

United Nations Development Account

The Terminal evaluation of the UNDA Project 1819T “Strengthening Urban Resilience in South-East Africa” (2018–2020)

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1. ACKNOWLEDGMENTS

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This evaluation was commissioned by Independent Evaluation Unit, UN-Habitat. The findings, conclusions and recommendations remain those of the external evaluation consultant and do not necessarily reflect the official position of UN-Habitat.

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3. ACRONYMS AND ABBREVIATIONS

CIPP	Context Input Process Product
CRCCA	Resilience Capacity of Agriculture sector to Climate Change
DAPMT	Development account Programme Management Team
DiMSUR	Disaster Risk Management, sustainability and Urban Resilience
DODMA	Department of Disaster Management Affairs
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EA	Expected Accomplishment
ECA	United Nations Economic Commission of Africa
ECE	United Nations Economic Commission of Europe
ECLAC	United Nations Economic Commission for Latin America and the Caribbean
ESCAP	United Nations Economic Commission and Social Commission for Asia and Pacific
ESCWA	United Nations Economic Commission and Social Commission for Wet Asia
IFRC	International Federation of Red Cross and Red Crescent societies
IOC	Indian Ocean Commission
NGO	Non-Governmental Organization
ROAF	Regional Office of Africa
SDGs	Sustainable Development Goals
TOC	Theory of Change
TOR	Terms of Reference
TOT	Training of Trainers
UNDA	United Nations Development Account
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UN-Habitat	United Nations Human Settlements Programme
UNISDR	United Nations Office of for Disaster Management.

4. EXECUTIVE SUMMARY

A BRIEF OVERVIEW OF THE PROJECT

The main objective of the executive summary is to inform the reader of the aspects of evaluation, including a brief overview of the project, purpose, objectives and scope of evaluation, intended users, aspects of the methodology, limitations, key evaluation findings, conclusions, lessons learned and recommendations.

This evaluation report on strengthening of Urban Resilience in South-East Africa was prepared in accordance with the UNDA project evaluations guidelines (2019) and the guidance note of tranche 11 projects. The project evaluated was approved under Tranche 11 UNDA for the period of 2018-2020 with a total budget of US\$625,000. The project aimed at strengthening capacities and establishing conditions to build resilience and adapt to diverse effects of climate change in selected vulnerable cities and towns of Madagascar, Malawi, Mozambique and the Union of Comoros. It had two expected accomplishments (EAs):

- (a) EA1 aimed at *enhancing technical and managerial cooperation between selected cities and governments on the areas of disaster risk management and urban climate resilience.*
- (b) EA2 aimed at *increasing knowledge and reinforcing capacity of selected cities and towns in reducing risks of disasters and building climate resilience.*

PURPOSE, OBJECTIVES, SCOPE AND USERS

The purposes of the evaluation as described in the Terms for Reference (TOR)- in Annex 1, was for organizational learning as well as for accountability. From accountability perspective, the evaluation assessed whether the project achieved its planned results. From the learning perspective, the evaluation assessed what worked, what did not work and why. The evaluation was conducted by external evaluation consultant, during the months of April and May 2025..

The objectives of the evaluation were to assess the performance in terms of what the project achieved; its relevance, coherence, efficiency, effectiveness, sustainability, impact outlook, and cross-cutting issues including gender mainstreaming, human rights and disability.

In terms of the geographic scope, the evaluation covered all four target countries – Mozambique, Madagascar, Malawi and the Union of the Comoros. It covered the entire period of project implementation (2018-2021). It also addressed SDGs, partnerships and innovation. The evaluation also covered issues of COVID-19 pandemic.

Expected users of evaluation results include UN-Habitat and United Nations Office for Disaster Risk Reduction (UNISDR) management and staff; the UNDA Programme Management Team (DAPMT); and collaborating partners, including DiMSUR; who will use evaluative information to improve future programming

EVALUATION METHODOLOGY

The TOR for the evaluation suggested employing a mix of approaches and methods. A results-based approach (Theory of Change Approach) was used to demonstrate how the project was supposed to achieve its planned results. The Context Input Process Product (CIPP) approach was used to assess project implementation structures, collaboration, coordination, partnerships and targeted beneficiary needs. In addition, the evaluation was conducted in line with the UNEG Norms and Standards for evaluation in the UN system and in compliance with UNDA guidelines (2019) and the UN-Habitat Evaluation Policy (2024).

Despite a good design, the evaluation faced several limitations, including limited time and final resources and limited access to key stakeholders of the project due discontinuity of staff on the project. It was not possible to carry out country visits to get an opportunity to conduct face-to- face meetings and hear perspectives of beneficiaries and policy makers on the project in targeted countries. It was also difficult to attribute the observed changes to the project since there were other projects implemented by UN-Habitat and other UN agencies of similar context. The documentation of the project was satisfactory in terms of monitoring data and progress report which were useful in triangulating the secondary data during interviews.

SUMMARY OF KEY FINDINGS

In terms of what was achieved, the project positioned UN-Habitat as one of the “Go-To” partners for future projects on climate change and urban resilience. According to interviews, the project was a seed project for mobilizing funding of a USD 14million Adaptation Fund project implemented in four countries (Comoros, Madagascar, Malawi and Mozambique). The project supported finalisation of the CityRAP tool which has become a global tool that has generated many investments and is applied in over 50 cities in Africa. The project promoted climate change and urban resilience and led to the institutionalisation of the Centre of Excellence for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR) in South-East Africa.

In terms of relevance criteria, the project was assessed to be highly satisfactory. The objectives and design of the project were to respond to disasters and hazards of floods, cyclones, strong winds and drought as main climate change impacts which cause loss of assets and livelihoods, damage infrastructure, disrupt services, cause diseases and food insecurity in project countries. The project having disaster risk management and capacity building for climate resilience was relevant in responding to country, institutional, implementing partners needs and priorities. The project was also relevant in responding to global priorities reflected in the 2030 Agenda, specifically it was aligned with SDG 11 and SDG13 and the Paris Agreement on climate change. National and local stakeholders appreciated UN-Habitat and UNISDR’s support in disaster management and capacity building for climate resilience. For UN-Habitat, the project was aligned with the Strategic Plan 2020-2025 pillar of strengthened Climate Action and improved urban environment as well as the effective adaptation of communities and infrastructure to climate change.

In terms of effectiveness, the project was assessed to be satisfactory. The evaluation assessed the extent to which the project objective and expected accomplishments were achieved along the Logical Framework of the project. All three indicators of achievement for EA1 were achieved. However, two of three indicators of achievement for EA2 were achieved and the third expected achievement was partially achieved. During the 4 years of project implementation, UN-Habitat and other implementing partners supported national and local governments in the four project countries in developing policies, urban plans, capacities and knowledge exchange activities, as well as resource mobilization, regarding contextualized urban risk reduction and resilience initiatives

The adaption of the City Resilience Action Planning (CityRAP) tool, used for training city managers and municipal technicians to build their capacity to plan actions aimed at reducing risk and building resilience governments officials, and academic institutions to understand risks and plan practical actions to progressively build urban resilience. The main output of the tool is a City Resilience Framework for Action (RFA), based on local government self-assessments, participatory risk mapping exercises, and cross-sectorial action planning by the local government engaging relevant stakeholders, most importantly, communities themselves.

According to key stakeholders interviewed, the project countries exchanged not only knowledge and experiences but also challenges and solutions about risk management and urban resilience through workshops. Normative work produced tools, such as CityRAP, were used to build capacity through workshops on risk management, urban resilience and on how to respond in situations of disaster. Sharing of knowledge and experiences went beyond the four project countries to inform regional cooperations such as SADC. A training manual was also developed and shared with stakeholders so that they could keep training their staff. For UN-Habitat, results and lessons from the project are being used to design and inform implementation of other similar projects. However, the project was very ambitious it demanded a lot of work and interventions with little funding for core activities like monitoring, quality control and coordination of the project in four project countries.

In terms of efficiency, the project was assessed to be moderately satisfactory. Some of the activities and outputs, agreed in the project document, were not delivered timely as scheduled. This was a regional project implemented in four countries with different institutional frameworks, resources, capacity and political engagement and it was challenging to elaborate a one fits all mechanism to respond properly to each context. Also, some of the deliverables of the project, such as national strategies and policies, as well as legal

instruments and guidelines approval process depended on national institutional mechanisms, where implementing partners have limited control and capacity to intervene. According to interviews, cyclones and floods in Madagascar and Comoros made implementation of the project activities was difficult especially in hard-to-reach areas. Also, when such disasters occurred Governments focused on short term solutions rather than focusing on capacity building and long-term solutions. Funding was also a constraint for coordinating a project in four project countries. Language differences, which required translation in from English to French and Portuguese increase the workload.

Impact outlook was assessed to be satisfactory. The Project made important steps towards achieving the projects objective/impact of “strengthening capacities and establishing conditions to build resilience and adapt to the adverse effects of climate change in vulnerable cities and towns of Madagascar, Malawi, Mozambique and the Union of Comoros. According to interviews, DIMSUR has been institutionalized. Over 50 countries have shown interest in implementing the CITYRAP tool. The potential of the tool replication is global and has been translated in Arabic to be implemented in Jordan. The interventions carried out through the project led to significant financing opportunities to scale-up the urban resilience portfolio of UN-Habitat in Africa and other regions like Arab states.

The sustainability of the project was assessed to be satisfactory. The project ensured high level country ownership of stakeholders and built capacity of relevant institutions, in each target country, to ensure results from the project be continued without UN-Habitat and UNISDR further involvement. The increase political commitment to disaster risk reduction and climate change resilience, enhance knowledge and capacity, and the development of policies, strategies, legal frameworks and guidelines involving local, city and national owners through institutions, specifically universities, to equip them with relevant technical skills and expertise has prospects for sustainability. The importance of addressing the urban component in DRM and climate adaptation has been increasing in the view of decision-makers, especially after the damage caused by the cyclones Idai and Kenneth in these project countries.

According to Interviews, there is a political will to address urban disaster management and climate change resilient projects. Most project outputs have been adopted into policy frameworks of the project countries. The CityRAP tool is now a community-based tool for communities, universities, women, youth and vulnerable groups. There is also increased knowledge on climate resilience and adapted in project countries. The CityRAP is on the website and translated in different languages. In countries UN-Habitat has not presence, UNDP staff and government official has been trained on the CityRAP tool to train others.

The **coherence of the project was assessed to be satisfactory.** Internally the project was to be implemented with relevant line Country ministries and institutions responsible for disaster and risk management. It was also in line with UNDAFs/UNSDCF programmed activities in the countries concerned. For instance, in Mozambique, the project was to be led by INGC, the key DRR actor within Mozambique. INGC spearheads the formulation of policy frameworks, and coordinates DRR implementation. In Comoros and Madagascar, the project built inter-linkages and cooperation with other projects.

Integrating cross-cutting issues in the project design and implementation was assessed to be moderately satisfactory. From progress reports and other documentation, evidence on how human rights approach and gender integrated in design and implementation is not documented. In workshops, the data on participants is not segregated. In addition, evidence is not captured, in progress reports, on how the disadvantaged – the poor, disabled were prioritized and not left behind in this project. However, from interviews, CityRAP tool adopts a participatory planning process approach in which vulnerable communities and women are listened to and the issue may be lack of reporting on those cross-cutting issues.

Throughout 2020 and part of 2021, effects of Covid-19 resulting from distancing measures and restrictions on travel minimized project activities, disrupting implementation schedules of the project. As a result, the project had to be adjusted and extended. Instead of ending in 2020, it was extended through 2021. However, according to interviews the covid-19 pandemic did not have much effect on the implementation of the project.

LESSONS LEARNED, GOOD PRACTICES AND INNOVATION

The good practices identified in the project traversed different activities implemented and expected accomplishments. The presence of staff based in the countries, working closely with the local and national governments, was a key factor which assured a strong partnership with the governments as well as the participation in key national events to support the development of strategies, policies, legal instruments and guidelines from a technical perspective thus enhancing the urban approach to DRM and climate change adaptation.

This strong and close presence in concerned countries contributed to the depth of understanding of the conditions and situations of the project countries on how they dealt with DRM/ CCA and urban resilience, as well as the identification of gaps and potential opportunities to be addressed.

The positioning of UN-Habitat and UNISDR as key actors to address the urban component of DRM and climate change adaptation had a strong effect on further programming and development of activities of the project as well as on the leveraging of additional funding.

