



Terms of reference Lot 1
Mid Term Review

Renewable Energy for Rural Development –
Phase 2

Mozambique

MOZ1503411-10044 – Lot 1

July – 2022

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1 Mandate

Pursuant to the commitments made with the partner and the Belgian State, the interventions implemented by the Belgian Development Cooperation are systematically evaluated on two occasions: at mid-term and at the end of the implementation phase. Evaluation is conducted by means of the "review" tool. The document before you constitutes the Terms of Reference for proceeding to the Mid-term of the intervention specified below as part of the development cooperation between Belgium and Mozambique.

The Terms of Reference (ToRs) are part of the Tender Specifications.

2 Intervention

2.1 Cooperation Programme

CP	Year 2013 – Year 2017
Partner country	Mozambique
Priority sector(s)	<u>DAC Sectors</u> 311 - AGRICULTURE 31140 - Agricultural water resources (30%) 232 - ENERGY GENERATION, RENEWABLE SOURCES 23210 - Energy generation, renewable sources – multiple technologies (60%) 140 - WATER AND SANITATION 14010 - Water sector policy and administrative management (10%) <u>Enabel Sectors</u> - Agriculture and Rural Development (50%) - Infrastructure: Energy (50%)

2.2 Intervention form

Title of the intervention	RERD2 : Renewable Energy for Rural Development – Phase 2 (RERD2)
Navision code of the intervention	MOZ 15 034 11
Intervention zone	Mozambique
Total budget	22,000,000.00 EUR

Partner institution	<i>Fundo de Energia</i> (the Renewable Energy Fund – FUNAE) ¹ <i>Instituto Nacional de Irrigação</i> (National Irrigation Institute) ²
Starting date of the Specific Agreement	16 March 2018 (7 years)
Closing date of the Specific Agreement	15th of March 2025
Starting date of intervention – Opening steering committee – JLCB o	1 July 2018
Duration of the intervention and expected closing date of the intervention	31 December 2024 (78 months) ³
Impact	Contribute to rural economic and social development by increased sustainable access to energy.
Outcome	Increased access to energy in rural areas by investments in renewable energy systems and support mechanisms ensuring sustainability.
Outputs	<p>R1. Mini-grids provide reliable and adequate energy services</p> <p>R2. Technical and financial sustainability of existing systems is improved</p> <p>R3. The capacity of FUNAE in planning and project management is improved</p> <p><i>R4. Pro memoria, technical budget line for iva (VAT)</i></p> <p>R5. The new legal framework is influenced by FUNAE</p> <p><i>Added outputs RERD2+ (addendum to the TFF formulated in Q3-Q4 2020)</i></p>

¹ since start of project in 2018

² Since approval of an additional TFF with extra funding (2021-2024) for the introduction of Solar Powered Irrigation Systems

³ The additional solar powered irrigation component effectively started on 1 May 2021 with the arrival of the international expert leading this component

	<p>R6. Sustainable solar powered irrigation systems are taken up by selected farmers in 2 provinces</p> <p>R7. The technical and financial capacities of farmers, institutional partners and market actors for a sustainable use of solar powered irrigation systems are enhanced</p> <p>R8. Initiatives to foster an enabling environment for private and public investments in the irrigation sector are supported</p>
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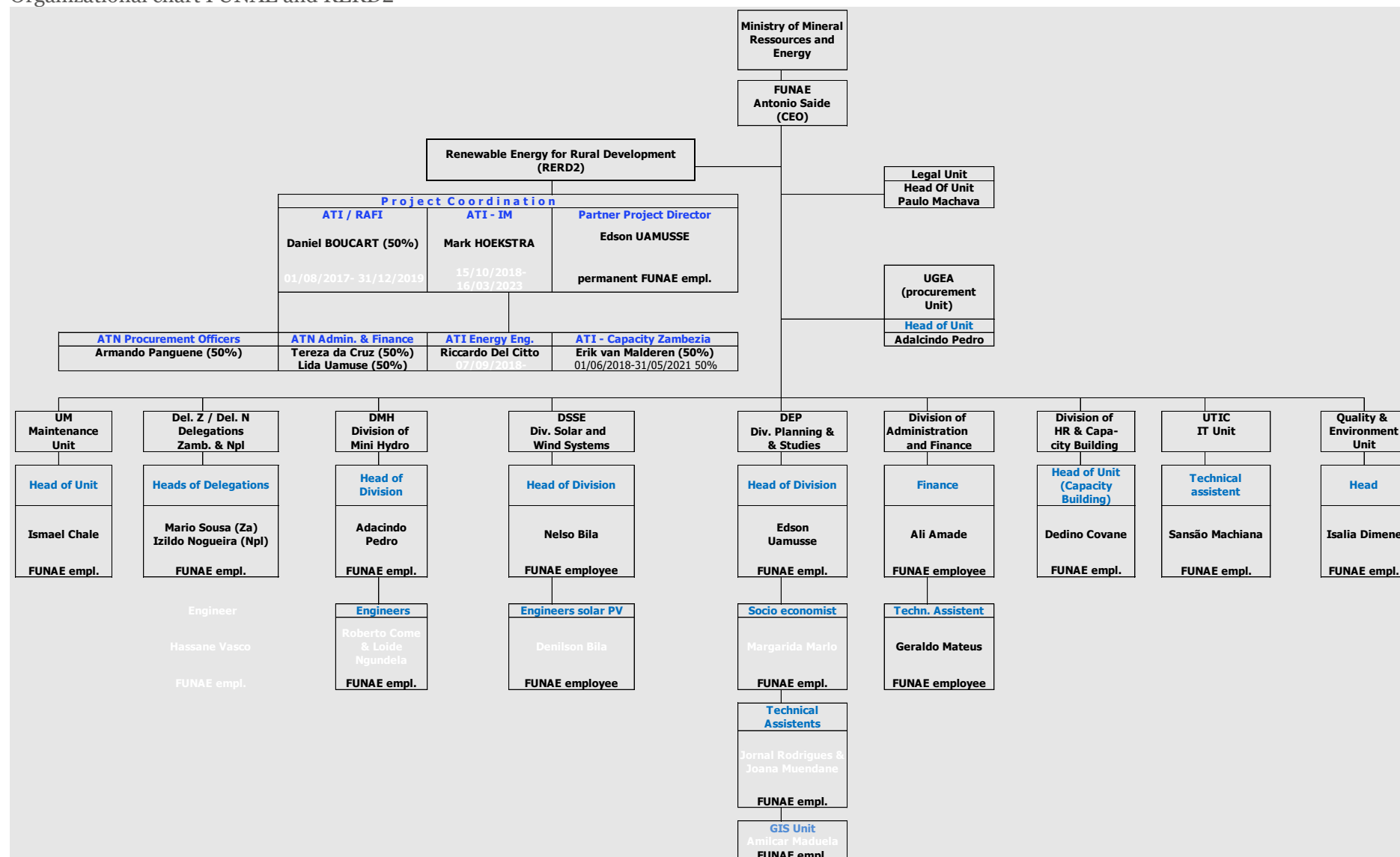
2.3 Background and implementation strategy of the intervention

2.3.1 Technical and financial files (TFFs) and Baseline

RERD2 is a bilateral collaboration in Belgian execution under the Specific Agreement of 16 March 2018 between the Governments of Mozambique and Belgium on Renewable Energy for Rural Development – Phase 2 (RERD2). This Agreement is based on the Belgian Development Agency's (then BTC now Enabel) Technical & Financial File (TFF), formulated in 2016/2017. This Agreement describes a renewable energy for rural development project to, through investments, contribute to rural economic and social development and support mechanisms ensuring sustainability.

The main institutional partner is FUNAE, the National Energy Fund. FUNAE's organisational chart and the embedding of the project is illustrated below. Please note that an ongoing FUNAE revision is taking place and will be confirmed in 2022 and result in a new organisational chart (see section '2.3.2.2 Institutional context').

Organizational chart FUNAE and RERD⁴



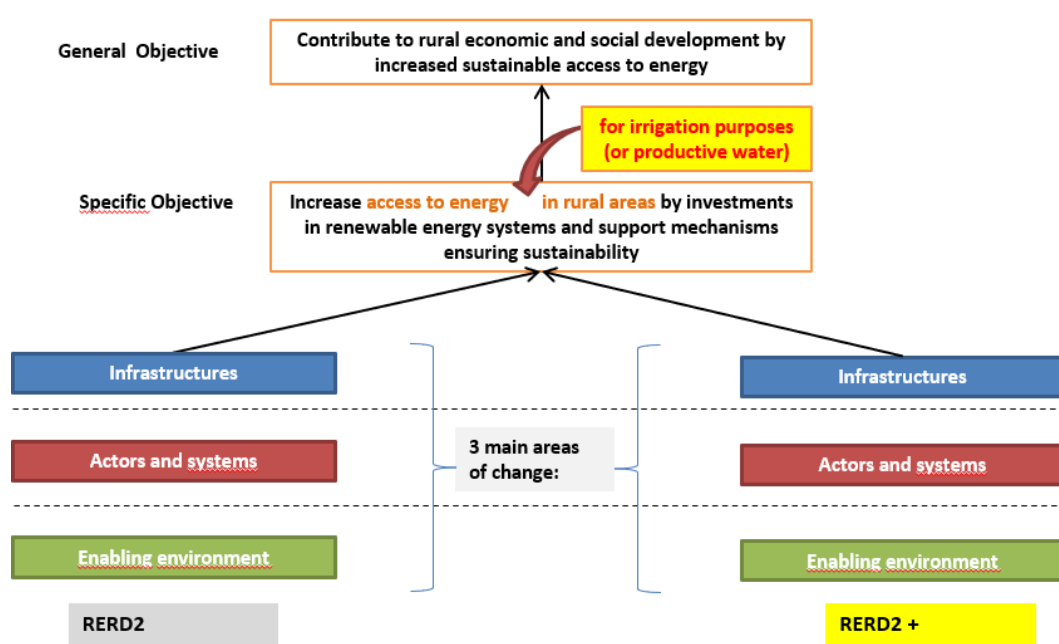
⁴ The INIR organizational chart will be provided in due course

After its official start on 1 July 2018 and notably after arrival of the Intervention Manager on 15 October 2018 the RERD2 project engaged in various consultations internally in FUNAE and externally, among which the Energy Sector Working Group, to update the (renewable) energy sector context and stakeholder analysis.

