How effective is the project approach and the work modalities developed by the teams in delivering the desired results? How can it be improved?
- Do the partner organizations work together effectively? Is the partnership structure effective in achieving the desired results?
- How effective has been the project monitoring in tracking the achievement of the desired results? Are any modifications required?
- What are the remaining barriers to achieving the project objective in the remainder of the project?
- By reviewing the aspects of the project that have already been successful, in which ways can the project further expand these benefits?

C. Efficiency

- To what extent does the management structure of the project support efficient implementation - how economically resources/inputs (funds, expertise, time, human resources etc.) are converted to results?
- To what extent is the project being implemented efficiently in terms of delivering the expected results according to quality standards, in a timely manner according to budget and ensuring value for money?
- Are activities and outputs delivered in an efficient and timely manner?
- To what extent has the coordination between the implementing and the executing partners been efficient? And how?
- To what extent have management structures been efficient in developing partnerships, also with other relevant projects? What needs to be improved?

D. Sustainability

- Validate whether the risks and trade-offs identified in the Project Document and the PPRs are the most important and whether the risk ratings applied are appropriate and up to date. If not, explain why.
- Assess the financial, socio-economic, institutional and environmental dimensions of sustainability, considering the following questions:
    - To what extent the benefits of the project will continue after the Adaptation Fund assistance ends?
    - What were the major factors that influenced the achievement or non-achievement of sustainability of the project so far?
    - How is the stakeholder ownership being improved (including ownership by governments and other key stakeholders) to ensure the project outcomes/benefits are sustained?
    - How have local governments and communities' capacities for disaster risk reduction changed in the targeted urban areas?
    - Are lessons learned being documented by the Project Team on a continual basis and shared/ transferred to appropriate parties who could learn from the project and potentially replicate and/or scale it in the future?
    - What measures are being taken to eliminate/ minimize any environmental risks that may jeopardize the sustenance of the project outcomes?
    - How do the partnerships built throughout this project support the promotion of building urban climate resilience in the region? Improve coordination and knowledge sharing?
    - Is there evidence that the project is likely to grow – scaling up – beyond the project life?

E. Cross cutting issues

- To what extent have cross-cutting issues of gender equality, human rights and youth consideration been integrated into the project design and implementation?
- Are there any outstanding examples of how these cross-cutting issues have been successfully applied in the project?

9. MID-TERM EVALUATION APPROACH AND METHODOLOGY

The Evaluation should employ a mix of approaches and methods.

Approach. The Theory of change (Toc) should guide this evaluation and the Logframe work will be the basis of assessing the appropriateness of indicators and where necessary the adjustments to be done. The evaluation will also adapt a participatory approach and be conducted in accordance with the Norms and Standards of Evaluation in the UN system.

Methods

The Evaluator will carry out a desk review of project documents, consolidate and update performance information, as well as validate, co-validate, and complete indicator tables and other reports. Multiple methods of engaging key informants such as email questionnaire and structured interviews will be used. In addition, the evaluation should be inclusive, participatory and consultative with partners and stakeholders. It should be conducted in a transparent way in line with the principles of the Adaptation Fund Evaluation Framework and the UN-Habitat Evaluation Policy.

A variety of methods will be used to collect information will include:

- Review of key project documents in pursuit of specific data points or facts, including project document, project logframe work, key deliverables, meeting minutes, UN-Habitat work programmes etc.
- Key informant interviews and consultation including possible group discussions to explore the perspectives of main stakeholder constituents. An interview protocol to cover key evaluation questions will be developed.
- A questionnaire to be submitted to relevant stakeholders and informants could be developed depending on the specific conditions in terms of information required and possible time and/or movement constraints.
- Due to resource limitations, field visits feasibility in selected countries is to be defined at a later stage. If not possible, the Evaluator will use alternative methods to collect required information, with paying special attention to the importance the beneficiaries' feedback.

10. STAKEHOLDERS' PARTICIPATION

It is expected that this evaluation will be participatory, providing for active and meaningful stakeholders involvement. Stakeholders will be kept informed of the evaluation process including design, information collection, and evaluation reporting and results dissemination. Key stakeholders will be involved either directly through interviews, survey or group discussions or they will be given the opportunity to comment on the evaluation deliverables.