The CityRAP tool has been received with high interest by national and local officials, as it was considered an innovative tool, that places the local authorities at the center of the urban resilience planning processes. This participatory approach is innovative in several countries and responds to the local needs in terms of planning and prevention, providing possible solutions for addressing DRM and climate change issues. The development of the online version of the CityRAP tool was important to facilitate broader access and to cut down on the time and carbon footprint of travel of trainers.

Working closely with municipal authorities was essential for the success of the project. Universities had the opportunity to exchange information about existing and upcoming research agendas and activities on urban resilience, disaster risk reduction, climate change adaptation and related issues, advancing the knowledge and collaborations at sub-regional level.

RECOMMENDATIONS

Recommendation 1: The UNDA project evaluation guidelines (2019) provide that evaluations should be conducted towards the end or shortly at the DA project had been completed. This evaluation has been carried out 3 and a half years after the project closed. In future UN-Habitat should conduct the evaluations of the projects in specified timeframes and give longer data collection period to provide reasonable time for key stakeholders' involvement and include field (country) visits as essential source of data collection.

Recommendation 2: Leaving no one behind concept requires that integration and mainstreaming of human rights approaches, including engagement and empowerment of women, disabled and as well as prioritizing the needs of people in vulnerable situations in the design, implementation and reporting on interventions. Future disaster Risk Management and climate change risk resilience should integrate and mainstream human rights-based approaches, gender and disability issues adequately in design, implementation as well as disaggregating data in reporting on the implementation progress wherever meaningful.

Recommendation 3: Addressing Disaster risk management and climate change resilience, while promoting inclusivity should also focus on economic models that increase incomes for the urban poor and the marginalized. In addition, future similar projects be realistic in terms of what the project should achieve with adequate resources to them. From interviews, one of the challenges of this project was limited funding for core activities, quality control and management functions for adequate coordination of the project in four countries.

Recommendation 4: Future projects should promote more multi-stakeholder engagement, international, regional and country partnerships and cooperation, since disaster risk management and climate change resilience require diverse stakeholders working collaboratively to share information, expertise, resources and technology.

Recommendation 5: Building capacity in disaster risk management and climate change resilience with up-to-date skills and competencies is critical but should go in-hand with improved interinstitutional coordination (national and local) in the country.

Recommendation 6: CityRAP tool has been a flagship of this project to strengthen capacities and establish conditions to build resilience and adapt the adverse effect of climate change in vulnerable towns of Madagascar, Malawi, Mozambique and the Union of Comoros. UN-Habitat should follow-up to its performance with review or evaluation in countries where its implemented, with a view enhancing its performance.

Recommendation 7: For lasting impact, capacity strengthening should be inclusive and continuous. UN-Habitat should continue supporting these countries in disaster risk management and building capacity climate resilience.

Recommendation 8: In future projects, key stakeholders should be mapped and involved in design and conduct of evaluation. While stakeholders will need to be contacted (e.g through interviews, focus group discussions, or surveys) to provide information to evaluators, participatory evaluations go beyond this to ownership of the evaluation process by stakeholders.

5. INTRODUCTION

5.1 Background to the project and evaluation

This terminal evaluation report is presented as one of the deliverables under the evaluation of the United Nations Development Account (UNDA) project 1819T ***“strengthening of Urban Resilience in South-East Africa”***. The project was approved under Tranche 11 UNDA for 2018-2020 with a total budget of US\$625,000. It aimed at strengthening capacities and establishing conditions to build resilience and adapt to diverse effects of climate change in selected vulnerable cities and towns of Madagascar, Malawi, Mozambique and the Union of Comoros.

Evaluation is a key component of the UNDA programming cycle. For the 11th Tranche projects, it was a requirement for all projects to have terminal evaluation. This evaluation is carried out in line with the UNDA Evaluation Guidelines (2019) and the UN-Habitat Evaluation Policy (2024) and guided by the guidance note on planning and conducting terminal evaluations of 11th Tranche Projects of September 2021. The guidelines require that each project evaluation examine the criteria of relevance, efficiency, effectiveness and sustainability, as well as address SDGs, partnerships, human rights, gender equality and innovation (Paragraphs 43,47-52 of the guidelines), with a view to ensuring that the evaluation generates evidence that is useful in determining the project’s performance and in informing future programming. The detailed Terms of Reference for the evaluation is provided as Annex 1.

5.2 Short description of the project to be evaluated

Projects financed by the UNDA focus particularly on building capacity of developing countries through collaboration at the national, sub-regional, regional and inter-regional levels. The focus of UNDA projects is normative work, including development of tools, capacity development, policy engagement, and advocacy.

The project *‘Strengthening urban resilience in south-east Africa (Madagascar, Malawi, Mozambique and the Union of Comoros)’* targets four countries located in the south-eastern part of the African continent, a region that is very vulnerable to transboundary extreme climate-related events and where people’s vulnerabilities are progressively increasing. The four countries had requested assistance from UN-Habitat which, along with other partners such as the United Nations Office for Disaster Risk Reduction (UNISDR), the Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR), national municipal associations, selected municipalities, relevant government institutions (e.g. disaster management departments, line Ministries, etc.), academic institutions and NGOs implemented. The main objective of the project was *to strengthen capacities and establish conditions to build resilience and adapt to the adverse effects of climate change in vulnerable cities and towns of Madagascar, Malawi, Mozambique and the Union of Comoros.*

The expected accomplishments (EAs) of the project directly built up this objective as follows:

- (c) EA1 aimed at *enhancing technical and managerial cooperation between selected cities and governments on the areas of disaster risk management and urban climate resilience.*
- (d) EA2 aims at *increasing knowledge and reinforcing capacity of selected cities and towns in reducing risks of disasters and building climate resilience.*

5.3 Purpose, timing and expected users of the evaluation

This terminal project evaluation is for the purposes of accountability and learning. From accountability perspective, the evaluation assessed whether the project achieved its planned results. From the learning perspective, the evaluation assessed what worked, what did not work and why. The evaluation was conducted by external evaluation consultant, Mr. Joshua Bwiira, during the months of April and May 2025. Expected users of evaluation results include UN-Habitat and UNISDR management and staff; the UNDA Programme Management Team (DAPMT); and collaborating partners, including DiMSUR; who will use evaluative information to improve future programming.

6. CONTEXT OF THE EVALUATION

6.1 Relevant development concerns

Disasters threaten to steal away precious development gains and progress towards the Sustainable Development Goals (SDGs). Vulnerable developing countries disproportionately bear the brunt of losses from disasters, slowing – or even reversing – progress towards attaining the SDGs. Disaster Risk Management (DRM) has become a core priority for most agencies involved in sustainable development initiatives. It focuses on reducing vulnerability, enhancing preparedness and embedding resilience in development. Even though understanding risk and associated vulnerability has progressively been incorporated as a central element in urbanization activities, still, there is lack of contextually adapted urban risk reduction and resilience initiatives in sub-Saharan Africa

Regarding climate resilience, the accelerating urban growth increases exposure to climate change risks and multi-dimensional vulnerability. Building adaptive capacity at various levels is essential for ensuring climate resilience in urban areas and achieving progress towards the SDGs.

The targeted four countries for this project (Madagascar, Malawi, Mozambique and the Union of Comoros) are in the Southern Eastern Part of Africa Continent. The region is highly vulnerable to transboundary extreme climate-risks, in particular floods, droughts and cyclones. The countries have significantly high annual urban growth rates, which is an indication of the increasing importance of the urban dimension. At the same time, local administrations face a capacity gap and increasing challenges from risks associated with climate change.

Due to climate change hazards affecting the Sub-Saharan region – such as cyclones, floods, droughts and disease outbreak, 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. The climate change hazards affect a range of sectors from water supply to food and health systems and disproportionately affect marginalized and vulnerable populations. Crises like the COVID-19 added layers of vulnerability and complexity, especially in the context of urban settings as it was demonstrated, during the pandemic.

In 2014, UN-Habitat facilitated the establishment of Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR), a sub-regional organization focused on the development of local, national and regional capacities for reducing vulnerability and building urban resilience of communities to natural and other hazards in South-east Africa. The center was founded by the Governments of Madagascar, Malawi, Mozambique and the Union of Comoros, and its Headquarters is in Maputo, Mozambique.

The Disaster impacts vary between four countries, with Madagascar and Mozambique having a different disaster risk profile because of their greater geographical size. The prominent hazards of these two countries are cyclones and floods. In addition, both countries significantly suffer from chronic drought. Mozambique is also unfortunate due to major transboundary rivers and therefore is highly vulnerable to the water management strategies of its neighbor countries. Malawi is prone to flooding, particularly in the Loer Shire Valley, with regular dryness. Earthquakes associated with the Rift Valleys do occur and are periodically damaging. The Union of Comoros is dominated by the volcano on Grande Comore Island, sea level rise, flooding and periodic drought.

6.2 Details on what was to be covered in each country

With this project, UN-Habitat, UNISDR and other implementing partners supported the four countries (Madagascar, Malawi, Mozambique and the Union of Comoros) to strengthen their respective capacities and to establish conditions to build resilience to adapt to the adverse effects of climate change. The criteria for selecting countries were specified as: (i) climate change vulnerability and lack of adaptive capacity to transboundary natural disasters; (2) on-going activities with relevance and potential for scaling up; (3) country demand. The targeted countries were extremely vulnerable to the effects of climate change and lack of adaptive capacity, especially in their small and medium sized cities.

In Madagascar, the project was to develop a climate risk assessment guide for urban areas based on the CityRAP methodology, further develop the National Strategy for Climate Change Adaptation with a focus on urban areas. In addition, the project was to develop academic curricula and training resources and mechanisms for promoting climate change adaptation in urban areas at the national level, and to deliver training for adapting to climate change in urban areas to local and regional authorities. Workshops for experience exchange, better cooperation and coordination between national, regional and local levels were to be organized.

In Malawi, the project was to develop: (i) national guidelines for assessing climate change impacts in urban and for climate proofing infrastructure in urban areas; (ii) policy documents for building urban resilience, with focus on climate-related risk; (iii) guidelines for promoting the green cities concept, with emphasis on climate adaptation; and (iv) integrate climate-related building codes/standards in the Revised Safer Housing Construction Guidelines, and facilitate their dissemination and application. Further, the project was to: (i) train municipal and national officers in climate change and urban resilience, including risk mapping and zoning techniques; (ii) organize trainings for disseminating the green cities concept at the national level; and (iii) establish and build the capacity of urban disaster risk management committees, starting with Zomba as a pilot city.

In Mozambique, the project was to: (i) study the possibility to transform the CityRAP Tool into a legal instrument to scale it up at the national level; (ii) carry out studies and organize specialized workshops and consultations to further integrate climate change adaptation and urban resilience into existing legislation and strategies, such as the Disaster Management Regulations, the Resettlement Law, the National Strategy for Resilient Infrastructure, the National Strategy for Climate Change Adaptation (integrate urban issues), the Territorial Planning Law, etc. Further, National Urban Resilience Dialogues in coordination with the World Bank, with focus on climate change adaptation were to be organized; and to develop training materials on urban resilience and climate change adaptation tailored for different target groups such as local/central authorities, technicians and community members, and organize training and dissemination mechanisms at the national level.

In the Union of Comoros, the project was to improve existing guidelines with regards to urban resilience and adaptation to climate change based on the CityRAP experience; and to review existing policy and legislation to introduce concepts of urban resilience/climate change adaptation. In addition, UN-Habitat was requested to organize training of trainers for government officials and local authorities in all the islands of the archipelago using the CityRAP Tool and other relevant guidelines; and to support the implementation of the CityRAP Tool in at least 2 or 3 cities in every island.

6.3 Policies, plans and programmes of target countries on Urban Resilience

The project was consistent with the relevant national strategies and policies in each country and aligned with national development and climate change adaptation priorities. In Madagascar, the government requested UN-Habitat to develop the national strategy for climate change adaptation with a focus on urban areas. In Malawi, the project was in line with the national guidelines for assessing climate change impacts in urban areas, guidelines for promoting the green cities concept. In Mozambique, the project was aligned with Disaster Management Regulations, the Resettlement law, the National Strategy for Resilient Infrastructure, the National Strategy for climate change adaptation, and the territorial planning law. In the Union of Comoros, the project was aligned with the existing guidelines regarding resilience and adaptation to climate change based on the CityRAP experience.