Joint planning and a baseline workshop early 2019 brought together staff from FUNAE central level and Enabel to discuss and update the logical - and M&E framework of the project. An important observation made by the participants of the baseline workshop was that without a solid, favourable legal framework the project would have difficulties attaining its objectives and guaranteeing sustainable impact, especially with regards to Public Private Partnerships and private sector involvement. Therefore, a fourth results area was deemed necessary. It was formulated as “R4. New legal framework is influenced by FUNAE”. This fourth result area was approved by the steering committee (SC) of 5 December 2019 but appears in these ToR – as elsewhere in further project reports – as Result 5 due to the fact that a 4th administrative ‘result’ line needed to be created to keep track of VAT (Value Added Tax) movements in the former Enabel accounting system. This fourth output is named “Output 4: Pro-memoria, technical budget line for IVA (VAT)”

Early 2020 FUNAE requested support from Enabel for a study on the installation of Solar-Powered Irrigation Systems (SPIS) and subsequent funding of investments in such systems. The drafting of an additional TFF (RERD2+) started in July 2020 and was concluded by October 2020. Mid-December 2020 the project was approved by the Belgian minister of development cooperation adding €10 million and 3 expected results to the project. This envelope complements RERD2 investments in minigrids and capacity building activities in support of the FUNAE (the National Energy Fund), and focuses on renewable energy and productive water for irrigation purposes in the provinces of Manica and Zambezia. This also added INIR, the National Irrigation Institute as official partner.

The addition of RERD2+ keeping the same objectives and same intervention logic can best be illustrated as follows.



The table below summarizes the expected results in the 3 main areas of change of the two RERD2 project components ‘electrification’ and ‘solar powered irrigation’.

AREA OF CHANGE	RERD2 ELECTRIFICATION	RERD2+ IRRIGATION
Infrastructures	- Mini-grids developed for households, productive users and public infrastructure*)	- Sustainable solar powered irrigation systems are taken up by selected farmers in 2 provinces
Actors and systems	<ul style="list-style-type: none"> - Technical and financial sustainability of existing systems is improved - The capacity of FUNAE in planning and project management is improved. 	- The technical and financial capacities of farmers, institutional partners and market actors for a sustainable use of solar powered irrigation system are enhanced
Enabling environment	- New legal framework is influenced by FUNAE	- Initiatives to foster an enabling environment for private and public investments in the irrigation sector are supported

*) Note In accordance with the SC validated baseline report the original formulation in the TFF '*mini grids provide reliable and adequate energy services*' was changed to '*mini-grids developed for households, productive users and public infrastructure*' to better distinguish between the outcome and output level, and to highlight the need to provide energy for different user groups.

An update baseline workshop was held with FUNAE and INIR technicians from September 15 to 17, 2021. The exercise led to the final refinement and addition of outcome and output indicators in the project's logical- and M&E framework, which now includes final and intermediate target values for indicators of the RERD2 "electrification" - and the RERD2+ "solar-powered irrigation component."

The final Baseline Report (21 September 2021) was presented and approved at the Steering Committee (adjourned from November 2021) of 17 March 2022. The new indicators were introduced in PILOT, Enabel's central project database.

In the meantime, the context developed as described below.

2.3.2 Evolution in the context

2.3.2.1 General context

In Mozambique, less than 35 percent of the population has access to electricity, and this predominantly in urban areas. As much as 95 percent of the households use firewood or charcoal daily for cooking. It is estimated that only 10 per cent of households have access to solar energy in the form of solar pico- or home systems. The Mozambican government has endorsed the Sustainable Energy for All (SE4ALL) targets of Universal Energy Access by 2030, which intersects with the United Nations Sustainable Development Goals (e.g., SDG7) and the 2015 Paris Agreement on Climate Change. Projections show however that only 50 percent of the population can have access to the electricity grid by that year. There remains therefore a huge challenge and opportunity in connecting the remaining half through off-grid and renewable energy.

In November 2017, under the Partnership Agreement between the governments of Mozambique and United Kingdom, the Energy Africa Mozambique Compact ('Compact') was published. The main strategic objective of the Compact is to develop a market for the new and renewable energy sector in Mozambique. Emphasis is put on an active supporting role of government, active private sector participation, and assistance of donors where relevant. The Compact sets out key actions for the further elaboration of such an approach, potential coordination initiatives, a first hint of

prioritization and an implementation plan until mid-2019. Key actions where Belgium has committed in principle-support to are the elaboration of an off-grid policy, awareness raising among relevant ministries and institutions, strengthening of the institutional framework and coordination, the establishment of dedicated credit lines for off-grid renewable energy, specifying (voluntary) national and international quality standards, expansion of mobile money agents in rural areas, and the development of tailored training programs for consumers and agents.

While Mozambique continues to struggle and cope with numerous security-, economic- and social challenges, particularly in the northern province of Cabo Delgado, the project has, to date, not been much impacted by security related issues. As such there is no need for the evaluation to specifically take the security situation into account. On the other hand, it needs mention that the project continually monitors the security situation considering the fact that two (out of five) mini-grids of a total value of 3.1 million Euro will be constructed in 2022 / 2023 on the border with Cabo Delgado while two other mini-grids of a total value of Euro 4.2 million Euro are constructed in Pebane district in the North of Zambezia. Following reports of immigration of some insurgents and / or several foreigners (probably illegal miners) in to Pebane the district has a reinforced presence of Mozambican Security forces since December 2021. A fifth mini-grid of 0.9 million Euro is located in the center of Zambezia on the N1 and as such presents less concerns in this respect.

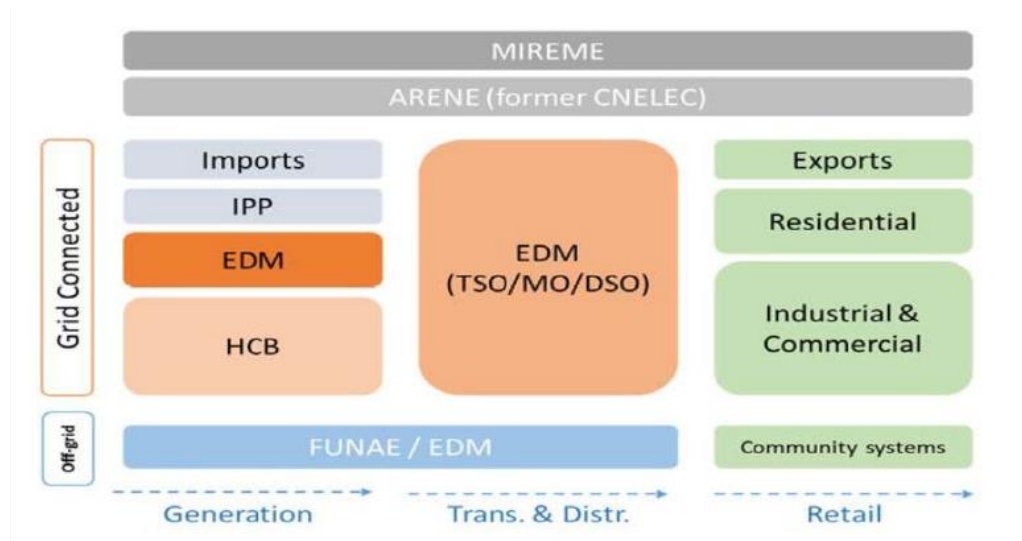
As to the COVID19 health crisis; the Government of Mozambique introduced various COVID-19 containment measures throughout 2020 and 2021 including total and partial lockdowns. These measures-imposed restrictions on some RERD2 regular and RERD2+ start up activities which required travel including the formal presentation of the program activities to stakeholders in Manica and Zambezia, start-up preparatory studies which involved consultative engagements with target beneficiaries and trainings. As such, some key inception activities for the Solar Powered Irrigation Component which had been scheduled for implementation in 2021 were pushed to 2022. Recently the country has started to slowly open up and a return to normality has started and expected to continue in Q2 2022 and going forward.

2.3.2.2 Institutional context

In terms of the Institutional set up⁵ the present section and following diagram summarize the role and names of the key entities relative to both components of the RERD2+ (the electrification component and the solar powered irrigation component).

⁵ that stems from the current regulation of the sector

Institutional set up of the Energy Industry and regulatory bodies



The Ministry of Mineral Resources and Energy (MIREME)

The Ministry of Mineral Resources and Energy (MIREME) is responsible for national energy planning, policy formulation and overseeing the operation and development of the energy sector. The ministry remains committed to boost the development of renewable energies and diversification of sources in the national energy matrix, thus contributing to the achievement of the (new) Integrated Master Plan and the National Electrification Strategy objectives.

Establishment of the National Energy Regulatory Authority (ARENE)

ARENE (created by law in 2017) was quite inactive in 2018 and for most of 2019 due to delays in the nomination of the chairman of the board. The appointment of the CEO in November 2019 marked the real start of ARENE's operability. Significant progress was made in drafting regulatory measures for off-grid energy. This required coordination by Arene of the various donors and multiple stakeholders involved. In the above-mentioned areas ARENE - as well as MIREME - continue to be supported by the Belgium funded Enabel CB-MIREME project.

Master Plan for Electricity

In October 2018 government approved the Integrated Master Plan for electricity infrastructure (2018-2043). This plan aims at increasing the country's capacity to generate, consume and export electricity over the next 25 years. The plan (US\$34 million) seeks to ensure diversification of energy sources including hydropower, natural gas and coal. \$18 billion will be invested in energy generation.