11. KEY DELIVERABLES

The three primary deliverables for this evaluation are:

a. **Inception report** (Max. 15 pages). The consultant is expected to review relevant information including TOR and develop fully informed inception report, detailing how the evaluation is to be conducted, what is to be delivered and when. The inception report should include evaluation purpose and objectives, scope and focus, evaluation issues and tailored questions, methodology, evaluation work plan and deliverables. Once approved, it will become the key management document for the evaluation, guiding the evaluation delivery in accordance with UN-Habitat's expectations. The inception report should include:

    - Context of evaluation
    - Purpose, objectives and scope of the evaluation
    - Theory of Change (Reconstruction of Intervention logic)
    - Approach and Methodology for the evaluation
    - Evaluation Questions and judgement criteria
    - Data collection and analysis methods
    - Stakeholder mapping
    - Consultation arrangements to maximize the relevance, credibility, quality and uptake of the evaluation
    - Field visit approach (TBC)
    - Work plan and timelines of evaluation
    - Tentative table of contents of the final report

b. **Draft evaluation report(s).** The consultant will prepare draft evaluation report(s) to be reviewed and endorsed the Evaluation Reference Group. It should contain an executive summary that can act as standalone document. The executive summary should include an overview of what is evaluated, purpose and objectives of the evaluation and intended audience, the evaluation methodology, most important findings and main recommendations. UN-HABITAT and OXFAM will provide feedback on draft evaluation report and then the evaluator have to finalize it.

c. **Final evaluation report** should not exceed 40 pages (including Executive Summary). In general, the report should be technically easy to comprehend for non-specialists, containing detailed evaluation findings, lessons learned and recommendations. The final version of the report has to be validated by UN-HABITAT and OXFAM.

d. **Final presentation** facilitating a closing meeting with the management team and relevant stakeholders to give an overview of the MTE results and discuss the main outcomes.

12. EVALUATOR'S SKILLS AND EXPERIENCES

The evaluation will be conducted by an independent external evaluation consultant. He/she must have proven experience (minimum 10 years) in evaluating project/programmes and should have knowledge of Results-Based Management and strong methodological and analytical skills.

In addition, the consultant should have:

- Knowledge in climate change and resilience issues.
- Extensive evaluation experience with ability to present credible findings derived from evidence and putting conclusions and recommendations supported by findings.
- Knowledge and understanding of UN-Habitat mandate and its operations.
- Knowledge and experience of regional/ multi-country projects.
- Ability to work independently with a high degree of responsibility, in a flexible manner and often under pressure.
- Advanced academic degree in a development relevant field or research is a minimum qualification. Degree may include subject areas such urban planning, economics, project management, international development, program evaluation, statistics and survey research.
- Fluency in oral and written English.
- Working knowledge of French and Portuguese is desired.

13. EVALUATION MANAGEMENT AND RESPONSIBILITIES

Impartiality is an important principle of evaluation because it ensures credibility of the evaluation and avoids a conflict of interest. For this purpose, officers responsible for design and implementation of the project should not manage the evaluation process.

The independent Evaluation Unit will manage the evaluation process; ensuring that the evaluation is conducted by a suitable evaluation consultant; providing technical support and advice on methodology; explaining evaluation standards and ensuring they are respected; ensuring contractual requirements are met; approving all deliverables (TOR, Inception Reports; draft and final evaluation reports and the final presentation); sharing the evaluation results; supporting use and follow-up of the implementation of the evaluation recommendations.

The Regional Office for Africa will be responsible for providing information, documentation required as well as providing contacts of stakeholders to engage with for provision of evaluation information.

An Evaluation Reference Group (ERG) will be established to oversee the evaluation process with members from the Regional Office for Africa, the Evaluation Unit, Oxfam, and other relevant groups. Responsibilities of the ERG will be:

- Acting as source of knowledge for the evaluation.
- Acting as informant of the evaluation process.
- Assisting in identifying other stakeholders to be consulted during the evaluation process.
- Playing a key role is promoting use of evaluation findings.
- Participating in meetings of the reference group.
- Providing inputs and quality assurance on the key evaluation products: TOR, Inception report and draft evaluation report.
- Participating in validation meeting of the final evaluation report.