At the regional level, the project was consistent with the aspiration of the African continent to strengthen climate resilient communities articulated in the Africa Agenda 2063- “The Africa we want” and the 2016 Mauritius Declaration on the implementation of the Sendai Framework in Africa and its Programme of Action. At the Southern African level, the project responded to the SADC Preparedness and Response Strategy and Fund 2016-2030. The project was designed to contribute to the achievement of the SDGs, specifically Goal 11: Making cities and human settlements inclusive, safe, resilient and sustainable; and Goal 13 of taking urgent action to combat climate change and its impacts.

7. DESCRIPTION OF THE PROJECT AND HOW IT WAS TO ACHIEVE ITS RESULTS

Building on the details in the TOR and informed by the review of relevant documents, the project “strengthening of urban resilience in south-East Africa” was more understood in terms of the object and results it aimed to contribute towards achieving, as ways in which it tried to accomplish this as described below.

The main objective of the project was to strengthen capacities and establish conditions to build resilience and adapt to the adverse effects of climate change in vulnerable cities and towns across Madagascar, Malawi, Mozambique and the Union of Comoros. These countries are highly exposed to natural hazards and climate change induced risks in particular floods, cyclones, sea level rise and coastal erosion, strong winds and drought.

Disaster impacts (effects) vary between the targeted four countries. Madagascar and Mozambique having a different disaster risk profile of potential hazards of cyclones and floods. The two countries also suffer significantly from chronic drought. Mozambique is also in the unfortunate position of being down stream of transboundary rivers and is highly vulnerable to the water management strategies of its neighbor countries located upstream. Malawi is more prone to earthquakes associated with the Rift Valley, while the Union of Comoros is dominated by the Volcano on Grande Comore Island, sea level rise, flooding and periodic drought.

The main objective was to be achieved through contributions of two Expected Accomplishments (EA) – Outcomes: **The first Expected Accomplishment (EA1)** of the project aimed at enhancing technical and managerial cooperation between selected cities and governments on the areas of disaster risk management and urban climate resilience’ while **the second Expected Accomplishment (EA2)** aimed at increasing knowledge and reinforcing capacity of selected cities and towns in reducing risks of disasters and building climate change resilience. The Logframe of the project is attached to this report as annex 2.

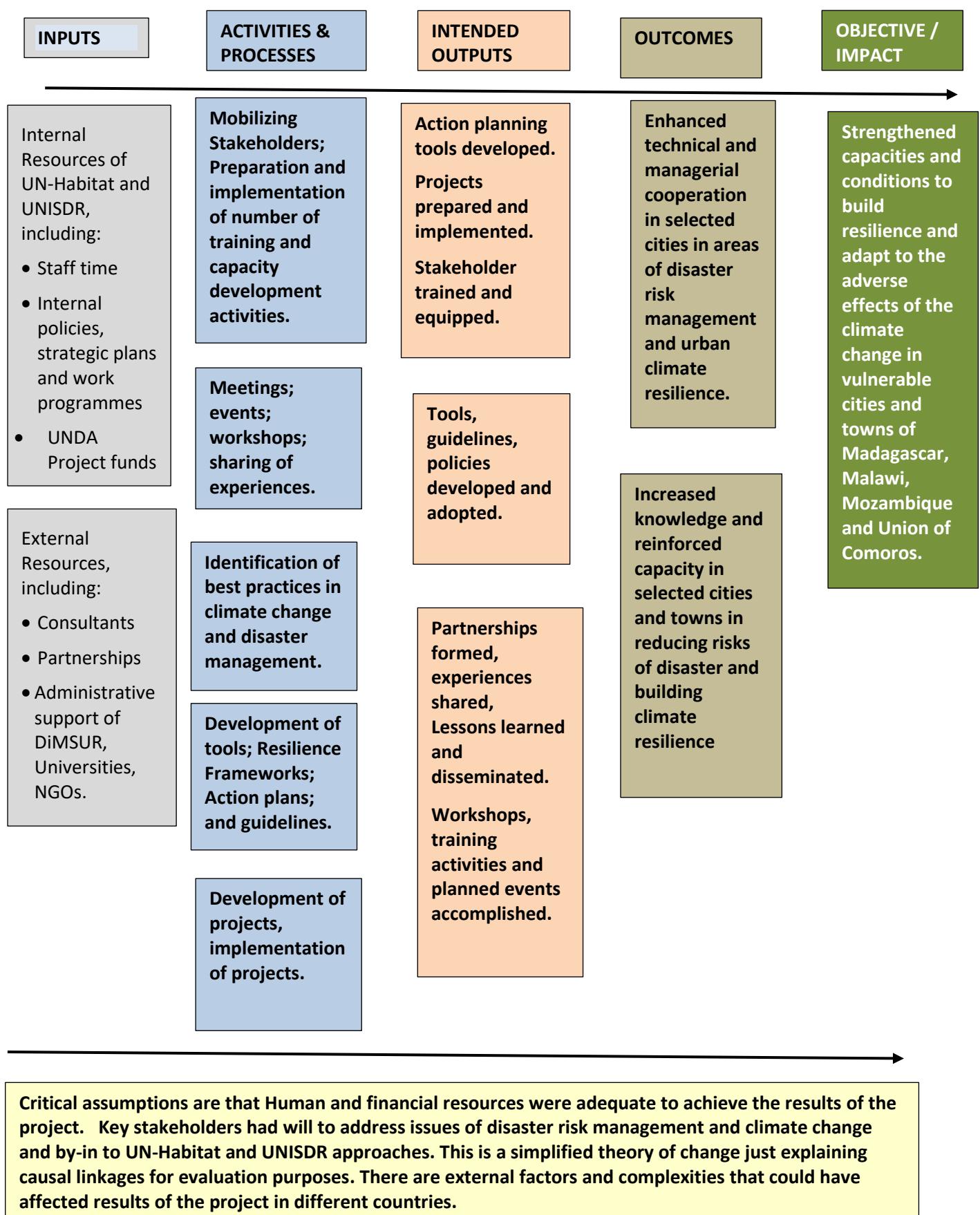
In terms of how the objective and outcomes of the project were to be achieved, the final narrative report informs us that UN-Habitat, and the Centre for Disaster Management, Sustainability and Urban Resilience (DiMSUR) developed the City Resilience Action Planning (CityRAP) tool. The tool was used for training city managers and municipal technicians to build their capacity to plan actions aimed at reducing risk and building resilience. The main objective of the tool is to enable local governments of small to intermediate sized cities to understand risks and plan practical actions to progressively build urban resilience.

In order to achieve the results of the project through its causal chain of results - activities, outputs, expected accomplishments/outcomes and objectives, a problem analysis was carried out, during the design of the project, to understand the underlying climate change effects, the vulnerability, barriers to adapt, effects on communities, what should be done, including building urban resilience (refer to the project document page 9-15). This was in line with John Wilmoth’s, by then the Director of the UN Population Division, affirmation that “*Managing urban areas has become one of the most important development challenges of the 21st century. Our success or failure in building sustainable cities will be a major factor in the success of the post-2015 UN development agenda*”. This means that feasible solutions need to be sought that are relevant and appropriate in view of the dynamic and the ever-evolving nature of the Urban sub sector.

During the evaluation of the project, a Theory of Change (ToC) articulating the causal results of building blocks of activities, outputs, leading to achievement of two outcomes and the objective of the project was constructed. The TOC provided a useful framework around which the evaluation narrative was structured (refer to figure1 below).

It is important to note that the TOC referred to is generalized and relatively simple for purposes of this evaluation. However, the project had dimensions of complexity, affected by a range of economic, political, socio-cultural and other factors external to the project, as well as by the organizational framework within which it was implemented. Indeed, this is a regional project, and each country possess their own particularities in terms of institutional frameworks, political engagement, resources and capacity available as well as environmental and political extent of stability.

Figure 1: The Theory of Change with causal links through which the project was to achieve its results (outcomes and objective).



7.1 Coverage and time frame

During the 3 years of project implementation, UN-Habitat, UNISDR and DiMSUR supported national and local government institutions, in the four project selected countries, in development of their policies, urban plans, capacities and knowledge exchange activities, as well as resource mobilization for contextualized adapted urban risk reduction and climate change resilience activities.

The project was implemented under the umbrella of the DiMSUR, the Technical Center for Disaster Risk Management, Sustainability and Urban Resilience, of which Madagascar, Malawi, Mozambique and the Union of Comoros are members. The project mapped the key stakeholders for the project as well as review of urban approaches in national strategies, policies, guidelines, key actors for DRM and climate change resilience in the four project countries.

The project design specified different activities that were to contribute to achieving the planned expected accomplishments. **The main activities related to achieving EA1** of enhanced technical and managerial cooperation between selected cities and government on the areas of disaster risk management and urban climate resilience were:

- To support the development or improvement of national strategies, policies, legal instruments and guidelines with focus on urban DRM and climate change.
- To organize national workshops to discuss and disseminate strategies, policies, legal instruments and guidelines and to identify improved mechanisms to enhance local-national cooperation and collaboration in the fields of urban DRM and climate resilience.
- To facilitate a regional workshop to discuss lessons learnt and best practices in fields of urban DRM and climate change resilience in the different countries involving municipalities, government authorities, the academia and NGOs.

In Mozambique the project was to contribute to revision of the law on disaster risk management, in coordination with the National Institute for Disaster Management to reinforce the urban actors in DRM and integrate the cities in villages within the National DRM mechanism. In Madagascar the project was to contribute to realization of a National Policy for adaptation (PNA) and a National Plan for Adaptation to Climate-to-Climate Change (PNACC). In the Union of Comoros, the project was to contribute to updating the National Strategy for Disaster Risk Reduction.

The main activities related to achieving EA2 related to increasing knowledge and reinforcing capacity of selected cities and town in reducing risks of disasters and building climate resilience were:

- To develop the curricula of and promote research in academic/training institutions in the targeted countries and in Southern Africa and foster their cooperation with cities/towns by supporting urban DRM/climate resilience mainstreaming.
- To produce training materials on urban DRM/climate resilience and further improve the Cirt RP Tool methodology, adapted to national conditions.
- To organize training of trainers in the four participating countries at national/sub-national levels to train national practitioners, local and central governmental officials and NGOs
- To implement on-the- job trainings in selected cities of the 4 participating countries

In Mozambique, the CityRAP tool was to be integrated in the academic curriculum through the University of Eduardo Mondlane, in the Master course of Disaster Risk Reduction, and through the Technical Institute of Territorial Planning, in the undergraduate course of territorial planning. In Madagascar, UN-Habitat was to facilitate the process of developing a technical course on the CityRAP tool. In Comoros, the Comoros, the CityRAP was to be integrated in the professional Master course on Disaster Risk Reduction and Climate change adaptation. In Malawi, the CityRAP tool was to be integrated through two universities: Mzuzu and polytechnic as part of the DRR curriculum.

To develop the curricula and promote research in academic and training institutions of the project countries and to foster their cooperation in supporting urban DRM/climate resilience, a five-day academic workshop was organized in February 2020 in the city of George in South Africa. During the workshop, an academia round table and a CityRAP Training of Trainers on the CityRAP were the main activities.



A photo of the regional workshop held in the City of Georgia, in South Africa. Participants came from Botswana, Comoros, Madagascar, Malawi, Mozambique, South Africa, and Tanzania. *Source: Progress report, December 2020.*

7.2 Implementing partners and key stakeholders

The lead UN entity of the project was UN-Habitat. The other UN implementing partner was UNISDR. UN-Habitat managed the project, both substantively and financially. The project implementation and monitoring were led by Regional Office of Africa (ROAF) with substantive support from other UN-Habitat departments, including the Urban Risk Reduction Unit and the Climate Change Planning Unit. Within UNISDR, the project was implemented through the Regional Office for Africa, bringing advocacy and global knowledge on risk reduction, and providing general orientation for improved project implementation. Other partners included the DiMSUR, municipalities in four target countries, municipal associations, academic/ training institutions, concerned authorities in central government and National/International Non-Governmental Organizations (NGO).

7.3 Project resources

The project was implemented over four years with the approved total budget of US\$625,000. Table 1 below, shows allocation of the project resources.