Review of Electricity Law

A proposal for a new Electricity Law (to replace the 1997 law) aims to promote the efficiency of the electricity sector in accordance with internal, regional and international markets and includes, among others, encouraging participation of the private sector and redefinition of the role of FUNAE. The proposed law includes a

series of specialized regulations, rules and standards on topics such as mini-grids, solar home systems, storage, self-generation and net-metering rules for incorporating isolated grids into the national grid. At the time of drafting these ToR the law was approved by the Council of Ministers and had been sent to parliament. After review by the parliamentary committees the law should be approved by the National Assembly later in 2022.

The National Energy Fund (FUNAE)

The Energy Fund (*Fundo de Energia*, FUNAE) – the project’s counterpart organization - is a public body subordinated to MIREME with the aim of promoting the development and use of different forms of low-cost energy and the sustainable management of energy resources. Initially setup as a fund, FUNAE today mostly implements off-grid access projects.

Until recently, FUNAE conformed to the rules established in the Basic Law of 2012 (Law No. 7/2012 of February 8) and Decree No. 41/2018 of July 23, which approved the rules for the allocation, autonomy, budget regulation, organization and operation of institutions, foundations and public funds. Decree No. 41/2018 of July 23 however required that the organic structure be adjusted⁶ to ensure compliance with the objectives set by the Government for the sector in general and under the National Energy for All Program in particular. As such, a new decree adjusting FUNAE mandate, management mechanisms, budget arrangements, tutelage, organization and operation has been enacted (Decree 101/2020 of 12 November). In addition, FUNAE is undergoing some restructuring to adjust to new challenges and opportunities it faces (Resolution 35/2021 of December 1st)

FUNAE (public fund) is now a legal entity of public law, category A, with legal personality and administrative, financial and **patrimonial autonomy**. Under the previous status patrimonial autonomy was missing. The new decree now allows FUNAE to own shares in companies. In the new decree, FUNAE's competences are more broadly defined as: *Implementation and management of electrification projects based on renewable energy solutions, expansion of the rural fuel network, mobilization of funding at the level of internal and external partners (financing) and energy efficiency - and other energy - services.*

Under the new decree the Board of Directors is composed of three executive directors (as opposed to one - the CEO - under the previous decree). One of the executive directors is the CEO. The CEO is appointed by the Council of Ministers upon the proposal of the Minister overseeing the energy domain. The implementation of the decree has resulted in a new organizational chart where the O&M unit will not evolve into a division (as foreseen in the RERD2 TFF). The O&M unit is now expected to become a unit under the “Electrification division”. The other - three - divisions are the “Fuels Division”, the “Financing and Private Sector Service Division” and the “Studies and Mobilization Division”. Given the above, it is clear that FUNAE is an institution in transition.

⁶ under the provisions of Article 11(d)

Electricidade de Moçambique

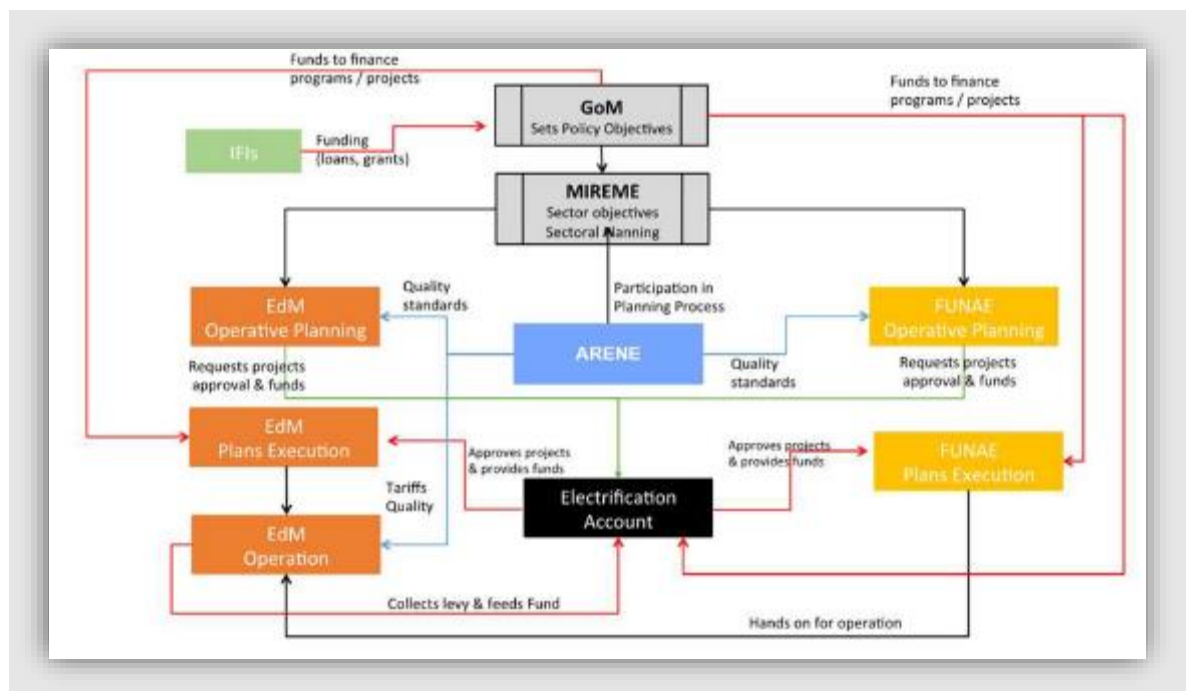
EDM is the government-owned electricity utility established in 1995 as national electrical utility, responsible for the generation, transmission, distribution and sale of electricity throughout the country. But EDM is mostly a transmission and distribution company with few generating assets. EDM has recently created a renewable energy business planning and development portfolio with a Directorate of Renewable Energy and Energy efficiency that is to address renewable energy sources (RES) investments. Doubts have however been expressed as to the feasibility of EDM pursuing such investments when it has to rely on its own corporate funding.

The National Electrification Strategy 2018 (ENE)

The National Electrification Strategy (NES) represents a key milestone in reaching all Mozambicans with electricity access by 2030. The strategy distinguishes between Expansion Areas (AEPs) and Subsidized Expansion Areas (AES). Its roadmap proposes that EDM takes the lead in identifying and implementing on-grid projects following project prioritization criteria and electrification schemes, while FUNAE focuses on the implementation of off-grid solutions. Once a system is installed, FUNAE will transfer it to EDM for operations. EDM may in turn outsource to private operators or communities. FUNAE projects will, besides other sources, be financed by an Electrification Account without the obligation to reimburse. FUNAE and EDM should coordinate efforts on specific projects where their areas may overlap. The lack of such coordination affected the project at various times during the past two years and led to it having to change course at various occasions.

A schematic representation of the institutional relationship of the above-mentioned institutions is presented below.

Energy sector main institutions



National Institute of Irrigation (INIR)

Following the ministerial approval in Belgium of the additional SPIS component (RERD2+) in December 2020, the National Irrigation Institute (INIR) has been added as a new strategic institutional partner for the project. INIR was created in 2010 to ensure the efficient and sustainable planning, development and management of land and water resources for production. A new General Director for INIR was appointed in March 2021 replacing the previous incumbent. The Government of Mozambique intends to reposition INIR as a public company (comparable to what now applies to FUNAE) with a legal mandate to provide revenue generation services in the irrigation sector. This development is largely viewed by stakeholders as an effort by the Mozambican authorities to reduce INIR dependence on the shrinking national budget. While this development is not expected to directly affect the implementation of RERD2+, Enabel monitors the transition process to ensure that planned exit strategies anchored on empowering INIR as a key actor in the irrigation sector are not affected by the changes in mandate/operations which are likely to be affected. A key concern for most stakeholders is the likely conflict of interest that might ensue when INIR, being a regulatory agency, is also allowed to offer commercial services for irrigation development in the country.

National Sustainable Development Fund (FNDS)

The Mozambique National Sustainable Development Fund (FNDS) is a legal person of Public Law, with legal personality and with administrative financial and assets management autonomy, supervised by the Minister of Land, Environment and Rural Development and was created by Decree 06/2016, of 24 of February.

FNDS is anchored on three pillars: (i) environmental, (ii) economic, and (ii) Social, adjusting its interventions to the Land, Environment and Rural Development sector, to ensure a strategic planning that responds to the main challenges of the sector, as well to promote a better dynamic in the process of integrated and sustainable rural development. Being an institution with financial autonomy, the main purpose of the FNDS is the development and financing of programs and projects that ensure sustainable, harmonious and inclusive development, satisfying current needs without compromising the ability of future generations to meet their own needs. This purpose is closely linked to the objectives of the National Sustainable Development Program, which ensures the increase of income of rural families in a sustainable way; and to the of the Social and Economic Plan of the sector which focuses on creating sustainable financing mechanisms for environmental services such as through the introduction of new technologies to increase resilience of crops to climate change; and also to the Five Year Government Plan which places priority on ensuring the sustainable and transparent management of natural resources and the environment. To respond to the purpose of its establishment, FNDS comprises in its current structure, the former National Environment Fund (FUNAB) and the newly established International Funds Management Unit (UGFI), which manage different projects related to income generation of rural families, protection of forests, conservation areas, and environment, estimated at about 100 million US dollars from funding institutions such as the World Bank.

The Solar Powered Irrigation Component of RERD2+ has identified FNDS as a strategic institutional partner for the disbursement of grants and provision of credit required by the beneficiary farmers to purchase and operationalise solar powered irrigation solutions in both Manica and Zambezia provinces.

2.3.3 Management context

FUNAE remains the government entity responsible for the intervention. The modalities of operational management of the two project components are aligned, including the reporting requirements.