14. PROVISIONAL WORK SCHEDULE

The Mid-term Evaluation will be conducted during the period of maximum 6 months. The table below indicates timelines and expected deliverables for the evaluation process.

Item	Description	Timeframe
1	Vacancy announcement and Recruitment of the consultant	October - November 2022
2	Inception phase, including formal document review, development of inception report	December 2022
3	Data collection phase and report writing	December 2022 - February 2023
4	Final Mid-term Evaluation Report	March 2023

15. RESOURCES AND PAYMENT

The evaluation assignment is output/deliverable based and the evaluation consultant will be paid a professional evaluation fee after submission and approval of the three main outputs as follows:

- 30% of payment upon approval of the final MTE Inception Report
- 40% upon submission of the draft MTE report
- 30% upon finalization of the MTE report

based on the level of expertise and experience. DSA will be paid only when travelling on mission outside duty station of the consultant. All travel costs will be covered by UN-Habitat.

16. APPLICATION PROCESS:

11.1 Presentation of Proposal

- Letter of Confirmation of Interest and Availability;
- CV and a Personal History Form (P11 form11) duly signed;
- Description of approach to work/technical proposal of why the individual considers him/herself as the most suitable for the assignment, and a proposed methodology on how he/she will approach and complete the assignment, written in English;
- Work schedule that specified the activities, dates and time frame;
- Financial Proposal that indicates the all-inclusive fixed total contract price and all other travel related costs (such as flight ticket, per diem, etc.), supported by a breakdown of costs, as per template attached to the Letter of Confirmation of Interest template.
- Copy of academic credential, such as University Degrees diplomas
- Minimum of three letters of professional references, contracts, settlements or receipt in full documents.

All application should be submitted indicating the following reference: "*Consultant for "BUILDING URBAN CLIMATE RESILIENCE IN SOUTH-EASTERN AFRICA", Midterm Evaluation"* sent via email to: straus@un.org copying silvia.testi@oxfam.it

11.2 Criteria for Evaluation of Proposal

Only those applications which are responsive and compliant will be evaluated. Offers will be evaluated according to the Combined Scoring method – where the educational background and experience on similar assignments will be weighted at 70% and the price proposal will weigh as 30% of the total scoring. The applicant receiving the Highest Combined Score that has also accepted UNDP's General Terms and Conditions will be awarded the contract.

CRITERIA		**SCORES**	
		MAX	**SUB TOTAL**
Academic Background	Master's degree in Climate change, sustainable agriculture, biological or environmental sciences, or other closely related field.	10	15

	University degree in biology, agricultural engineer or related discipline.	5	
General Experience	10 years of experience on project evaluation/review.	10	35
	7 years of experience in the design and/or implementation of projects related to climate change, resilience/adaptation and/or sustainable development projects.	5	
	5 years of experience working in Sub Saharan Africa	5	
	Two specific experiences that demonstrate to have the knowledge of project cycle of vertical funds such as the Adaptation Fund, Global Environmental Facility, Green Climate Fund, other	10	
	Two specific experiences that demonstrate the application of result-based management evaluation methodologies that include the application of SMART indicators and reconstructing or validating baseline scenarios.	5	
Technical Methodological Proposal	The quality and the clarity of the technical offer and how harmonized with the Terms of Reference	40	
Work Plan and Schedule	The quality of the Schedule and how descriptive the work plan is and how adjusted to the reality of the Project, considering the activities to be carried out in an integrated and coherent manner	10	
Subtotal for the technical proposal (70%)		100	70%
Financial proposal (30%)		100	30%
Total results of the proposal (100%)			**100%**