Table 1: Allocation of resources for project implementation

Description	Allotment (USD)	Total Expenditure (USD)
Staff costs	30,000	43,277
Consultants and experts	263,000	321,165
Travel of staff	55,000	26,559.34
Contractual services	80,000	73,330.15
General operating expenses	37,000	27,689.11
Supplies and material	0	622.5
Furniture and equipment	0	3588.82
Workshops/study tours	160,000	60,735.9
Travel Representative	0	1325.2
Evaluation	20,000	18,000
Total	645,000	576,293.74

7.4 Past relevant studies/assessments

Various studies on Disaster Risk Reduction and climate change resilience have been carried out in the participating countries of Mozambique, Madagascar, Malawi and the Union of Comoros. The following are some of the assessments and studies carried out in these countries.

- (a) Assessment report on mainstreaming and implementing disaster risk reduction in Mozambique (2015). The assessment was commissioned by ECA and UNISDR. It was prepared in the framework of the UNDA projects on mainstreaming disaster risk reduction in national and regional development.
- (b) Comprehensive Baseline Assessment of Disaster Risk Management in Malawi (2018). The baseline study was commission by the Government of Malawi through the Department of Disaster Management Affairs (DODMA)
- (c) UNISDR working papers on planning and financing strategy for Disaster Risk Reduction: Review of Madagascar (2025). The report was produced by UNISRD in cooperation with the Ministry of Finance and Budget and Indian Ocean Commission (IOC).
- (d) Madagascar: Country case study Report (2014). The study was commissioned by the International Federation the Red Cross and Red Crescent Societies (IFRC) and UNDP.
- (e) Assessment on the disaster risk reduction capacity and adaption to climate change – Union of the Comoros (2018. The diagnosis was carried out by a multidisciplinary team to contribute to the updating of national DRR strategy of the Union of Comoros and its plan of action for 2020.
- (f) Mozambique Country Climate Risk Assessment Report (2018) . The assessment was commissioned by Irish Aid Support to Climate Change adaption.
- (g) Assessing the Vulnerability and Adaptation Needs of Mozambique's Health Sector to Climate: A Comprehensive Study (2023) by Rachid Muleia et al. The study highlights the country's vulnerability to climate change and underscores the potential for adverse impacts on livelihoods, the economy, and human health. It provides a foundation for developing strategies and adaptation actions
- (h) Final evaluation of the project: Consolidation of CRCCA achievements. The project was funded by the UNDP to consolidate gains in strengthening the adaptive capacity and resilience of the agricultural sector to climate change in the Union of Comoros. It was to be implemented for 3 years, from 2019 to 2021.

8. EVALUATION SCOPE, OBJECTIVES AND QUESTIONS

8.1 Purpose and Objectives of the evaluation

The purpose of the evaluation is to promote accountability, learning and support Results-Based Management. Guidance notes on planning and conducting terminal evaluations of 11th Tranche was issued to the implementing entities in September 2021, which emphasized that terminal evaluations should take into consideration requirements for evaluative evidence to meet the accountability and learning needs and the potential effects on the project's stakeholders.

The objectives of the evaluation were specified in the TOR (attached in Annex1), including assessing the effectiveness of the implementation strategy and the results achieved, including a review of the project design and assumptions made at the beginning of project development process, the results achieved, partnerships established, capacities built, and mainstreaming of cross cutting issues, including gender and human rights, with a view to ensure that evaluation generated evidence that is useful in determining the project's performance and informing future programming.

The evaluation assessed the performance of the project against the evaluation criteria of relevance, coherence, efficiency, effectiveness, sustainability, gender mainstreaming, human rights, disability, environmental and social safeguards, and other cross-cutting issues deemed relevant. Evaluation findings, Lessons learned and recommendations from the evaluation will inform the key stakeholders, including UN-Habitat and UNISDR management and staff; the UNDA Programme Management Team (DAPMT); and collaborating partners, including DiMSUR; who will use the evaluative information to improve for improving future project design and implementation.

8.2 Scope of evaluation and rationale

In terms of the geographic scope covered, the evaluation covered all four target countries: Mozambique, Madagascar, Malawi and the Union of the Comoros, considering results at both national and local levels. The evaluation covered the entire period of project implementation (2018-2021), assessing performance of the project using evaluation criteria of relevance, coherence, effectiveness, efficiency, as well as impact and sustainability of the project. It also addressed SDGs, partnerships, human rights, gender equality and innovation. The evaluation also covered issues of the COVID-19 pandemic and the extent of adjustments to allow the project to effectively respond to the new priorities of targeted countries that emerged in relation to the Covid-19 pandemic.

8.3 Evaluation questions organized around evaluation criteria

The evaluation questions given in the TOR were reviewed and adjusted and endorsed in the inception report. The overarching evaluation questions, and specific sub questions were organized along the evaluation criteria and other criteria. Table 2 below outlines evaluation questions and sub-questions through the evaluation matrix.

Evaluation Criteria	Overarching question	Sub-questions
Relevance	1. To what extent where the objectives and expected accomplishments of the project consistent with beneficiaries' requirements, targeted country and urban needs and priorities of the implementing partners?	1.1 To what extent was the project designed based on demand from the target countries and did UN-Habitat and UNISDR consult with the target countries on design and implementation of project activities and delivery of outputs? 1.2 To what extent was the core elements of the project, such as project components, choice of activities and implementing partners adequately reflect the priorities of the target groups- the poor, indigenous, disabled, women, disadvantaged and marginalized groups?
Effectiveness	2. To what extent were the project activities and outputs delivered in a timely, efficient and effective manner?	2.1 To what extent were the project activities and outputs delivered in a timely, efficient and effective manner?

		1.3 To what extent did the implementing partners demonstrate capacity to design and implement the project to address challenges of floods, cyclones, drought and lack of basic services.
Effectiveness	1. Did the project achieve its planned results?	2.1 What are the main results achieved or contributed to by the project?
		2.2 How did the project activities, /outputs lead to results of enhancing technical and managerial cooperation between selected cities and countries on the areas of disaster risk management and urban climate resilience?
		2.3 What are concrete examples, where project outputs, including action plans, policies, capacity-building led to increased knowledge and capacity of targeted countries in reducing risks of disasters and urban climate resilience?
Efficiency	2. Were the activities and outputs delivered in timely and reliable manner, according to timelines established by the project document?	3.1 Where are activities and outputs agreed in the project document delivered as planned?
		3.2 Were the project resources (funds, staff/consultants/expertise, time) appropriate and sufficient to implement activities and produce outputs
		3.3 Could there have been other alternatives to implement the project efficiently?
Impact	3. What difference did the project make?	4.1 What positive changes did the project make at institution, city and national levels?
		4.2 Is there evidence of emerging changes to beneficiaries' lives resulting from the implementation of the project?
		4.3 Are there any unforeseen negative effects of the project?
Sustainability	4. Will the benefits of the project last?	5.1 To what extent did the project build capacity and ownership of stakeholders to ensure results from the project be continued without UN-Habitat and UNISDR further involvement?
		5.2 To what extent is the project maintaining the interest among partners and funders to sustain the project financially?
		5.3 Is there any evidence of institutionalization of activities or outputs produced by the project?
Coherence	5. To what was the project coherent with other interventions in the target countries?	6.1 How well was the project coherent and complemented other internal interventions of target countries?
Integration of cross-cutting issues	6. To what extent were cross-cutting issues of gender, human rights, disability integrated in the design, implementation and reporting on the project?	7.1 To what extent was the core elements of the project, such as project components, choice of activities and implementing partners adequately reflect the priorities of the target groups- the poor, indigenous, disabled, women, disadvantaged and marginalized groups?

		7.2 To what extent did the project consider gender, human rights, disability and social inclusion of beneficiaries, partners and target institutions.
Effects of Covid-19 situation.	7. What adjustments were made to the project as result of Covid-19 situation and the extent to adjustments respond to the new priorities of the countries in which the project was implemented?	8.1 How did the adjustments to Covid-19 pandemic affect the achievement of the project's expected results as originally designed in the results framework of the project? 8.2 What did the project do differently to adapt to the covid19 situation?
The 2030 Agenda/SDGs	8. To what extent did the project contribute to participating national efforts to achieve the SDGs and other global agendas.	9.1 What evidence is there to indicate the project contributed to implementing policies and plans towards inclusion, resources efficiency, mitigation and adaptation to climate change, resilience to disasters in line with Sendai Framework for DRR 2015-2030, - holistic disaster risk management at all levels (Goal 11 target 5 c.)? 9.2 What evidence is there to indicate the project strengthened resilience and adaptive capacity to climate-related hazards and natural disasters in targeted countries (Goal 13 Target 1)?

9. METHODOLOGY OF THE EVALUATION

9.1 Methodological approach and rationale

The TOR for the evaluation suggests employing a mix of approaches and methods. Regarding approaches, a results-based approach, (Theory of Change Approach) to demonstrate how the project was supposed to achieve its planned results together with the Context Input Process Product (CIPP) approach were used to assess project implementation structures, collaboration, coordination, partnerships and targeted beneficiary needs are suggested. In addition, the evaluation was conducted in line with the UNEG Norms and Standards for evaluation in the UN system and in compliance with UNDA guidelines and the UN-Habitat Evaluation Policy (2024).

The UNDA Project evaluation guidelines(2019) specifies the UNDA evaluations should make use of a theory-based approach to assess the extent to which an intervention contributed to observed results through the use of results framework (para 57, page 13), outlining the causal relations between the activities, outputs and their results as well as the process through which the results were accomplished, considering underlying assumptions and risks in reaching results. After reviewing the project document, progress reports and other relevant documents a theory of change was constructed, building on the project log frame (Annex 2)

9.2 Methods for data collection and analysis

A mixed-method approach was adopted to ensure f triangulating of data from multiple sources. Specified data sources in the TOR were:

- Desk review of key project documents in pursuit of specific data points or facts, including project document, project logframe work, key deliverables, including meeting minutes, UN-Habitat work programmes, national documents of targeted countries relating to climate change effects and DRR.
- Key informant interviews. These have not been done yet, still waiting from UN-Habitat, a list of key stakeholders to be interviewed. An interview protocol to cover key evaluation questions has been developed.
- Online survey questionnaire to be submitted to relevant stakeholders was not feasible because UN-Habitat did not give contacts of relevant stakeholders for the survey.

Data analysis consisted of a combination of quantitative and qualitative methods. Perspectives of different stakeholders, as well as progress reports to triangulate the findings and to draw conclusions. Analysis also considered accomplishments at each level. Analysis also included aspects of human rights and gender equality as articulated in evaluation questions, analyzing data from sex disaggregated data from vulnerable and marginalized groups.

9.3 Ethical Principles and how they were handled

The ethical principles for this evaluation were established in the TOR, specifying that the evaluation should be conducted in transparent way in line with the UNEG norms and standards for evaluation in the UN system and UN-Habitat evaluation policy (2024). The ethical principles of integrity, accountability, respect to beneficences were applied in the evaluation according to the UNEG Ethical Guidelines for Evaluation (2020). The evaluation also applied UNEG Norms and standards for ensuring protection of participants and respect for confidentiality. The independence of the evaluator was clarified during the kick start meeting on the evaluation.

9.4 Limitations to Methodology

Despite a good design, the evaluation faced several limitations, including limited time and final resources, and limited access to key stakeholders of the project due discontinuity of staff on the project. It was not possible to carry out country visits to get an opportunity to conduct face-to- face meetings and hear perspectives of beneficiaries and policy makers on the project in targeted countries. It was also difficult to attribute the observed changes to the project since there were other projects implemented by UN-Habitat and other UN agencies of similar context. The documentation of the project was satisfactory in terms of monitoring data and progress report which were useful in triangulating the secondary data during interviews.

The evaluation could have benefited from wide consultations with the project team representatives, donor representatives, partners and government officials in countries where the project was implemented. From interviews, most stakeholders are not available partly due to staff turnovers, both at UN-Habitat HQ team and Implementing Partner teams in project countries.

Also, the COVID-19 pandemic created a series of disruptions in implementation of city-level activities that involved stakeholder or community level meetings, workshops, creating delays and discontinuities of planned activities, leading to inconsistent participation of key stakeholders.

Language differences required translation from English to French and Portuguese and this increase the workload of the implementation team.

Cyclones and floods in Madagascar and Comoros delayed implementation of project activities especially in areas had to reach.

Due to limited financial resources, it was not possible to carry out country visits to get opportunity to conduct face-to- face meetings and hear perspectives of beneficiaries and policy makers in targeted countries. Country visits could have helped to validate information from other data collection sources and help to gain first-hand understanding of enabling factors that participating countries and their institutions faced. It is therefore recommended that future evaluations give longer data collection periods, to provide reasonable time for key stakeholders' involvement and inclusion of field visits as essential sources of data collection. The adequacy of monitoring data and progress reports enabled the preparation of this evaluation report.