From the point of view of contracting tools, the implementation of the project continues to take the following forms:

- Direct implementation by Enabel (mainly via technical assistance employment contracts);
- Subcontracting via public (services, works and supplies) contracts where Enabel maintains its contracting authority role;
- Usage of Cooperation Framework Agreements concluded between Enabel and Belgian or European public-law entities; and
- The awarding of Grants to public entities or private not-for-profit organizations in which case Enabel will have the contracting authority role.

The original design of the RERD2 project included two management modalities;

- 1) ‘Enabel⁷ -management’ (regie) where the Belgian public procurement legislation applies for purchases financed by designated ‘Enabel-management’ budget lines, and
- 2) Co-management where FUNAE/Mozambican public procurement legislation applied.

In the RERD2 TFF the ‘Enabel management’ modality applied in all activities except for those linked to investments in mini-grids (original budget 6 million Euro) and associated systems i.e., remote monitoring – and payment systems (0.86 million Euro) as these works involve appropriation of FUNAE after the end of the project.

Experience has shown that the co-management modality, implicating the application of the Mozambican regulations as it applies to acquisitions financed by the government, turned out to be far from easy, at least for large and/or complex infrastructure works such as mini-grids. These regulations tend to discourage international companies from tendering because all documentation must be submitted in Portuguese, stamped by a sworn translator, while moreover part of the documentation to be submitted is of a distinctly Mozambican administrative nature and not necessarily in the possession of the - international - tenderer.

Indeed, in 2020, the handicaps of the co-management modality were clearly revealed. Following a tender under this modality all (9) companies preparing the administrative documents for an EPC (Engineering, procurement and construction) tender

⁷ at the time of finalisation of the TFF still BTC (Belgian Technical Cooperation)

experienced difficulties in respecting all requirements. This led, for a second time, to the need to cancel the mini-grids tender.⁸

This prompted the project to propose a budget transfer of 6.86 million euros from the co-management modality to 'Enabel management' (regie). The budget revision was approved by the Steering Committee on December 7, 2020. The decision to move from away from the co-management modality laid the foundation for a new two-phased tender process for the construction of five mini-grids, which was successfully completed by the end of 2021 with contracts awarded to two companies.

Although the latter procurement process for mini-grids was lengthy due to its complexity, Enabel's management modality generally allowed for a relatively quick and transparent procurements and flows of funds related to goods (e.g., IT equipment) and services aimed at training FUNAE personnel and the undertaking of extensive technical and financial feasibility studies in preparation for the EPC tenders for the mini-grids.

FUNAE and INIR staff have been, and continue to be, actively involved in the preparation and evaluation of Enabel managed tenders. Subsequent monitoring and follow-up have been noticeable and are signs of mutual accountability and ownership, and part of the capacity building of middle management staff. Actually, the transition to the "Regie" modality, with active involvement of FUNAE technicians has allowed FUNAE staff to understand laws and procedures different from those of Mozambique. The involved technicians acknowledge that these procedures are an interesting reference for an institution such as FUNAE, which is regularly invited to contribute to the evaluation of Mozambican procurement procedures and invited to suggest improvements

Until March 2020 the RERD2 team worked embedded in FUNAE while the Admin-Fin support was, and still is, based in the Enabel representation. FUNAE offices have poorly ventilated small spaces. This presented, and still presents, COVID health challenges for FUNAE employees as well the embedded technical assistance. As such the pandemic obliged the project early 2021 to rent extra office space outside FUNAE, and outside the representation that also lacked space. Where face-to-face meetings are required, staff now moves between three offices. These three offices however are all relatively close to the centre of Maputo, keeping the situation manageable. Less face-to-face meetings has given a real boost to the use of MS Teams for meetings and this has proved to be very effective.

The International Rural Development Expert has been embedded within the National Irrigation Institute in Maputo to lead the technical delivery of RERD2+. The two national experts (recruited on 1 August 2021) have also been integrated within the provincial Ministry of Agriculture and Rural Development offices in Chimoio and Quelimane. The two national experts are however expected to switch to the provincial delegations of the National Irrigation Institute (INIR) as soon as they are operational. The timeline for the conclusion of INIR office set up in the two provinces remains fluid but expectations are that the offices will be ready in 2022.

⁸ A first cancellation was due to the fact that one of the two locations approved by the steering committee for construction of a mini-grid appeared to be on the list for electrification by the national electrification company EDM, despite the fact that this had been pre-checked by FUNAE.

Lastly in this section it needs mention that in 2017 Belgium - with its first phase RERD project - was the only donor⁹ project partnering with FUNAE. Since then the number of externally funded projects has grown significantly. Projects working with FUNAE now include: BRILHO (funded by UK's FCDO), Illumina (AICS, Italy), the Beyond the Grid Fund for Africa- BGFA (Sweden), Proenergia (World Bank), EU Resource Center (EU), Get Invest (GIZ, Germany), Green Peoples Energy (Germany), REACT SSA (Sweden), the Sustainable Energy Fund for Africa (SEFA) and SPEED+ (USAID). This has rather stretched FUNAE's absorption capacity. Although Belgium is acknowledged by FUNAE and MIREME for being its most loyal partner the evaluation team will have to take account of FUNAE leadership's full agendas.

The National Irrigation Institute (INIR) at present is also implementing the World Bank Funded (US\$57 million) Smallholder Irrigated Agriculture and Market Access Project (IRRIGA) ending December 2024. Coordination of interventions between IRRIGA and RERD2+ have also been aided by having the RERD2+ implementation team embedded within INIR.

⁹ apart from 1 isolated, far too expensive, mini-grid project in Niassa financed by South Korea

3 Objectives

The Mid-term and End-term Reviews on the one hand and the monitoring tools on the other hand form an interdependent and complementary system that allows the implementation phase of an intervention to progress well. The Reviews differ because of the depth of analysis of the monitoring: As evaluation exercises, they provide answers to "how" and "why" questions and are essential for assessing the value of the results achieved and of the whole of the implementation process of an intervention.

Consequently, a Review's function is:

- i) To support **steering**. On the basis of in-depth analyses, the Reviews offer useful recommendations that are based on data (evidence-based). That way, the Reviews support the strategic and operational decision making, and consequently, the steering of the interventions.
- ii) To contribute to **learning**. By analysing the development process, the Review allows us to explain what works, what does not work and why, and to thus draw lessons for other interventions or for the elaboration of new policies, strategies and programmes.
- iii) **Accountability** to the donor, partner and other internal actors by supplying an external assessment of the progress made and the results achieved.

Mid-term Review. The support to steering requires a special focus in order to decide whether yes or no, why and how, any adjustment to the intervention is needed.

The following observations are considered relevant when looking back and forward with a view to steering, learning and accountability.

The project's electrification component (RERD2) has come to a cruising speed in most aspects, but has been hindered by inefficiencies in the timely execution of certain activities, notably the development of mini-grids.

Site selection for the development of mini-grids involves complex and time-consuming decision processes, including pre-feasibility studies. Sites passing the pre-feasibility and selection stage need (tenders for) detailed technical and financial feasibility study in order to assure optimal sizing of the mini-grids. These studies are followed by (tenders for) EPC (Engineering, Procurement and Design) and supervision contracts. In Mozambique, in the absence of private mini-grid developers to date, tenders for these feasibility studies and EPCs are managed by donors and/or government (FUNAE, EDM). Important delays in this process were due to: a) the incompatibility of FUNAE policy-oriented selection criteria for locations and TFF prescribed location selection criteria, and b) the original project setup with the co-management modality (described in the section above) regarding mini-grids. In addition, the project suffered from a total lack of (ministerial) coordination between FUNAE and EDM in terms of off-grid energy supply planning, which led to a constant and recurring uncertainty about the status of sites - selected for investment - with respect to whether or not they were included in EDM's plans for connection to the national grid. These circumstances have resulted in a very lengthy process of site selection and associated tenders for mini-grids.

The judgment of the partner to, at various times, postpone the formulation of a capacity development plan until after the finalization of a new organizational strategy has meant that decisions regarding investments in capacity building have not been unequivocally anchored in an objective analysis of organizational needs but rather on the project's experts' assessment of knowledge gaps within FUNAE

Gradually, and especially since the start of the irrigation component of RERD2+, more emphasis has been placed on work in the province. The organizational set-up of the electrification component, in particular the profile of the expert seconded to Zambezia Province and 100% based in the provincial department of the Ministry of Energy was not suitable for research on the functioning of the FUNAE delegation(s) and central-provincial processes. Subsequently, the secondment of a junior in the province partially, but not exclusively, in an attempt to remedy this situation was hampered by the outbreak of the COVID 19 pandemic.

In connection with the above, it should also be emphasized that institutional processes and capacity strengthening with respect to an organization's internal systems (be they central or provincial) require trust, transparency, open information sharing, flexibility and dialogue among partners. This takes time and needs to be incorporated into ongoing organizational developments. A good example was the delay of information provided to the project on the - planned - transfer of ownership of small isolated solar energy systems - many of which were financed by the first phase RERD1 project - to sector ministries. This information inevitably led to a major reorientation of planned project actions, which were originally aimed at increasing the sustainability of these isolated systems and a shift of attention to systems that appeared to remain in the hands of FUNAE and yet-to-be-developed FUNAE mini-grids.

The below observations are considered relevant as we look ahead.

Following recent regulatory and policy announcements the most relevant being

- a) Decree 101/2020 of November 12th that adjust the mandate, management mechanisms, budget arrangements, tutelage, organization and operation of FUNAE,
- b) Resolution 35/2021 of December 1st that approves the new organizational structure of FUNAE, and
- c) Decree 93/2021 of November 10th approving the access to energy regulations for off-grid areas, by establishing the principles and norms for energy services associated to off-grid activities and mini-grids of up to 10 MW (the domain of FUNAE)

draft instruments are being prepared and their approval is expected to happen in 2022. Here special mention must go to the FUNAE draft strategic plan 2021-2030.