Annex 2: List of Evaluation Participants

Stakeholder group	Names	F/M	Email address
A. Regional-level participants (Component 3)			
1. DiMSUR	Nuno Rumane	M	nuno.remane@dimsur.org
2. DiMSUR	Randrianalijaona Tiana Mahefasoa	M	randrianalijaona@gmail.com
3. Oxfam	Silvia Testi	F	silvia.testi@oxfam.it
4. Oxfam	Benedetta Gualandi	F	Benedetta.Gualandi@oxfam.org.za
B. National-level participants (Component 2)			
5. UN-Habitat (Mal)	Stern Kita	M	stern.kita@un.org
6. Malawi	Samuel Gama	M	Samuelgama2011@gmail.com
7. UN-Habitat (Mad)	Sandrine Andriantsimietry	F	sandrine.andriantsimietry@un.org
8. Madagascar	Marcellin Lalason	M	lalasonm@yahoo.fr
9. Madagascar	Vonjy Rakotoarimalala	M	vonjyrakotoarimalala@yahoo.fr
10. Madagascar	Lovakanto Ravelomanana	M	lovakanto.r@gmail.com
11. Madagascar	Harisoa R. Herinirina	F	hhrondro@gmail.com
12. Madagascar	Tahina Rambinitsoa	F	rambinintsoatahina@gmail.com
13. Madagascar	Tahiana Andriamanantena	M	tahianatah@yahoo.fr
14. UN-Habitat (Com)	Hamid Soule-Saadi	M	hamid.soule-saadi@un.org
15. Comoros	Mohamed Abdou	M	dawenisa@yahoo.fr
16. Comoros	Ouledi Ahmed	M	aouledi@gmail.com
17. UN-Habitat (Moz)	Marcia Guambe	F	marcia.guambe@un.org
18. Mozambique	Feliciano Mataveia	M	mataveiaf@gmail.com
19. Mozambique	Filipe Nguenha	M	fnguenha2021@gmail.com
C. City-level participants (Component 1)			
20. Oxfam (MRN)	Salima Hamada	F	Salima.Hamada@oxfam.org.za
21. Moroni	Abdallah Mohamed Kassim	M	papawacami@gmail.com
22. Moroni	Maoulida Ben Ousseine	M	maoulidabenousseine@gmail.com
23. Moroni	Faouzia Ali Ahmed	F	None
24. Oxfam (Zom)	Andrew Mkandawire	M	AMkandawire@oxfam.org.uk
25. Zomba	Miza Mavuto	M	mavutomizatih@yahoo.com

26. Zomba	Abdhula Munira	F	Abdullah.munira@gmail.com
27. Oxfam (MRN)	Tina Harizo Haingonirina	F	Tina.Haingonirina@oxfam.org.za
28. Oxfam (MRNV)	Christian M. Monja	M	christianmonjam@gmail.com
29. Morondava	Désiré A. Raharison	F	rdeziamand@yahoo.fr
30. Morondava	Mario Sitraka	M	marioandriamialy@gmail.com
31. Morondava	Eric Joda	M	ericjoda@gmail.com
32. Oxfam (CHK)	Sergio Zimba	M	Sergio.Zimba@oxfam.org
33. Oxfam (CHK)	Israel Muba	M	israel.muba@oxfam.org
34. Chokwe	Jose Vasco Moiane	M	jvmoiane@gmail.com
35. Chokwe	Bartolomeu Tchauque	M	chauqueconstrucoes@gmail.com
36. Chokwe	Evangelina Pfondo	F	dpfondo@gmail.com
37. Chokwe	Ricardo Silvano Sitoe	M	sitoericardo00@gmail.com
38. Chokwe	Santos Majope	M	santosmajope498@gmail.com
D. All levels and components			
39. UN-Habitat	Mathias Spaliviero	M	mathias.spaliviero@un.org
40. UN-Habitat	Fruzsina Straus	F	straus@un.org
41. UN-Habitat	Selene Angelone	F	selene.angelone@un.org
42. UN-Habitat	Ammar Ismail	M	ammar.ismail@un.org
43. UN-Habitat	Martin Barugahare	M	martin.barugahare@un.org
44. UN-Habitat	Eric Kaibere	M	eric.kaibere@un.org
45. UN-Habitat	Bernhard Barth	M	bernhard.barth@un.org