10. EVALUATION FINDINGS

10.1 What was achieved

In terms of what was achieved, the project positioned UN-Habitat as one of the “Go-To” partners for future projects on climate change and urban resilience. According to interviews, the project was a seed project for mobilizing funding of a USD 14million Adaptation Fund project implemented in four countries (Comoros, Madagascar, Malawi and Mozambique). The project supported finalisation of the CityRAP tool which has become a global tool that has generated many investments and is applied in over 50 cities in Africa. The project promoted climate change and urban resilience and led to the institutionalisation of the Centre of Excellence for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR) in South-East Africa.

10.2 Relevance

In terms of relevance criterion, the project was assessed to be **highly satisfactory**. The objectives and design of the project were to respond to disasters and hazards of floods, cyclones, strong winds and drought as main climate change impacts which cause loss of assets and livelihoods, damage infrastructure, disrupt services, cause diseases and food insecurity in target countries. The project having disaster risk management and capacity building for climate resilience was relevant in responding to country, institutional, implementing partners needs and priorities. The project was also relevant in responding to global priorities reflected in the 2030 Agenda, specifically SDG 11 and SDG13 and the Paris Agreement on climate change. National and local stakeholders appreciated UN-Habitat and UNISDR’s support in disaster management and capacity building for climate resilience. For UN-Habitat, the project was aligned with the Strategic Plan 2020-2025 pillar of strengthened Climate Action and improved urban environment as well as the effective adaptation of communities and infrastructure to climate change.

The project based on demand from target countries, who requested assistance from UN-Habitat and UNISDR to implement the project with the aim of strengthening capacities and establish conditions to build resilience and to adapt to effects of climate change in cities and towns of Madagascar, Malawi, Mozambique and the Union of Comoros. In 2017, the Government of Madagascar requested UN-Habitat to further develop the national strategy for climate change adaptation with a focus on urban areas, including a communication plan for its dissemination. In Malawi, UN-Habitat was requested to train municipal and national officers in climate change and urban resilience, including risk mapping and zoning techniques, it was further requested to build the capacity of urban disaster risk management committees. In Mozambique, the Government requested UN-Habitat to study the possibility to transform the CityRAP Tool into a legal instrument to scale it up at the national level. In the Union of Comoros, the Government requested to improve the existing guidelines with regards to urban resilience and adaptation to climate change based on the CityRAP experience. Further the Government requested UN-Habitat to organize training of trainers for government officials and local authorities in all the islands of the archipelago using the CityRAP Tool and other relevant guidelines and to support the implementation of the CityRAP.

The project design and implementation were consultative, involving partnerships between universities and municipalities, as well as national government institutions responsible for DRR and CCA. The core elements and components of the project, choice of activities and implementing partners reflected priorities of the target countries. However, inclusivity and integration of marginalized groups- the poor, indigenous, disable, women, disadvantaged and marginalized groups in project design documents, implementation and reporting, workshops and training reports was not evident. *Future programming should ensure such projects are inclusive and prioritize such groups.*

The project was also relevant in terms of the implementing partners priorities and their comparative advantage to address challenges of floods, cyclones, drought and lack of basic services. For UN-Habitat the project was consistent and contributed the achievement of the work programme for the biennium 2018-2019, specifically to the Subprogramme 6: Risk reduction and Rehabilitation, contributing to the achievement of Expected Accomplishment (EA) a: improved Urban risk reduction policies, strategies and programmes/projects adopted for greater resilience of cities and other human settlements; and EA: c improved capacity of national and local authorities and partners to implement plans or strategies for

sustainable development. For the UNISDR, the project aligned with its 2016-2021 work programme, contributing to the objective of national disaster reduction (DRR) strategies and plans being developed in line with Sendai framework.

The implementing partners demonstrated capacity to design and implement the project, specifically in identification and assessment of disaster risks, enhancing DRR knowledge management and climate resilience awareness and integrating DRR in emergency response. The CityRAP Academic Exchange and Training of Trainers (ToT) for universities and training institutions fostered their cooperation between selected cities and governments on the areas of disaster risk management and urban climate resilience. It was increased knowledge and capacity of selected cities and towns in reducing risks of disasters and building climate resilience.

10.3 Effectiveness

In terms of effectiveness, the project was assessed to be **satisfactory**. The evaluation assessed the extent to which the project objective and expected accomplishments were achieved along the Logical Framework of the project. All three indicators of achievement for EA1 were achieved, while two of three indicators of achievement for EA2 were achieved and the third expected achievement was partially achieved. During the 4 years of project implementation, UN-Habitat and other implementing partners supported national and local governments in the four project countries in developing policies, urban plans, capacities and knowledge exchange activities, as well as resource mobilization, regarding contextualized urban risk reduction and resilience initiatives

During the 4 years of project implementation, UN-Habitat and other implementing partners supported national and local governments in the four project countries in developing policies, urban plans, capacities and knowledge exchange activities, as well as resource mobilization, regarding contextualized urban risk reduction and resilience initiatives

The adaption of the City Resilience Action Planning (CityRAP) tool, used for training city managers and municipal technicians to build their capacity to plan actions aimed at reducing risk and building resilience governments officials, and academic institutions to understand risks and plan practical actions to progressively build urban resilience. The main output of the tool is a City Resilience Framework for Action (RFA), based on local government self-assessments, participatory risk mapping exercises, and cross-sectorial action planning by the local government engaging relevant stakeholders, most importantly, communities themselves.

According to key stakeholders interviewed, the project countries exchanged not only knowledge and experiences but also challenges and solutions about risk management and urban resilience through workshops. Normative work produced tools, such as CityRAP, were used to build capacity through workshops on risk management, urban resilience and on how to respond in situations of disaster. Sharing of knowledge and experiences went beyond the four project countries to inform regional cooperations such as SADC. A training manual was also developed and shared with stakeholders so that they could keep training their staff. For UN-Habitat, results and lessons from the project are being used to design and inform implementation of other similar projects. However, the project was very ambitious it demanded a lot of work and interventions with little funding for core activities like monitoring, quality control and coordination of the project in four project countries.

The first Expected Accomplishment (EA1) of the project “enhanced technical and managerial cooperation between selected cities and governments on the areas of disaster risk management and urban climate resilience” was fully achieved as the project contributed to providing continues technical support to national and local governments on area of urban risk reduction and urban resilience. The project also resulted in one national staff being allocated in each capital city (Antananarivo, Lilongwe, Maputo and Moroni) of the project countries to provide continuous support and contribute to mobilizing national and local actors in DRR and climate change resilience.

Significant achievements to be highlighted included the adoption of the CityRAP tool as part of the National Guidelines for Disaster Risk Management Planning in Malawi and the collaboration with UNICEF towards development of guidelines in Mozambique. The project contributed directly to the strengthening and scaling-up of UN-Habitat's urban resilience portfolio in Southern Africa, leading to concrete financing of the four-year project "Building Urban Climate Resilience in South-Eastern Africa" by the Adaptation Fund for USD 14M, which is implemented in Madagascar, Malawi, Mozambique and the Union of Comoros. The project also attracted a funding of USD 500,000 grant from the World Bank to produce a Regional Assessment on Urban Risk and Resilience in Southern Africa covering the 16 Member States of the Southern African Development Community (SADC) as well as implementing the CityRAP tool in 6 additional countries of the region.

Several training and capacity development activities contributed to the achievement of the second Expected Accomplishment (EA2), increased knowledge and reinforced capacity of selected cities and towns in reducing risks of disasters and building climate resilience but partially. The project also contributed to the achievement of SDG 6 ('Clean Water and Sanitation'), SDG 11 ("Sustainable Cities and Communities"), and SDG 13 ("Climate Action") by contributing to the capacity building of local authorities and national stakeholders at different levels. The national and local actors are now more prepared and aware of the thematic areas and are implementing concrete action to respond to it.

DRR actions and those aimed at helping to adapt to climate change were implemented and DRR and climate change resilience actions are now part of the national planning and funding systems.

Regarding how the project activities and outputs lead to results of enhancing technical and managerial cooperation between selected cities and countries on the areas of disaster risk management and urban climate resilience and shown from Table 3, below, which shows what was achieved measured by indicators of achievement.

Table 3: Expected Accomplishments, indicators of achievement what was achieved against what was planned

KEY

Achieved	Partially Achieved	Not Achieved		
Expected Accomplishment	Indicator of achievement	What was planned to be achieved	Actual Achievement	Rating of AI Achieved.
EA1: Enhanced technical and managerial cooperation between selected cities and governments on the areas of disaster risk management and urban climate resilience	IA1.1 At least 2 national strategies/policies, 1 legal instrument and 1 guideline improved with focus on urban Disaster Risk Management (DRM) and climate resilience in the 4 target countries.	To support the development and/or improvement of national strategies, policies, legal instruments and guidelines with focus on urban DRM and Climate resilience.	The AI was achieved, considering that adoption of national policies and strategies and legal instruments is government internal business of which implementing entities, including UN-Habitat has no control. The project contributed to increased technical and managerial cooperation understanding among municipal authorities of participating countries to integrate risk reduction and climate resilience into urban plans and strategies. <u>In Malawi:</u> The City Resilience Action Planning (CityRAP) tool was adopted and used for the urban context. <u>In Comoros:</u> the project identified relevant tools, which were updated in National Strategy for DRR. <u>In Madagascar:</u> The project contributed to development of National Policy for Adaptation (PAN) and National Plan for	Achieved
...				

			<p>Adaptation to Climate Change (PNACC).</p> <p><u>In Mozambique</u>. The CityRAP tool was adopted and is integrated in national guidelines for territorial /spatial planning at a city level. The project also contributed to the revision of the law on Disaster Risk management to reform the urban actors in Disaster Risk Management Processes and Mechanisms and integrating the cities in villages within the National Disaster Risk management mechanisms.</p> <p>All these were possible because Staff were based at the country level to provide continuous technical support to local and national governments, reinforcing the technical and managerial capacities in the areas of DRM and urban climate resilience.</p>	
	<p>IAI.2 At least 2 concrete cooperation activities/ initiatives identified and agreed out of 4 countries in the field of urban DRM and climate resilience between local and national levels arising from this project.</p>	<p>Organize national workshops to discuss and disseminate strategies, policies, legal instruments and guidelines developed under A1.1 and to identify improved mechanisms to enhance local-national cooperation and collaboration in the field of urban DRM and climate change.</p>	<p>The project supported the organization of national workshops in the four target countries. The workshops focused on reflecting on the mechanisms to strengthen disaster risk management and urban climate resilience in project countries. The concreted initiative agreed upon by four countries was the development of Adaption Fund (AF) proposal that led to the financing of 14 million, and capacity enhancement in the cities where the CityRAP tool was implement. In addition, Universities committed to integrate the CityRAP in their curricula and identified DiMSUR as a potential platform for collaboration.</p> <p><u>In Mozambique</u>, the National Workshop brought together key stakeholders of the main partners including relevant Ministries, Universities and municipals, where the project was presented, and the mechanism to implement the project established, where the key DRR actor in Mozambique, Instituto Nacional de Gestao de Calamidades, (INGC) was designated key partner to plan a leading role in the implementation of the project. The workshop facilitated understanding of risks management and climate resilience in the urban context.</p> <p><u>In Madagascar</u>, the workshop, attended by 40 participants, discussed issues of coordination mechanisms, national platform to coordinate actors, and how</p>	