These important changes in the context require the project to - more or less - reorient the nature of certain activities - listed in the TFF - in support of FUNAE. In connection with this, there are also questions about the follow-up of the large investments in the mini-grids, especially questions about the future management of the installations. At the time of drafting these terms of reference, these issues had only been partially discussed with FUNAE.

Another question, also related to the changes in the context described above, concerns how best the project can support FUNAE in its transition to a real fund as called for by the government. In addition, FUNAE has been called upon by the Prime Minister to prepare for accreditation by the Green Climate Fund. RERD2 is supporting FUNAE in this process since October 2021 and has been asked to provide resources for further work that this requires regarding the design of internal procedures for a) project management (preparation, monitoring, evaluation, risk analysis, ...), b) awarding of grants (ToR for evaluations, manual, publication procedures, ToR for external audits, ...), c) environmental safeguards and d) gender strategy. This process requires considerable investments and RERD2 has been requested to further support FUNAE in this with remaining available funds.

Not only because of the already existing and upcoming intensive RERD2+ field activities, but also because of the start of the construction of mini-grids and related work with communities in 2022, the emphasis will be strongly placed on the provincial level. In this light, it also seems important to reassess the efficiency of the project's organisational set-up and investigate whether it should be reconsidered.

Finally, in the light of a new programming cycle of the Belgian bilateral development cooperation with Mozambique, it is relevant to look at new needs and opportunities that this will bring.

4 Evaluation questions

The Review will answer a generic evaluation field pertaining to performance. The Review will also answer one or more evaluation questions targeting the specific needs of the intervention.

4.1 Generic evaluation field

- **Assess the performance of the intervention**

The evaluation field pertaining to the performance will be evaluated by means of the "Performance" evaluation grid, which is included in Annex 1 as a reference. The following criteria require specific attention:

- | | | |
|-------------------|---|---|
| 2. Coherence | → | 2.3 Coherence with other TFPs |
| 3. Efficiency | → | 3.3 To what extent is the partner's contribution correct? |
| 4. Effectiveness | → | 4.2 At project current stage how likely is the outcome to be realised? |
| 5. Sustainability | → | 6.1 Financial/economic viability? |
| | | 6.2 Are the local ownership requirements fulfilled and will they continue to be so after the end of the intervention? |

The Performance evaluation grid is used for every review of the bilateral development cooperation, hence its generic nature. The generic approach will allow easier exploitation of the information generated by this question and ensures an efficient follow-up of the performance of all interventions. The reporting modalities are described in the *Report* model in annex.

4.2 Specific evaluation questions

The mid-term evaluation has the following specific questions:

Question 1:

In the light of recent legal changes and the new FUNAE strategy and - expected – action plan how can the project best assist FUNAE in fulfilling its new mandate and transition to a genuine fund.

Question 2:

Considering, a) the completion of 5 mini-grids by early 2023 that will be owned by FUNAE, b) the new Regulations for off-grid energy access and c) the multitude of donor off-grid programmes now partnering with FUNAE; how can the project best assist FUNAE in assuring the sustainability of the project's investments going forward (management model, productive use of energy, income from electricity sales, maintenance, assistance to FUNAE delegations, private sector involvement, ...).

Question 3:

Are there any new risks / opportunities identified by the mid-term review? What are the mitigation actions that RERD2/RERD2+ needs to operationalise to adapt to context and protect investment and ambition?

Question 4:

The Government of Mozambique intends to reposition INIR as a public institute. What are the pros and cons related to this intended mandate repositioning? How best can the RERD2+ support INIR in this transition process as part of our exit strategy to be able to strengthen inclusive development of the SPIS sector?

Question 5:

In view of the fulfilment by FUNAE and INIR of their respective past and present mandates, what are (a) the comparative advantages and disadvantages of Enabel's support (RERD2) compared to other international aid programmes and (b) the main lessons learned and considered relevant for future cooperation? Future cooperation being understood within the perspective to improve and expand energy access in remote areas targeting vulnerable people or sectors.

5 Methodology

5.1 Assessability, fields and resource persons

Assessability

The evaluation team will have adequate documentation of the intervention (see annexes).

The following existing monitoring data are available for the evaluation team:

- Baseline report
- Completed Monitoring Matrix with data available to measure indicators values (See PILOT)
- Quarterly Operational and Monitoring reports and Annual results reports
- Minutes of the Steering Committees meetings
- Consultancy reports (see table below)

FUNAE's internal monitoring data, reports, statistics (e.g., on electricity sales) and draft or agreed normative documents, such as the new corporate strategy, may be less accessible. For example, at the time of drafting these terms of reference, this last, important, document had not yet been made available to the project.

The table below provides an indicative list of secondary literature generated by the project and important for the consultant of this assignment.

Topic ¹⁰	Date
<u>Electrification component</u>	
<i>Tenders and external consultancy reports</i>	
“Feasibility Study for a small hydro power plant based mini-grid in Nintulo, Gurué district in the Province of Zambezia, Mozambique” (inception, survey reports, energy need assessments and feasibility study Main report), ENCO	31 October 2019
Tender documents Enabel in Mozambique MOZ191 for a public services contract for the “Feasibility study for hybrid mini-grids in Zambézia and Nampula, Mozambique 28/02/2020, RLI/EnGreen	28 February 2020
EPC tender documents under Co-management modality (Alto Benfica and Mugulama) in English Portuguese	November 2020
Five (5) “Feasibility studies for hybrid mini-grids in Zambézia and Nampula, Mozambique”; Namanla, Muíte, Milhana, Idugo Island and Alto Maganha	27 November 2020
Call for Expressions of Interest Enabel Mozambique - Public works contract for the “Design, procurement and construction	24 March 2021

¹⁰ Links to these documents will be provided in due course

of 5 hybrid mini-grids in Zambézia and Nampula provinces in Mozambique” (Muíte, Milhana, Alto Maganha, Idugo Island and Mugulama)	
Public services contract for the “Training on mini-grid design, optimization and battery use for staff of the Energy Fund (FUNAE) in Mozambique”	10 May 2021
22 Expressions of interest regarding tender for construction of mini-grids	May 2021
3 Technical offers for EPC contracts for each of the 5 mini-grids	August 2021
Feasibility report on hydropower injection into, and extension of the national (EDM) grid in the Nintulo area - Training on hydropower pre-feasibility studies for FUNAE technicians, MARGE	November/December 2021
Processamento de Imagens, GeoSurvey (PT)	November 2021
Public services contract for the “Consultancy services for the supervision of the installation of 5 hybrid mini-grids in the provinces of Zambezia and Nampula in Mozambique (third publication)	20 January 2022
...	
<i>Project produced internal technical reports</i>	
Análise de consumo das mini-redes geridas pelo FUNAE, 56 pp.	2020
Manual para coleta de dados o caudal e precipitação em Nintulo, 43 pp.	2020
Manual di Drone. Documento com a informação necessária para a utilização de drone para produção de mapas, 12 pp.	2020
Metodologia de préselecção de locais com teledeteccção	2020
Análise em remote o potencial de locais hídricos: manual, 133 pp.	2021
....	
<u>Irrigation component</u>	
<u>GGGI, Mobilizing Investments in Solar Powered Irrigation Projects in Zambezia Province, Mozambique</u>	May 2021
RERD2+ SPIS Enabling environment study	upcoming
RERD2+ SPIS skills audit	upcoming
RERD2+ Gender study	upcoming

RERD2+ Finance strategy	upcoming
RERD2+ Engagement strategy for education institutions	upcoming
.....	

The evaluation team should take the following into account:

At the time of conducting this mid-term evaluation the solar powered irrigation component will just be taking off. Most of 2022 has been focussed on inception activities for the component particularly partnership development and intervention strategy development.

The official and working language is Portuguese. Some documents are exclusively available in Portuguese.

The Intervention works with various divisions, units and delegations of FUNAE and INIR that deal with quite different subject matters. Staff shortages and lack of operational capacity at FUNAE and INIR may affect the availability of some staff, particularly those in managerial positions, as they may be approached at any time by their hierarchy or, in the case of FUNAE, by one of the - nowadays - many donor programs (See section 2.3.3).

FUNAE and INIR have become accustomed to virtual meetings over the past two years. However, some of the interactions may require physical meetings or visits.

At the time of writing these ToR, preventive measures for Covid19 were slowly decreasing, but it remains difficult to predict how the situation will evolve, as the Covid19 rate in the region tends to increase again. It is recommended to timely start with entry visa procedures.

Fields

The whole of the intervention is to be assessed.

During the inception phase, exchanges between the MTR Team and Enabel will take place to best define the selection of provinces and places to be visited.

Since the review is limited in time and considering the extent of the program, choices may have to be made in order to limit the field visits to realistic proportions. It is therefore suggested that the evaluators focus on two or maximum three provinces. If needed, gathering several province's officials in a central place is conceivable.

Resource persons

The resource persons listed in Annex 2 are listed on an indicative basis. The final choice of the people to be met falls under the full responsibility of the evaluation team in function of the needs of the review.

5.2 Approach

The evaluator proposes a methodology in function of the objective, evaluation questions and available means. The methodology chosen will help to meet the review's

objective and to answer the evaluation questions, while keeping account of the evaluability constraints described above. Points of attention for the methodology proposed:

- It fosters triangulation of data and complements, in as far as possible, qualitative with quantitative methods; It takes into account the collection methods used in monitoring processes;
- It allows to show the effect of the intervention on the beneficiaries (especially, in case of End-term Review) at the outcome level and its potential to contribute to the impact level;
- It allows answering all the evaluation questions.

The methodology proposed will be presented in the inception report, which is part of the technical tender.

The inception report will clarify the evaluation questions that will be analysed the methodology used for collecting data and a work plan as well as a detailed timing of the review mission.