			<p>to improve outreach and technical capacity on urban resilience and DRM at the local level.</p> <p><u>In Comoros</u>, a national workshop was also organized. It was attended by 35 participants. It focused on coordination mechanism and updating of the National Strategy for DRR. It also discussed setting up local committees at the municipal level.</p> <p>In Malawi, a national workshop brought participants from several dimensions, including local authorities, civil society, UN agencies to discuss existing policies and guidelines for addressing urban DRM and climate resilience. The workshop also agreed to adapt CityRAP tool to Malawi context and to improve coordination on DRM</p>	
	IA1.3 At least 4 best practices on urban DRM and climate resilience exchanged among the 4 target countries	To Facilitate a regional workshop to discuss lessons learnt and best practices in the field of urban DRM and climate resilience in different countries involving government authorities, the academia and NGOs.	<p>A five-day regional workshop was organized to share good practices on urban risk and resilience and to offer CityRAP Training of Trainers. The exchange sessions developed the capacity of academic entities to implement the CityRAP as well as the exchanges of information about existing and upcoming research agenda and activities on urban resilience, disaster risk reduction, climate change adaptation and related issues as well as proposed specific areas of collaboration.</p> <p>Best practices were exchanges between all the participants, including (i) CityRAP materials tailored to the contexts of the four countries, (ii) CityRAP Training of trainers offered to representatives from universities of four countries, (iii) Development of CityRAP Youth, based on experiences with international and external partners and stakeholders, (v) upgrading and maintenance of the DiMSUR website as communication channel of the four countries to reinforce future information exchange and collaboration.</p>	
EA.2 Increased knowledge and reinforced capacity of	IA2.1 At least 100 students/researchers have acquired more knowledge in urban	Develop the curricula of and promote research in	By integrating CityRAP in Universities curricula, more than 100 students and researchers will acquire knowledge in urban DRM and climate change resilience	

<p>selected cities and towns in reducing risks of disasters and building climate resilience</p>	<p>DRM/climate resilience in the target countries.</p>	<p>academic /training institutions of the concerned countries and in Southern Africa and foster their cooperation with cities/towns by supporting urban DRM/climate resilience mainstreaming.</p>	<p>in these target countries. However, A framework to integrate CityRAP into the academic curriculum of the participating Universities was still on discussion by the end of the project.</p> <p><u>In Malawi</u>, the CityRAP was being integrated in the Master Course of Disaster Risk Reduction at the University of Eduardo Mondlane and at the Technical Institute of Territorial Planning the CityRAP was being integrated in the undergraduate course of Territorial Planning.</p>	
<p>IA2.2 At least 2 packages of training materials on urban DRM/climate resilience adapted to national conditions</p>	<p>Produce training materials on DRM/climate resilience and further improve the CityRAP Tool methodology, adapted to national conditions.</p>		<p>The CityRAP Booklet was finalized, after being updated from field and implementation experiences accrued during the implementation of the project.</p> <p>Online CityRAP Tool: A specific booklet for Trainers was developed, focusing on the training skills for the implementation of CityRAP. The first module of the online CityRAP course was finalized.</p> <p>The French and Portuguese versions of the CityRAP booklet were finalized.</p> <p>These translated versions contributed to a higher sub-regional outreach.</p>	
<p>IA2.3 At least 80 national/sub-national/local level officials with improved knowledge on urban DRM/climate resilience in the sub-region</p>	<p>Organize training of trainers in the four participating countries at national/sub-national levels to train national practitioners, local and central governmental officials and NGOs using the training material produced; and implement on-job-trainings in selected cities of the 4 countries using the training material produced.</p>		<p>National ToTs: At least one ToT has been implemented in each country, involving at over 20 representatives of local communities, national and local governmental officials and relevant stakeholders. These trainings led for most of the time to the full CityRAP implementation process. These training courses had strong participation and engagement of local and national stakeholders as well as local community representatives, leading to a high outreach and replication processes. By the end of the project, the on-job-trainings in selected countries had not started.</p>	

10.4 Efficiency

In terms of efficiency, the project was assessed to be **moderately satisfactory**. Some of the activities and outputs, agreed in the project document, were not delivered timely as scheduled. This was a regional project implemented in four countries with different institutional frameworks, resources, capacity and political engagement and it was challenging to elaborate a one fits all mechanism to respond properly to each context.

Also, some of the deliverables of the project, such as national strategies and policies, as well as legal instruments and guidelines approval process depended on national institutional mechanisms, where implementing partners have limited control and capacity to intervene.

Due to other demanding priorities of the country, government partners and other relevant stakeholders did not fully engage in the process and providing continuous technical support to the governments through national representatives in each country was challenging. For instance, workshops were postponed guaranteeing the availability and engagement of stakeholders.

Environmental conditions, for instance cyclones in Madagascar and Mozambique, affected the countries, causing severe damage and disruptions in governmental programming and initiatives. However, the consequences of these events have demonstrated the urgent need and necessities regarding the reinforcement of adaptation to climate change and the building of resilience in cities and towns, contributing to elevate the interest of the government in UN-Habitat's expertise and contributions

The activities planned for 2020 (e.g. missions, workshops, trainings) were interrupted due to the COVID-19 Situation. However, the project displayed good adaptive management. As a process of adaptation, UN-Habitat focused on the development of the CityRAP online course and delivering some activities through online modalities.

The project countries have different national languages (French, Portuguese, English), which complicated the exchanges between the relevant stakeholders. To mitigate this situation, the training tools (i.e. CityRAP Booklet, PPTs, programmes...) were translated and adapted to the national situations.

Originally the plan was to develop a full CityRAP course online that would encompass all phases of the tool. However, this proved impossible as the staff time required for this initiative was significantly more than what was available to the project. From the progress report, the development of the online course was more tedious, time consuming and complicated than originally expected. Hence, it was decided that the first module would be fully developed and tested through this project and the other modules would be developed later. Given that the first module is the crash course of CityRAP, this is already very beneficial as it can eliminate the need for some in-person components of CityRAP, it can be used as a pre-CityRAP or ToT preparation, and it can also serve as a stand-alone course on urban resilience.

According to interviews, cyclones and floods in Madagascar and Comoros made implementation of the project activities was difficult especially in hard-to-reach areas. Also, when such disasters occurred Governments focused on short term solutions rather than focusing on capacity building and long-term solutions. Funding was also a constraint for coordinating a project in four project countries. Language differences, which required translation in from English to French and Portuguese increase the workload.

10.5 Impact Outlook

Impact outlook was assessed to be satisfactory. The Project made important steps towards achieving the projects objective/impact of "strengthening capacities and establishing conditions to build resilience and adapt to the adverse effects of climate change in vulnerable cities and towns of Madagascar, Malawi, Mozambique and the Union of Comoros. Several countries have shown interest in implementing the CITYRAP. According to interviews, DIMSUR has been institutionalized. Over 50 countries have shown interest in implementing the CITYRAP tool. The potential of the tool replication is global and has been translated in Arabic to be implemented in Jordan. The interventions carried out through the project led to significant financing opportunities to scale-up the urban resilience portfolio of UN-Habitat in Africa and other regions like Arab states.

10.6 Sustainability

The sustainability of the project was assessed to be satisfactory. The project ensured high level country ownership of stakeholders and build capacity of relevant institutions, in each target country, to ensure results from the project be continued without UN-Habitat and UNISDR further involvement. The increase political commitment to disaster risk reduction and climate change resilience, enhance knowledge and capacity, and the development of policies, strategies, legal frameworks and guidelines involving local, city and national owners through institutions, specifically universities, to equip them with relevant technical skills and expertise has prospects for sustainability. The importance of addressing the urban component in DRM and climate adaptation has been increasing in the view of decision-makers, especially after the damage caused by the cyclones Idai and Kenneth in these project countries.

The technical guidance has provided tools, specifically CityRAP Tool, which have been included in the curricula of training and academic institutions of the project countries. The tool has fostered cooperation with cities/ towns by supporting urban DRM and climate change resilience. It is a strong component of results that will ensure the sustainability of the project results as well as the ownership of the tool, for its replication. The inclusion of the CITYRAP in national policies/strategies/guidelines was discussed and each project country conceived a work plan for the process. The CityRAP process is already implemented in cities of the project countries and Adaption fund has already provided USD14 Million to finance infrastructure projects identified in their City Resilience Action Plans.

The continued involvement of UN-Habitat and UNISDR in support of DRM and Climate change initiatives to project countries and the on-going engagement with other development agencies is an indication of sustainability. For instance, in Mozambique a partnership with the Red Cross was approved to consolidate the implementation a similar agenda focused on strengthening DRM in urban areas. In Comoros, a UNDP project started, aiming at strengthening the coordination mechanisms at the national level.

According to Interviews, there is a political will to address urban disaster management and climate change resilient projects. Most project outputs have been adopted into policy frameworks of the project countries. The CityRAP tool is now a community-based tool for communities, universities, women, youth and vulnerable groups. There is also increased knowledge on climate resilience and adapted in project countries. The CityRAP is on the website and translated in different languages. In countries UN-Habitat has no presence, UNDP staff and government official has been trained on the CityRAP tool to train others.

10.7 Coherence

The coherence of the project was assessed to be satisfactory. Internally the project was to be implemented with the relevant line Country ministries and institutions response for disaster and risk management. It was also in line with UNDAFs programmed activities in the concerned countries. For instance, in Mozambique, the project was to be led by INGC, the key DRR actor within Mozambique. INGC spearheads the formulation of policy frameworks, and coordinates DRR implementation.

In terms of synergies and interlinkages between the project and other UN projects in the targeted countries, the project for instance was coherence with the UNDP Project of strengthening government and community capacities and frameworks for climate change adaptation and disaster resilience for the period of 2018-2022, which aimed at contributing to Mozambique efforts on disaster risk reduction and climate change adaptation. It was developed in recognition that disaster preparedness, mitigation and risk reduction, as well as vulnerability reduction and climate change adaptation are fundamental factors contributing to development in Mozambique, a country that is affected by frequent natural hazards.

The Climate Resilience Initiative in Malawi (CRIM) Project aimed at enhancing the adaptive capacity of vulnerable communities to the impacts of a changing climate and enhance the capacity of district councils to better manage, monitor and respond to climate shocks in Mzimba and Kasungu districts. The project was implemented by the Environmental Affairs Department through Kasungu and M'belwa District Councils with financial support from the Flanders Government and UNDP. Also, at the request of Malawi's Ministry of Finance, Economy, Planning, and Development, the ACP-EU NDRR Program provided technical assistance to strengthen the government's capacity to prepare for disasters to minimize their effects and impacts in disaster-prone areas of the country

The 5-year project to improve adaptation and resilience climate change. The project was designed to reduce the vulnerability of populations in Madagascar facing the adverse effects of climate change and severe weather events. The funding of approximately US\$5 million was from the Global Environment Facility's Least Developed Country Fund

In the Union of Comoros, the project was coherent with several projects, including the strengthening the adaption and resiliency capacity of the agricultural sector to climate change (CRCCA) Project to build capacities adaptation and resilience in agriculture to changes in climate. The project was funded by Least Developed Country Fund 2014-2021. The UNDP project of strengthening the Resilience of Comoros to Disasters Related to Climate Change and Variability (DRR). The project worked to strengthen institutional, policy and regulatory frameworks to integrate climate and disaster risks into planning, improve knowledge and understanding of key climate drivers and natural disasters, and strengthen community resilience to climate-induced disaster risks, it was completed in 2023.

10.7 Integration of cross-cutting issues

Integrating cross-cutting issues in the project design and implementation was assessed to be unsatisfactory. From progress reports and other documentation, evidence on how human rights approach and gender was integrated in design and implementation is not documented. In workshops, the data on participants is not segregated. In addition, evidence is not captured, in progress reports, on how the disadvantaged – the poor, disabled were prioritized and not left behind in this project.

In workshops, the data on participants is not disaggregated. In addition, evidence is not captured, in progress reports, on how the disadvantaged groups such as the urban poor and person with disabilities were prioritized and not left behind in this project.

In the shared document, there no narrative on gender, disability and human rights considerations in the project document and there is no justification provided for gender mainstreaming in the substantive aspects of the project, including training and workshops. No record has been seen explaining the criteria for selection of participants and trainers in the workshops, including gender balance and inclusiveness. Analysis of gender balance in the progress reports is also missing. However, from interviews, CityRAP tool adopts a participatory planning process approach in which vulnerable communities and women are listened to, and the issue may be lack of reporting on those cross-cutting issues.

10.8 Effects of Covid-19 situation on the project

The evaluation examined the effects of Covid-19 and the adjustments that were made to the project as a result of the Covid-19 situation, and how the adjustments due to the Covid-19 pandemic affected the achievement of the project's expected results as originally designed in the results framework of the project.

Covid-19 impacted on many Governments, including the four targeted countries, where the project was implemented. Throughout 2020 and part of 2021, effects of Covid-19 resulted from distancing measures and restrictions of travel which minimized project activities, disrupting implementation schedules of the project. As a result, the project had to be adjusted and extended. Instead of ending in 2020, it was extended through 2021. However, according to interviews the covid-19 pandemic did not have much effect on the implementation of the project.