5.3 Quality management

The products as well as the processes will respect the norms and standards of the OECD's DAC for evaluation as well as Enabel's normative framework (MoRe Results guidelines). The contracting party is accountable to the Brussels Operations department for the quality of the products delivered and for the evaluation process.

Any methodological issues that appear during implementation and that have had an effect on the analysis and conclusions will be mentioned in the "methodology" chapter of the report. However, any element that could jeopardize the quality of the review or the principles of independence, transparency or impartiality, must be brought to the attention of the manager of the review during the review implementation process, in order to be able to pro-actively remedy to it and limit its impact on the review's quality.

Enabel has an Integrity desk where issues pertaining to independence, impartiality or transparency can be filed. See [Integrity Desk](#).

6 Users concerned by the review

The review will focus on the users in order to meet their needs. The role of the various users and their interest in the review are included in annex.

7 Organisation

7.1 Management and steering of the review

Review manager

Mrs Laetitia DE RADIGUES, Operations Advisor, is the manager of the review. He/she ensures all coordination activities and manages the whole of the "review" process. Thus, he/she will ensure that the planning is complied with, that the expected deliverables are submitted, that a briefing meeting is organised at contract start-up as well as a debriefing meeting before the final report is submitted. He/she will do the necessary for experts to have access to the documents and other relevant sources of information and he/she is the focal point when any difficulties arise during the evaluation process (see Quality management).

As a manager, the Operations Advisor:

- Is the contact person for the "lead expert" evaluator;
- Grants positive advice or negative advice to modification requests pertaining to the ToR of this review;
- Compiles the information received by the various actors about the reports elaborated by the evaluators and forwards them to the evaluation team;
- Is responsible for the quality control of the deliverables submitted.

Reference team

The Operations Advisor will chair a reference team that is composed of the following members:

Enabel Head office

- Operations Advisor: Laetitia DE RADIGUES
- Sector expert Energy: Sophie Bénédicte JACQUES
- Sector expert Agriculture & Rural Development: Laurence DEFRISE

Enabel Field

- Resident Representative: Laurence JANSSENS
- Strategic advisor: Akila MUNIR
- Intervention Manager: Mark HOEKSTRA
- Rural Development specialists (RERD2+ lead) Nephas MUNYECHE

The reference team is to:

- If applicable, validate the evaluation sub-questions and the methodology proposed by the lead expert;
- Provide comments to ToR modification requests, findings, analyses, conclusions, recommendations and lessons learned of the evaluators.

7.2 Evaluation team

The evaluation team consists of the following members:

- a lead expert (head of the evaluation team)
- a national expert (based in Mozambique)

Description of the profile and responsibilities of the international lead expert

The lead expert is responsible for the proper performance of the review and for the deliverables.

Internal Expert in rural electrification

1. Education:

Master's or PhD in engineering, economic or rural development or similar area.

2. Experience:

- At least 10 years professional experience in project design and implementation of rural electrification projects and renewable energy
- Proven experience in big (> € 5 000 000) project evaluations, at least 3 in sub-Saharan Africa over the past 10 years.
- Experience in Institutional Organisation and Capacity Assessment highly desirable
- Demonstrated experience in similar assignments.

3. Language:

Excellent writing, editing, and oral communication skills in English. Good command of Portuguese would be an important asset.

Description of the profile and responsibilities of the national consultant

National consultant

1. Education:

Master's or PhD degree in Rural Development, Irrigation, Agriculture, or Water and/or Natural Resources Management.

2. Experience:

- At least 10 years professional experience in project design and implementation in agriculture, irrigation development and/or use of sustainable sources of energy;
- Experience in inclusive finance is an advantage;
- Demonstrated experience with required and proven qualifications and experience in similar assignments, preferably in the irrigation agriculture sector in Mozambique;

d) Familiar with evaluation methodologies.

3. Language:

Excellent writing, editing, and oral communication skills both English and Portuguese is required.

7.3 Period, duration, deliverables

A partial payment up to 50%, following the end of the field mission, can be made upon submission of the PowerPoint presentation summarizing the main findings and recommendations of the review.

Proposed timeline: This review process will start at the latest on 14th October 2022 and the final report will be submitted at the latest on 27th January 2023. The dates are fixed in common agreement.

Steps	International Lead expert	National expert	Products to be submitted	To whom	Date
Documentary analysis (domicile)	5	5			
Briefing at Enabel – head office (Brussels)/field via visio	0.5	0.5 (remotely via MS Teams)	<i>Review start-up (inceptions) report</i>	Operations Advisor	14 th October 2022 <i>at least 15 days before the start of the mission.</i>
Briefing in partner country	1	1	N/A	Resident Representative, IM/RERD2, FUNAE, INIR	31 st October 2022
Collection and analysis of data in the field	14	14	N/A	<u>Capital:</u> Maputo, <u>Provinces:</u> Zambezia, Nampula, Manica)	1 st November – 18 th November 2022
Feedback workshop	1	1	Presentation of main findings	FUNAE, INIR/MADER national and provincial teams, Enabel country / project team and strategic partners	21 st November 2022
Debriefing Representation	0.5	0.5	Aide–Mémoire	Resident Representative Operations Advisor	22 nd November (At the end of the field mission)
Drawing up of report (domicile)	3	2	Review Report – draft version	Operations Advisor	19 th December 2022 <i>To be specified – max. 21 days after the end of the field phase.</i>
Debriefing Enabel head office (Brussels)/field via visio	0.5	0.5 (remotely via MS Teams)	<i>Presentation Review Report draft version</i>	Operations Advisor	6 th January 2023

					<i>To be specified - max. 15 days after receipt of the draft report.</i>
Finalisation of report (domicile)	2	1	Review report – final version	Operations Advisor	24 th January 2023 <i>To be specified – max. 15 days after the debriefing meeting at the head office.</i>
Total number of days	27.5	25.5			
Brussels	1	1 (via MS Teams)			
Domicile	10	8			
Partner country	16.5	16.5			

Deliverable:

After the evaluation mission:

- A **‘final draft’ review report version**: The evaluation report in its final draft version will first pass a quality control of the service provider to guarantee the required quality (see annex - template).
- An **Executive summary of the review** – max. 4 pages: The Executive summary is based on the template provided and can be read separately from the evaluation report. As it is to be used for dissemination purposes to a broad audience, it will be written in a consistent, clear & concise manner, so that it is easily understood by non-experts.
- A PowerPoint **presentation** of the evaluation (for oral debriefing at the Enabel head office) summarising the first results and key recommendations of the evaluation team.
- **Final version of the review report** after debriefing and reception of the comments on the final draft version – max.60 pages (see Template of the Review report in annex).

8 Annexes

8.1 Annex 1 – Evaluation grid "Performance"

Part A – Evaluation criteria of the OECD's DAC

How to use this evaluation grid?

This evaluation grid is developed to evaluate the performance of an intervention. The 5 DAC (OECD) evaluation criteria constitute the cornerstone of the evaluation process. Since they can be interpreted differently, their definition is clarified as follows:

- A narrative 'interpretation' of the definition of each DAC criterion (How MoRe Results interprets the definition);
- A limited set of sub-criteria, highlighting aspects of the DAC criterion considered important for the reviews of the interventions;
- Questions allowing to clarify the interpretation of each of the sub-criteria.

The evaluation grid must be attached to the Review report. The analysis and global score are included in the body of the Report. The report template contains tips on how to deal with the grid in the report.

1. Global evaluation score of each DAC criterion.

The evaluators must grade each criterion and include the global score in the main body of the Rapport. Given that scores might lead to an over-simplification of a complex reality, with complex problems related to a given context, the scores are to be seen as a synthesis of the answers, and not the vice versa: An analysis is not a justification for a given score.

2. Analysis of the DAC criteria.

Each criterion is analysed by the evaluator. A limited set of sub-criteria is given, in view of highlighting the criterion's aspects that need to be addressed in the report. The analysis of the DAC criterion in question must reflect these sub-criteria. It is the evaluator who has to decide how (s)he will proceed: by analysing each sub-criterion in a different sub-chapter, or by choosing for a global narrative. The evaluator shall NOT provide the scores of the sub-criteria in the body of the Review report. If so desired, the scores of said sub-criteria can be included in the evaluation grid attached to the Review report.

The questions provided under each sub-criterion are given indicatively: They clarify the meaning of each sub-criterion.

The quality of the analysis matters, first and foremost. Also, the evaluator shall not limit the analysis to just the sub-criteria given in the table: If important elements arise, which are not covered by these sub-criteria, but which do relate to the DAC criterion in general, the evaluators must report on them. If these elements would have an impact on the score, the evaluators will clearly mention this in the report.

1. RELEVANCE: The extent to which the objectives of a development intervention are consistent with beneficiaries' requirement, country needs, global priorities and partners' and donors' policies. (DAC-OECD)

Interpretation of the DAC definition:

Relevance relates to the question of needs of the intervention. It analyses the intervention from the point of view of the issues and needs of the beneficiaries, and of their priorities. It furthermore examines whether the intervention is coherent with the partner and donor country policies.

As such, relevance evaluates the value and usefulness of the intervention as perceived by the key stakeholders, the extent to which the 'answer' of the intervention is technically suitable to fulfil the needs and priorities, and the extent to which the intervention is an answer to a genuine need of the partner country or rather or instead an adaptation to the donor's preferences. For innovative interventions, which allow for established interests and existing practices to be challenged, relevance pertains also to understanding the extent to which they are embedded in the genuine priorities and interests and will offer a potential of replication or possibilities to influence policies, i.e., the extent to which the two-tier approach is relevant.