Some of the adjustments included some of the trainings to be delivered online. The extension allowed Further development of CityRAP materials and tailoring them to the four countries including translation into Portuguese and French. Developing online CityRAP ToT course and providing training to national, sub-national and local level officials

During the extension, the project also developed CityRAP Youth programme based on experiences from the four countries and in collaboration with internal and external partners and stakeholders and integrated it into regional programme on urban climate resilience. In addition, the extension enabled Collaboration with academic and research partners to continue the development of online course content on urban resilience

and climate change adaptation in the four countries. It also allowed the Upgrading and maintaining the DiMSUR website as a channel for communications and outreach work in the four countries on urban resilience/ CCA/ DRR.

10.9 The 2030 Agenda/SDGs

The project examined the extent to which the project contributed to participating national efforts to achieve the SDGs. Disaster occurrences, because of the effects of climate change, including cyclones, wind, floods, drought are among the most significant agents to vulnerability and effects on communities, in terms of flood and cyclone victims, loss of assets and livelihoods, damage to infrastructure, disruption of basic services and food security. The project was therefore designed and contributed to the achievement of the SDGs, including SDG 11: Making cities and human settlements inclusive, safe, resilient and sustainable, specifically target 11.5.2 of increasing the number of cities and human settlements adopting and implementing integrated policies, and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters and develop and implement in line with the Sendai framework for DRR 2015-2030, holistic risk management at all levels.

The project also contributed to achievement of Goal 13 Targets: relating to taking urgent action to combat climate change and its impacts, specifically target 13.1 of strengthening resilience and adaptive capacity to climate-related hazards and natural disasters in counties; and target 13.3 of improving education, awareness-raising and human and institutional capacity on climate change mitigation, adaption, impact reduction and early warning.

11. CONCLUSIONS

South-East Africa region is highly exposed to recurring natural disaster shocks, including cyclones, floods, storms, and drought. In addition to impact of these disasters on economic growth and loss of lives and livelihoods, the disasters put considerable strain on government finances, with frequent requirements for the reconstruction of damaged infrastructure and support to the affected households.

The project evaluated was implemented mainly at the policy level, to contribute to national strategies/policies/guidelines in terms of the urban approach to DRM and to the effects of climate change and to increase the adaptation capacity of cities and towns, Mozambique and Madagascar and the Union of Comoros. The project was implemented under the umbrella of the DiMSUR, the Technical Center for Disaster Risk Management, Sustainability and Urban Resilience, center that regroup the four (4) project countries: Madagascar, Malawi, Mozambique and the Union of Comoros.

Overall, the project positioned UN-Habitat as one of the “Go-To” partners for future projects on climate change and urban resilience. According to interviews, the project was a seed project for mobilizing funding of a USD 14million Adaptation Fund project implemented in four countries (Comoros, Madagascar, Malawi and Mozambique). The project supported finalisation of the CityRAP tool which has become a global tool that has generated many investments and is applied in over 50 cities in Africa. The project promoted climate change and urban resilience and led to the institutionalisation of the Centre of Excellence for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR) in South-East Africa.

The project satisfactorily demonstrated its relevance in strengthening capacities and establishing conditions to build resilience and adopt to the adverse effects of climate change in towns of targeted countries. It was aligned with national priorities of concerned countries, and it was responsive to countries needs and priorities. The project design and implementation were consultative, involving partnerships between universities and municipalities, as well as national government institutions responsible for DRR and CCA. The implementing partners demonstrated capacity to design and implement the project, specifically in identification and assessment of disaster risks, enhancing DRR knowledge management and climate resilience awareness and integrating DRR in emergency response.

The project at great extent accomplished its main expected accomplishments of enhancing technical and managerial cooperation between selected towns in areas of disaster risk management; and increased knowledge and capacity of in areas of reducing risks of disaster and building climate resilience. A number of training and capacity development activities contributed to the achievement of the second Expected Accomplishment (EA2), 'increased knowledge and reinforced capacity of selected cities and towns in reducing risks of disasters and building climate resilience but partially. As the DiMSUR's flagship product tool, the CityRAP is a participative and inclusive tool to elaborate City Resilience Action Plans.

The effective implementation of activities of the project, led to development of building urban climate resilience in South -Eastern Africa, which was funded by the Adaptation Fund with a total budget of US\$14 million. In addition, the project unlocked US\$15 million funding from the World Bank for further urban resilience building interventions. Also, the work and activities that were undertaken, strengthened relationships with local and national governments and increase community ownership of the project. The CityRAP processes were implemented in cities of the project countries and received the approval of the Adaptation Fund which financed the scaling up of the project with total of US\$14 Million.

Despite the achievement, the project was implemented with some challenges. The project was implemented as regional project, yet each country possesses their own particularities in terms of institutional framework, political engagement, resources and capacity available as well as political stability. It was challenging to elaborate a singular implementation line that would respond properly to each country context.

The environmental conditions and political situations for instance cyclones in Madagascar and Comoros, and elections in Comoros disrupted schedules for implementation of planned activities.

12. LESSONS LEARNED/GOOD PRACTICES/ INNOVATION

The good practices identified in the project traversed different activities implemented and expected accomplishments. Regarding activity A.1.1, the presence of staff based in the countries, working closely with the local and national governments, is a key factor that assured a strong partnership with the governments and direct relations, as well as the participation in key national events to support the development of strategies, policies, legal instruments and guidelines from a technical perspective, enhancing the urban approach to DRM and climate change adaptation.

The strong and close presence in concerned countries contributed to the depth of understanding of the conditions and situations of the project countries on how they deal with DRM/ CCA and urban resilience, as well as the identification of gaps and potential opportunities to be addressed.

The national technical workshops that brought together all the relevant stakeholders realized at the beginning of the project were also crucial for stakeholder mapping and strengthening implementers coordination capacity, visibility and outreach, as well as presenting work, tools and capacities.

The positioning of UN-Habitat and UNISDR as a key actor to address the urban component of DRM and climate change adaptation had a strong effect on further programming and development of initiatives as well as on the leverage of additional funding.

The CityRAP tool has been received with high interest by national and local officials, as it was considered an innovative tool, that places the local authorities at the center of the urban resilience planning processes. This participatory approach is innovative in several of the countries concerned and responds to the local needs in terms of planning and prevention, providing possible solutions for addressing DRM and climate change issues. The development of the online version of the tool is important to facilitate broader access and to cut down on the time and carbon footprint of travel of trainers for facilitating the phases of the tool.

Working closely with municipal authorities was essential for the processes. The Universities had the opportunity to exchange information about existing and upcoming research agendas and activities on urban resilience, disaster risk reduction, climate change adaptation and related issues, advancing the knowledge and collaborations at sub-regional level.

Communication channels have also been established and reinforced for future exchange and collaboration. Collaboration with other partners working at the local, national and sub-regional scale was also one of the best practices identified during this project implementation. Several actors are working on the agenda of DRM and climate adaptation (e.g. universities, UN Agencies, NGOs...) but not always reinforcing the importance of the urban component.

Working in partnerships with other agencies and organizations, such as the Red Cross in Mozambique, UNDP in Comoros and the Peri-Peri University network at regional level helped to strengthen the on-going work and assuring a strong outreach of the activities, by mainstreaming the urban component in already existing programmes and initiatives.

The setup of strong bases at country level, in terms of country presence, building of partnerships, strong relations with local and national governments, knowledge of the challenges and opportunities at country level, as well as the institutional existing mechanisms and local specificities was strong added value for scaling up and engaging further programming at national as well as at sub-national level, and for resource mobilization.

13. RECOMMENDATIONS

Recommendation 1: The UNDA project evaluation guidelines (2019) provide that evaluations should be conducted towards the end or shortly at the DA project had been completed. This evaluation has been carried out 3 and a half years after the project closed. In future UN-Habitat should conduct the evaluations of the projects in specified timeframes and give longer data collection period to provide reasonable time for key stakeholders' involvement and include field (country) visits as essential source of data collection.

Recommendation 2: Leaving no one behind concept requires that integration and mainstreaming of human rights approaches, including engagement and empowerment of women, disabled and as well as prioritizing the needs of people in vulnerable situations in the design and implementation of interventions. Future disaster Risk Management and climate change risk resilience should integrate and mainstream human rights-based approaches, gender and disability issues adequately.

Recommendation 3: Addressing Disaster risk management and climate change resilience, while promoting inclusivity should also focus on economic models that increase incomes for the urban poor and the marginalized. In addition, future similar projects be realistic in terms of what the project should achieve with adequate resources to them. From interviews, one of the challenges of this project was limited funding for core activities, quality control and management functions for adequate coordination of the project in four countries.

Recommendation 4: Future projects should promote more multi-stakeholder engagement, international, regional and country partnerships and cooperation, since disaster risk management and climate change resilience require diverse stakeholders working collaboratively to share information, expertise, resources and technology.

Recommendation 5: Building capacity in disaster risk management and climate change resilience with up-to-date skills and competencies is critical but should go in hand with improved interinstitutional coordination (national and local) in the country.

Recommendation 6: CityRAP tool has been a flagship of this project to strengthen capacities and establish conditions to build resilience and adapt the adverse effect of climate change in vulnerable towns of Madagascar, Malawi, Mozambique and the Union of Comoros. UN-Habitat should follow-up to its performance with review or evaluation in countries where its implemented, with a view enhancing its performance.

Recommendation 7: For lasting impact, capacity strengthening should be inclusive and continuous. UN-Habitat should continue supporting these countries in disaster risk management and building capacity for climate resilience.

Recommendation 8: In future projects, key stakeholders should be mapped and involved in design and conduct of evaluation. While stakeholders will need to be contacted (e.g through interviews, focus group discussions, or surveys) to provide information to evaluators, participatory evaluations go beyond this to ownership of the evaluation process by stakeholders.

14. ANNEXES

[**Annex 1. Terms of Reference**](#)

[**Annex 2. Project Long Frame**](#)

[**Annex 3. Reference of documents reviewed**](#)

[**Annex 4. Persons Consulted**](#)

[**Annex 5. Annex 5: interview questions**](#)

ANEEX 1: TERMS OF REFERENCE

EVALUATION OF THE DEVELOPMENT ACCOUNT PROJECT “STRENGTHENING URBAN RESILIENCE IN SOUTH-EAST AFRICA 2018- 2020”

1. BACKGROUND INFORMATION

1.1. Introduction

These Terms of Reference (ToR) concern evaluation of the “Strengthening Urban Resilience in South-East Africa” project, which was funded in the 11th Tranche of the United Nations Development Account with a total budget of US\$625,000. The project was implemented by the United Nations Human Settlements Programme (UN-Habitat) in partnership with the United Nations Office for Disaster Risk Reduction (UNISDR) and other partners including, the Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR) and National Municipal Associations in targeted country cities. The project aimed at strengthening capacities and establishing conditions to build resilience and adapt to diverse effects of climate change in vulnerable cities and towns of Madagascar, Malawi, Mozambique and the Union of Comoros. It was implemented during the period of January 2018 through December 2020.

The United Nations (UN) Development Account (DA) was established in 1997 by the UN General Assembly (GA) as the capacity development programme of the United Nations Secretariat, aimed to enhance capacities of developing countries in priority areas. Subsequently, with the view to enhance the evaluation function of the DA and gearing it more towards learning on results and aspects of accountability, a DA Evaluation Framework was developed. It requires project evaluations, conducted after assessing DA project implementation has finished, with a focus on the achievements and learnings of the project. This evaluation is also in line with UN-Habitat Policy that requires projects with a threshold of over US\$300,000 and below \$1 million to be evaluated by external consultants or by project managers. 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.

1.2 Development Account (DA) Projects

The DA provides support to a total of ten implementing entities (IEs), consisting of the economic and social entities of the United Nations Secretariat, including five global UN entities, i.e. United Nations Conference on Trade and Development (UNCTAD), UN DESA, United Nations Environment Programme (UNEP), United Nations Office on Drugs and Crime (UNODC) and the United Nations Human Settlements Programme (UN-Habitat) and five UN Regional Commissions, i.e. Economic Commission for Europe (ECE), Economic Commission for Africa (ECA), Economic Commission for Latin America and the Caribbean (ECLAC), Economic and Social Commission for Asia and the Pacific (ESCAP) and Economic and Social Commission for Western Asia (ESCWA).