RELEVANCE:	A	B	C	D
global evaluation				

SUBCRITERIA OF ANALYSIS ¹¹

1.1. Meets the issues, needs and priorities of the beneficiaries	A	B	C	D
<p>Is the intervention aligned with the issues, needs and priorities of the beneficiaries? Does the strategy of the intervention appropriately address the needs and reality/living conditions of the beneficiaries?</p> <p>If the intervention is an experimental one, is it part of the needs of the beneficiaries and really in their interests and among their priorities?</p>				
1.2. Consistent with the partner's priorities and policies	A	B	C	D
<p>Is the intervention aligned with the development priorities and policies of the partner country at all levels (national and local), including the transversal themes?</p> <p>Is it consistent with an approach fostering complementarity with the other relevant actors working on the same topic?</p> <p>If the intervention is an experimental one, are its results likely to be relevant for influencing the policies and for adapting the existing system, and are they likely to be replicated?</p>				
1.3. Consistency with the donor's priorities and policies	A	B	C	D
Is the intervention aligned with the relevant policies of Belgium?				

¹¹ It is not obligatory to award a score to the subcriteria. It is the evaluator's decision whether to do so or not.

2. COHERENCE: How well does the intervention fit? The compatibility of the intervention with other interventions in a country, sector or institution (OECD-DAC)				
Interpretation of the DAC definition: Coherence concerns the extent to which the intervention is compatible with other interventions in a country, sector or institution and how they support or undermine the intervention. Internal coherence addresses the synergies and interlinkages between the interventions carried out by Enabel, under the framework of bilateral cooperation or third-party assignments. External coherence considers the consistency with other (Belgian or international) actors in the same context, particularly regarding complementarity and coordination while avoiding duplication of efforts.				
COHERENCE: global evaluation	A	B	C	D

SUBCRITERIA OF ANALYSIS ¹²

2.1. Coherence with other Enabel interventions	A	B	C	D
Is the intervention aligned with other Enabel interventions in the sector and/or country? Which are possible synergies and interlinkages between Enabel interventions?				
2.2. Coherence with interventions/policies of other Belgian actors	A	B	C	D
Is the intervention consistent with the interventions/strategies of other Belgian actors?				
2.3. Coherence with other TFPs	A	B	C	D
Is the intervention harmonised with the interventions and/or strategies of other development cooperation actors? Is the risk of duplication of efforts by interventions minimised?				

¹² It is not obligatory to award a score to the subcriteria. It is the evaluator's decision whether to do so or not.

3. EFFICIENCY: A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to – qualitative or quantitative – results. It is an economic concept used to indicate to what extent an aid activity uses the cheapest resources possible for producing the desired results. This usually implies the comparison of different approaches used to achieve the same results, so as to determine whether the most efficient process was used.

Interpretation of the DAC definition:

Efficiency primarily pertains to the transformation efficiency of the intervention: How are 'inputs' transformed into 'outputs' (delivery of goods and services)? The efficiency compares this ratio to alternative scenarios: Considering the output to be produced, were there alternative approaches that would have required fewer resources without diminishing the quality and quantity of the results? Would an alternative approach have allowed for more results to be produced with the same resources? Efficiency also pertains to the implementation of activities within the deadlines set: (Were the inputs delivered on time?) Have the activities been implemented as planned (on time) and have the outputs, consequently, been delivered on time? Efficiency also pertains to the delivery and the quality of the products and services, as well as to the contribution/involvement of the partner.

EFFICIENCY:	A	B	C	D
global evaluation				

SUBCRITERIA OF ANALYSIS ¹³

3.1. Have the inputs been managed taking efficiency reasonably into account?	A	B	C	D
Considering the output to be produced, were there alternative approaches that would have required fewer resources without diminishing the quality and quantity of the results? Is the intervention managed in an economic and rational manner, whilst optimising the quality and quantity of the outputs? Is the input-output ratio good?				
3.2. To what extent are the outputs achieved?	A	B	C	D
Are all outputs delivered or likely to be delivered by the deadline set (and will they consequently allow for timely implementation of the activities)? In case of delays, are appropriate measures taken? On time? Are all outputs of good quality? (Do they, to the extent possible, meet the predefined quality criteria?) If problems have occurred with quality or the monitoring of quality, have corrective measures been taken?				
3.3. To what extent is the partner's contribution correct?	A	B	C	D
Does the (financial/material/HR) contribution of the partner correspond with previsions?				
3.4. Efficiency of execution modalities?	A	B	C	D
Do the execution modalities encourage an efficient use of resources available to the intervention? Have the execution modalities been elaborated so as to foster a ration economic transformation of inputs in outputs?				

¹³ It is not obligatory to award a score to the subcriteria. It is the evaluator's decision whether to do so or not.

4. EFFECTIVENESS TO DATE: The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.				
Interpretation of the DAC definition: Effectiveness pertains to the use of the outputs and to the likely realisation of the outcome of the intervention. The use of the outputs is the missing link between the delivery of products and services (outputs) and the outcome. It examines not just the realisation of the outcome, but also the relevance of the outputs: Are these (products and services) used as planned? Do they also contribute to the realisation of the outcome as stipulated in the intervention strategy? (Does the latter supply the desired outputs?)? An evaluation of these various aspects provides a more complete image of the effectiveness of the interventions.				
EFFECTIVENESS: global evaluation	A	B	C	D

SUBCRITERIA OF ANALYSIS ¹⁴

4.1. To what extent are the outputs used and do they contribute to the outcome?	A	B	C	D
Do all target groups have access to the available outputs to date? Do all target groups use the outputs as planned? Are there any factors that hinder the use of the outputs? Does the use of the available outputs contribute to the outcome as planned?				
4.2. At the current stage of implementation, how likely is the outcome to be realised?	A	B	C	D
Realisation in terms of coverage and quality? Has the intervention adapted its strategy in function of the changes in the context (hypotheses and risks) each time it appeared needed for realising the outcome? Are negative effects mitigated? Are there any unexpected positive effects? Have these positive effects contributed to the results of the intervention?				

¹⁴ It is not obligatory to award a score to the subcriteria. It is the evaluator's decision whether to do so or not.

5. IMPACT: Positive and negative, primary and secondary effects produced by a development intervention either directly or indirectly, or intentionally or unintentionally. (DAC/OECD)				
<p>Interpretation of the DAC definition:</p> <p>The concept of impact is interpreted differently. A <i>review</i> evaluates the likely contribution to the impact level of the intervention (the general objective of the logical framework). The result at the impact level is – unless in exceptional cases - one of the results of the strategic framework of the partner government. Thus defined, impact focuses on the question whether the intervention contributes to the strategic result which the partner government aims to achieve. It also analyses the relation between the outcome and impact levels of the results framework. This is a first interpretation of the ‘impact’ criterion.</p> <p>A <i>review</i> must also take account of a second interpretation of the concept, namely the whole set of effects generated by the intervention on the longer run. Such effects may be expected or unexpected, and affect individuals, organisations, businesses and the physical environment outside the initially targeted group of persons or organisations. The difference with the effectiveness criterion lies in the fact that impact exceeds the ‘narrow’ concern of realising the results of the results framework and that it also examines whether and how the intervention affects – positively or negatively – the situation of the target group and other stakeholders.</p> <p>As such, the impact criterion addresses the question ‘Was the intervention worthwhile?’ By examining its contribution to the best result at the impact level, as well as its important consequences, both negative and positive, even if they are not directly linked to the ‘impact level’ of the results framework.</p>				
IMPACT: global evaluation	A	B	C	D

SUBCRITERIA OF ANALYSIS ¹⁵

5.1. What are the direct perspectives of the intervention at the impact level?	A	B	C	D
<p>What changes at the impact level are visible or are likely to become visible? To what extent can the changes at the impact level be identified and measured, and attributed to the intervention? What are, from the viewpoint of perception, the effects of the intervention according to the perception of the beneficiaries?</p> <p>Will the intervention contribute to the partner country's objectives such as mentioned in the results at the impact level? Are any outside factors likely to compromise the contribution to the partner results?</p>				
5.2. Does the intervention have or will it have any unexpected positive or negative effects for the targeted beneficiaries or non-targeted individuals or groups?	A	B	C	D
<p>Have there been or will there be unexpected positive or negative (environmental, social, cultural, economic or gender-specific) effects for the targeted beneficiaries or non-targeted individuals or groups? How will these affect the results at the output – outcome and impact levels? If these effects are negative, has the intervention taken mitigating measures on time? What were the results?</p>				

¹⁵ It is not obligatory to award a score to the subcriteria. It is the evaluator's decision whether to do so or not.

6. SUSTAINABILITY: The continuation of benefits from a development intervention after major development assistance has been completed; the probability of long-term benefits; the resilience to risk of the net benefit flows over time. (DAC/OECD)				
Interpretation of the DAC definition:				
For a review process, sustainability is the likelihood that the results and benefits from an intervention are maintained at the appropriate level and for a reasonable time after the intervention has been completed. For reviews, the potential of sustainability is evaluated and hence the likelihood that the impact will last.				
The potential of sustainability is intervention-specific. As such, sustainability of the results will be on another basis for post-crisis development interventions and for interventions in a 3 rd phase of a long-term sector approach.				
Among the various factors pertaining to sustainability are the anchorage of the intervention in the partner country's strategic framework, ownership by the partner and its involvement in formulation and implementation, the integration of the intervention in the institutional and cultural setting, the relevance of the technologies considering the specifics of the partner country, the influence of environmental factors on the intervention and the impact of the intervention on the environment, the partner country's capacities to further guarantee the financial results, the partner institution's governance, and the relevance of the existing strategy of the intervention (non-exhaustive list). It is very important that the evaluator analyses this criterion in a broad perspective, taking into account the specifics of the intervention.				
SUSTAINABILITY:	A	B	C	D
global evaluation				

SUBCRITERIA OF ANALYSIS ¹⁶

6.1. Financial/economic viability?	A	B	C	D
Do the partners have the required financial capacity to continue benefitting from the intervention after support is stopped? Is there a progressive financial/economic exit strategy, which, if yes, is likely to be implemented?				
Are means available to the beneficiaries/partner institution to pay for the maintenance or replacement of services /goods /infrastructure put in place by the intervention? Can the beneficiaries afford the results/benefits at the end of the intervention?				
6.2. Are the local ownership requirements fulfilled and will they continue to be so after the end of the intervention?	A	B	C	D
Were the partner and local stakeholders been involved in the planning and implementation process? To what extent have the beneficiaries been involved in the decision making concerning the benefits of the intervention? Is the intervention aligned with a support approach to ownership by the partner government?				
How likely are the beneficiaries to continue to use the outputs and the outcomes? Have the beneficiaries already planned how to continue to ensure the flow of benefits and, if such is the case, how likely are they to make these plans work?				