The DA provides these ten agencies, which are mostly non-resident in receiving countries, the ability to operationalize their vast knowledge and know-how and to deliver capacity development support on the ground to selected stakeholders. All projects implemented through the DA are based on requests from Implementing Agencies and beneficiary countries.

While until the 11th DA tranche, which started in 2018, tranches were initiated every two years, from the 12th tranche onwards (2019), DA tranches are started every year. The programmatic approach of the ten IEs is focused on normative work, including development of analytical products, capacity development and policy level engagement and advocacy. Funding through the DA provides the opportunity to bring these aspects together in a project and to support the development of capacities to apply the normative guidance and the analytical work in concrete settings, making use of the experiences obtained and learnings gained to inform approaches to sustainable development.

2. PROJECT DESCRIPTION

2.1. Background and context:

Sub-Saharan Africa (SSA) is one of the world's fastest urbanizing region with the total share of urban population projected to increase to 60 per cent by 2050 from the current 40 per cent. 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 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 the resilient solutions are found, and innovation is sparked.

In the South-Eastern part of Africa, many countries share similar 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.

In 2014, UN-Habitat facilitated the establishment of the Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR), a sub-regional organization focused on the development of local, national and regional capacities for reducing vulnerability and building urban resilience of communities to natural and other

hazards in Sub-Saharan Africa. The center 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.

Started in Jan 2018 and completed in Dec 2020, the project had the main objective, to strengthen capacities and establish conditions to build resilience and adapt to the adverse effects of climate change in vulnerable cities and towns of Madagascar, Malawi, Mozambique and Union of Comoros. The objective was to be achieved by contribution of two Expected Accomplishments (EA) – out comes:

EA 1: Enhanced technical and managerial cooperation between selected cities and governments on the areas of disaster risk management and urban climate resilience

EA 2: Increased knowledge and reinforced capacity of selected cities and towns in reducing risks of disasters and building climate resilience

In addition to its contribution to the achievement of SDG 11 (target 3, target 5, target b and target c) and SDG 13 (target 1 and target 3), the project supported the achievement of the work programme and budget of the United Nations Human Settlements Programme (UN-Habitat) for the biennium 2018-2019 (HSP/GC/26/6) as described below:

- 1) Sub-programme 6: Risk Reduction and Rehabilitation; Expected Accomplishment (a): "Improved urban risk-reduction policies, strategies and programmes adopted for greater resilience of cities and other human settlements".
- 2) Sub-programme 7: Research and Capacity Development; Expected Accomplishment (b): "Improved knowledge of sustainable urbanization issues at the local, national and global levels for evidence-based formulation", and (c) "improved capacity of national and local authorities and partners to implement plans or strategies for sustainable urbanization".

2.2. Project Funding and Budget

This project was funded by the United Nations Development Account 11th Tranche with a total budget of US\$ 625,000 where the fund was totally managed by UN-Habitat.

3. PURPOSE, SCOPE AND OBJECTIVES OF THE TERMINAL EVALUATION

3.1. Purpose

The evaluation is mandated by The Development Account Programme and by UN-Habitat Management and it should be carried out in line with the [UN Development Account Evaluation Framework \(2019\)](#) and the [UN- Habitat Evaluation policy \(2024\)](#), taking into consideration the Guidance Note on Planning and Conducting Terminal Evaluations of 11th Tranche Projects.

The evaluation is forward looking and aims at capturing lessons for organizational learning by providing information on the nature, extent and where possible, the potential impact and sustainability of the project as well as collating challenges faced, and best practices obtained during implementation. It also serves the purpose of accountability by assessing achievement of planned results at project's expected accomplishment and objective levels.

The emphasis on learning lessons speaks to the issue of understanding what has and what has not worked as a guide for future planning. Thus, the evaluation will assess the performance of the project against planned results, in addition to assessing indications of impact and sustainability of results including the contribution to capacity development and achievement of sustainable development goals.

The results of the evaluation will draw lessons and recommendations that will inform the key stakeholders of this evaluation who are The Development Account, UN-Habitat, UNISDR (now UNDRR), Antananarivo University in Madagascar and Eduardo Mondlane University in Mozambique.

3.2. Objectives

The evaluation aims at assessing the effectiveness of the implementation strategy and the results achieved. It will include a review of the project design and assumptions made at the beginning of the project development process, in addition to project management aspects including the implementation strategies; project activities; assessing the extent to which the project results have been achieved, partnerships established, capacities built, and cross cutting issues of mainstreaming gender and human rights have been addressed. It will also assess whether the project implementation strategy has been optimum and recommend areas for improvement and learning.

3.3. Scope

The project was implemented between January 2018 and December 2020, and this evaluation will cover this entire period. The scope will also cover the aspects of relevance, coherence, effectiveness, efficiency, sustainability and impact.

A. It will assess those aspects through evaluation questions as formulated below **Relevance:**

- How relevant was the project to the target groups' needs and priorities? Was there a focus on the most vulnerable ones?
- To what extent have poor, indigenous and physically challenged, women, men and other disadvantaged and marginalized groups benefited from the project?
- Are there any outstanding examples of how these cross-cutting issues have been successfully applied in the project?
- How did the adjustments, if any, affect the achievement of the project's expected results as stated in its original results framework?

B. Effectiveness:

- Was the project effective in delivering desired/planned results?
- To what extent did the Project's M&E mechanism contribute in meeting project results?
- How effective were the strategies and tools used in the implementation of the project?
- How effective has the project been in responding to the needs of the beneficiaries, and what results were achieved?
- What are the future intervention strategies and issues?

C. Efficiency:

- Was the process of achieving results efficient? Specifically did the actual or expected results (outputs and outcomes) justify the costs incurred? Were the resources effectively utilized?
- What factors contributed to implementation efficiency?
- Did project activities overlap and duplicate other similar interventions (funded nationally and /or by other donors)? Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs?
- Could a different approach have produced better results?
- How was the project's collaboration with four government in the four countries/ cities?
- How did the project financial management processes and procedures affect project implementation?

D. Impact and Sustainability:

- Were there any unforeseen positive/negative effects of the activities?
- To what extent were the benefits of the project to be sustained after its completion?
- What is the likelihood of continuation and sustainability of project outcomes and benefits after completion of the project?
- What are the key factors that will require attention in order to improve prospects of sustainability of outcomes and the potential for replication of the project's approach?
- How were capacities strengthened at the individual and organizational level?
- Describe the main lessons that have emerged.
- What are the recommendations for similar support in future? (NB: The recommendations should provide comprehensive proposals for future interventions based on the current evaluation findings).

E. Coherence

- To what extent was this project coherent with UN-Habitat Strategic Plan and planned activities for South East Africa.

4. EVALUATION APPROACH AND METHODOLOGY**4.2 Approach**

The evaluation should employ a mix of approaches and methods. A results-based approach, (Theory of Change Approach) should be applied to this evaluation; to demonstrate how the project was supposed to achieve its planned results and impact. Also, the Context Input Process Product (CIPP) approach should be used to assess project implementation structures, collaboration, coordination, partnerships and targeted beneficiary needs. 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 Norms and Standards for evaluations in the UN system and the UN-Habitat Evaluation Policy.

4.3 Methods

The evaluation will be conducted based on the following mixed methods to triangulate information:

- 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 to selected countries are not possible, the Evaluator will use alternative methods to collect required information, with paying special attention to the importance the beneficiaries' feedback.

5. 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.

6. KEY DELIVERABLES

The three primary deliverables for this terminal 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
 - 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) which 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 will provide feedback on draft evaluation report and the evaluator finalizes it accordingly.
- c. **Final evaluation report** should not exceed 30 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 must be validated by UN-Habitat.

7. 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:

- An advanced university degree or equivalent background in urban planning, economics, project management, international development, program evaluation or any relevant discipline
- Demonstrated relevant professional experience in design, management and conduct of evaluation processes with the UN Secretariat, with multiple stakeholders, survey design and implementation, and project planning, monitoring and management, gender analysis and human rights due diligence
- Demonstrated methodological knowledge of evaluations, including quantitative and qualitative data collection and analysis for end-of-cycle project evaluations
- 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
- Fluency in oral and written English
- Working knowledge of French and Portuguese is desired

8. 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; the draft and the final evaluation reports); 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.

9. PROVISIONAL WORK SCHEDULE

This Evaluation will be conducted during the period of maximum 2 months. The table below indicates timelines and expected deliverables for the evaluation process.

Item	Description	Timeframe
1	Vacancy announcement and Recruitment of the consultant	March 2025
2	Inception phase, including formal document review, development of inception report	April 2025
3	Data collection phase and report writing	April 2025 – May 2025
4	Final Evaluation Report	May 2025

10. RESOURCES AND PAYMENT

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

- 30% of payment upon approval of the final inception report
- 40% upon submission of the draft evaluation report
- 30% upon finalization and submission of the final evaluation report

11. APPLICATION PROCESS:

Evaluators should present:

- 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 specifies the activities, dates and time frame
- Copy of academic credential, such as University Degrees diplomas
- Minimum of three letters of professional references, contracts, settlements or receipt in full documents

ANNEX 2 : PROJECT LOGFRAME

Project Components	Expected Outcomes	Expected Outputs
1. Preparation, implementation and sustainable management of priority subprojects at the city level	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	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

ANNEX 3: DOCUMENTS REVIEWED

- **Planning documents and revisions**
 - Project document
 - Documentation related to extension
- **Project reports:**
 - Annual progress reports
 - Final report – draft
 - Workshops reports
- **Information on financial and other resources:**
 - Project budget and expenditures
 - Other relevant stakeholders' websites
- **Documentation related to the relevant work of the implementing entity(ies) and partners:**
 - Relevant projects/activities undertaken by the implementing entity(ies) and partners in the target countries and/or regions
- **Past assessment**

ANNEX 4: PERSONS CONSULTED/INTERVIEWED

	NAME	ORGANIZATION
1	Martin Barughare	UN-Habitat - IEU
2	Eric Kaibere	UN-Habitat -IU
3	Alexander Kikenya	UN-Habitat-IEU
4	Sanda Rogue	UN-Habitat - Mozambique
5	Shila Morais	UN-Habitat- Mozambique
6	Hamid Soule	UN-Habitat – Comoros
7	Julia de Faria	UN-Habitat – HQs
8	Oumar Sylla	UN-Habitat -ROAS
9	Fruzsina Straus	UNEP- Former Project Manager for Comoros and Madagascar
10	Mathias Spaliviero	UN-Habitat – Former overall Coordinator of the project

ANNEX 5: INTERVIEW QUESTIONS

Introduction

[Name of the interviewee](#), thank you very much for accepting this interview. I am Joshua Bwiira, an external consultant for evaluation of strengthening of urban resilience project in South-East Africa region, which was implemented in the countries of Malawi, Mozambique, Madagascar and the Union of Comoros.

You being a key stakeholder in this project, I would like to have a discussion with you on a few aspects of this evaluation. We may take 45 minutes and of course what we discuss is fully confidential. Do you have some issues you would like me to clarify, or we can start the interview?

Structured Interview questions

Qn1. Could we start by knowing how you were involved in this project and what your role was?

Qn2. In your view, what were the most significant achievements of this project at regional level, and in each country (Madagascar, Malawi, Mozambique and the Union of Comoros).

Qn3. To what extent were the planned two expected accomplishments achieved. Let us start with the one on enhancing technical and managerial cooperation between selected cities in areas of disaster management and urban resilience?

Qn4. Do you think the results achieved by the project can be sustained? Kindly elaborate what makes you think they are sustainable or not sustainable. Yes, I believe the achievements are sustainable.

Qn 5. How well do you think the cross-cutting issues were integrated in the planning and implementation processes of the project? Especially those of gender and vulnerable groups?

Qn 6. To what extent did the project objectives and expected accomplishments contribute to UN-Habitat strategies and workprogrammes, and SDGs.

Qn7. Do you think Covid-19 pandemic had significant effects on the project, kindly elaborate. Covid-19 came when the project was almost concluded. I can't say it posed major challenges. We managed to complete the activities working virtually.

Qn.8 In your view, what were critical challenges faced by the project and how were they overcome?

Qn9. Just to sum-up, can you summarize for me the performance of this project in terms of its achievements, strengths and weaknesses.

10n. Lastly, this is a request from me. The independent Evaluation Unit shared with you my draft evaluation report. Could you kindly give comments and inputs to the draft evaluation report?

Thank you very much for your time and supporting this evaluation through this interview. I will use the information you have provided to revise the draft report.