¹⁶ It is not obligatory to award a score to the subcriteria. It is the evaluator's decision whether to do so or not.

6.3. To what extent do the policies sustainably support the intervention?	A	B	C	D
Have the national, sector (and possibly local) policies and the budget policies supported the intervention? Have they had a positive or negative influence on the intervention? Are these policies likely to continue supporting the intervention after its completion? Where relevant, what input can the intervention provide to the policy level? To what extent are the experiences and the lessons learned in the field used in the policy agenda? Have changes in policies and priorities impacted the intervention? Does the intervention succeed in adapting to these changes?				
6.4. Does governance support the potential sustainability of the benefits and outcomes?	A	B	C	D
To what extent is the intervention set in the institutional structures that are likely to subsist after the end of the intervention? Does such institutional setting contribute to the intervention's sustainability? Is the mandate of the organisation that is responsible for implementation compatible with its assigned role? Do(es) the relevant partner institution(s) display the required governance capacity, including management and efficient organisation capacity, to ensure sustainability of benefits and of the outcome? Where a new institution must be established, to what extent have good relations been established with the existing institutions? To what extent will this institution be able to continue and ensure the flow of benefits after the end of the intervention?				
6.5. To what extent are the conditions fulfilled that should allow for capacity development contributing to sustainable development?	A	B	C	D
Have the capacities been evaluated when implementation was launched? Do the partner institutions benefit from appropriate support in view of their capacity development to fulfil their duty of continuing to ensure the benefits and outcomes of the intervention after its completion? Do the other relevant stakeholders benefit from appropriate support in view of their capacity development to continue to ensure the benefits and outcomes of the intervention after its completion? Will sufficient appropriate and qualified human resources be available to continue to ensure the flow of benefits and of the outcomes when the implementation of the intervention ends? Has the intervention adopted a capacity development approach to allow beneficiaries and partner institutions to continue to ensure the benefits and results once the intervention is closed? Have these beneficiaries and partner institutions been prepared to take over the intervention on both the technical and financial and the management level?				
6.6. Social and cultural sustainability	A	B	C	D
Is the intervention aligned with the local perceptions of needs and means of producing and sharing the benefits? If the intervention aimed to induce change in the local power structures, beliefs and existing statuses, to what extent is its strategy based on an analysis of these factors, including the participation of the beneficiaries to its implementation? What is the quality of the relations between the intervention team and the local communities?				

Part B – Transversal themes and horizontal aspects

Transversal themes - How to use the grid?

Formulate the answers to the relevant questions for the intervention. Discuss, where appropriate, the lessons learned.

The questions below are to assist evaluators in the gender analysis. The questions address four dimensions: the intervention's design, the resources allocated, the results achieved and gender sustainability. The evaluators should not answer each dimension question by question, but rather use the table as guidance to better target and improve the gender analysis. The table does not exclude further analyses: If important elements arise, which are not covered by these questions, but which do relate to gender, the evaluators must mention them.

GENDER
<ol style="list-style-type: none"> Design dimension: Is the planning and design of the intervention guided by a gender analysis of the programme? If yes, did it include a gender transformative approach or perspective? If no gender analysis was carried out, why and because of what constraints? In the absence of such analysis, what objectives have been identified or formulated in relation to gender equality? Is there an outcome or activity specifically targeting gender equality/women's empowerment (OECD gender marker)? To what extent does the design reflect feedback from final beneficiaries, in particular women's and girls' associations (or others, if any)? Does the intervention have a strategy to address potential gender equality gaps (participation, access to resources and services, etc.)? Allocated resources dimension: What proportion of the total programme budget was allocated to activities specifically targeting gender equality and women's/girls' empowerment? What percentage of staff, and at what level, received gender equality training during implementation and used it effectively? Achieved results dimension: Did the intervention achieve its objectives and expected results in a way that contributed to gender equality? If yes, how? Are the data and indicators disaggregated by gender (if applicable)? Are different approaches needed to reach men and women? (What approaches have been developed?) What monitoring and analysis method was used to measure gender mainstreaming efforts? Sustainability dimension: Will the gender equality achievements be sustained after the intervention ends? Are there internal mechanisms in place to support the achievement of gender equality in the longer term? What are the contextual factors that will support the impact of the gender results achieved? <p>Recommendations: In conclusion, based on the analysis made, what strategic and operational recommendations would you make to accelerate and/or consolidate the programme's gender equality efforts?</p>

ENVIRONMENT
<ol style="list-style-type: none"> Have the environmental constraints and opportunities been duly taken into account in the strategy of the intervention? Has the environmental dimension received sufficient attention when the intervention was planned? Has the intervention implemented environmental good practices? Does the intervention respect effective traditional environmental practices? Has the intervention caused or risked causing environmental damage? What environment impact mitigating measures were taken? Is the achievement of the results of the intervention likely to increase pressure on fragile ecosystems and rare natural resources?

Horizontal aspects - How to use the grid?

Formulate the answers to the relevant questions for the intervention. Discuss, where appropriate, the lessons learned.

Results-oriented steering
<ol style="list-style-type: none">1. Does the intervention at least once per year analyse the progress made in view of realising the outcome and likely contribution to the impact?2. Does the intervention follow the recommendations of the backstopping missions?3. Does the intervention use the data of progress made to report to the Steering committee and propose decisions that are needed to reorient, where applicable, the intervention at the strategic level?4. Does the Steering committee steer the intervention at the strategic level?5. Does the intervention implement the decisions taken by the Steering committee?

MONITORING
<ol style="list-style-type: none">1. Is the Baseline report complete and are the monitoring data collected as planned?2. Is the Results framework of the intervention of good quality? Are the levels of results clear and in compliance with the MoRe Results guide? Can the outcome be realised at the end of the intervention?3. Is the operational monitoring tool up to date?4. Does the intervention regularly meet with the RR to discuss the progress made? Does upstream reporting follow the 'management by exception' principle?5. Has the results framework been adapted following annual reporting exercises, where needed? If so, does the report clearly explain why these adaptations were required? Do the minutes of the Steering committee meetings confirm the adaptation decisions?6. Does the results framework reflect the strategy of the intervention and does it allow to measure progress towards the achievement of the results as well as the results achieved at the outcome level? And also, the results achieved at the output level? Is it necessary to change certain aspects of this results framework at this stage?

8.2 Annex 2 – Key resource persons

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8.3 Annex 3 – List of users

User	Role	Interest in the review	Communication and feedback mechanisms
Steering committee	Steer the intervention towards the achievement of development results (outcome) by taking strategic decisions based on sound data (<i>evidence-based decision making</i>). Collect lessons learned that can be used for policies and strategies.	Steering, learning, accountability Clear conclusions on the progress made, the results achieved and the challenges of the intervention. Clear and realistic recommendations that are based on a solid analysis of the intervention. Ensure that the measures proposed will have a positive impact on the performance of the intervention and on the contribution of the intervention to the sector results (impact level). Relevant lessons learned for the policies and strategies.	The steering committee provides input for the Terms of Reference, accepts or rejects each of the recommendations and gives its final approval for the implementation of the actions proposed for each of the recommendations addressed to the intervention that was withheld. Committee members are invited to the briefing and debriefing that will take place in the field and they will provide comments about the aide-mémoire and the draft version of the report.
Intervention team	Responsible for the implementation. Take operational decisions and implement the strategic decisions taken by the steering committee. Be accountable for progress made and for the results achieved (accountability to Enabel's head office).	Steering, learning, accountability Clear and realistic recommendations that can be made operational. Relevant lessons learned to support the sector strategies.	<i>Idem Steering committee</i>
Enabel head office and Representation	Responsible for the follow-up of implementation (RR), support to implementation. The head office is accountable to the donor for the implementation and the results achieved.	Steering, learning, accountability Clear conclusions about performance. Clear and realistic recommendations that can be made operational. Relevant lessons learned for the next CP or upcoming formulations of interventions. Identify additional support measures.	The Enabel head office organises the elaboration of the ToR (OPS) and ensures that the various internal and external stakeholders provide input. The Representation organises the briefing and debriefing in the field, participates to it and gives comments on the aide-mémoire and the draft version of the report.

User	Role	Interest in the review	Communication and feedback mechanisms
Donor	Follow up the implementation of the cooperation programme (CP) and its contribution to the partner's national strategies, ensure the policy dialogue, prepare a new CP.	Accountability, steering, learning Conclusions and lessons learned can influence the content of the policy dialogue as well as the elaboration of a new CP. Conclusions can help following up the potential contribution of the intervention to the results of the partner's sector strategy.	The Attaché and the head office of DGD receive the final versions of the review report.
Beneficiaries	Follow the changes made/supported by the intervention.	Accountability Information about the results achieved.	The summary of the report will be used for communication with the beneficiaries.

8.4 Annex 4 – List of the intervention's key documents supplied

1. Intervention Technical and Financial Files (TFF) RERD2 and RERD2+
2. Baseline Report
3. Results Reports 2019, 2020 and 2021
4. Steering Committee Minutes
5. Consultancy reports (see table above)

8.5 Annex 5 – List of models to be used and of reference documents pertaining to the normative framework

- Review report Template
- Guide MoRe Results