



EVALUATION OF THE URBAN RISK REDUCTION AND RESILIENCE BUILDING IN LUSOPHONE AFRICA PROJECT

CAPE VERDE, GUINEA BISSAU, SAO TOME
AND PRINCIPE

Evaluation of the Urban Risk Reduction and Resilience
Building in Lusophone Africa Project

This report is available from

<http://www.unhabitat.org/evaluation>

First published in Nairobi in October 2018 by UN-Habitat
Copyright © United Nations Human Settlements Programme
2018

Produced by the Evaluation Unit

United Nations Human Settlements Programme (UN-Habitat)
P.O. Box 30030, 00100 Nairobi GPO KENYA

Tel: 254-020-7623120 (Central Office)

www.unhabitat.org

Disclaimer

The designations employed and the presentation of the material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers of boundaries.

Views expressed in this publication do not necessarily reflect those of the United Nations Human Settlements Programme, the United Nations, or its Member States.

Excerpts may be reproduced without authorization, on condition that the source is indicated.

Acknowledgments

The evaluator would like to thank all the stakeholders who have been involved in providing support, information, solutions and for making this evaluation possible.

Special thanks go to the NTAs and their precious assistants, who made time to provide valuable information and did arrangements to make the meetings and visits happen.

Author: Simon Deprez

Cover picture: Historical center of Bafata, Guinea Bissau
All pictures ©Simon Deprez / ETC

CONTENTS

ACRONYMS AND ABBREVIATIONS.....	5
LIST OF FIGURES AND TABLES.....	5
EXECUTIVE SUMMARY.....	6
1. INTRODUCTION.....	9
1.1 Background and Context.....	10
1.2 Purpose, objectives and scope of the evaluation.....	10
1.2.1 Purpose of the evaluation.....	10
1.2.2 Objectives of the evaluation.....	10
1.2.3 Scope of the evaluation.....	11
2. OVERVIEW OF THE EVALUATED PROJECT.....	12
2.1 Project Management.....	12
2.2 Theory of change.....	12
3. APPROACH AND METHODOLOGY.....	15
3.1 Approach: Use of evaluation criteria and elaboration of key evaluation questions.....	15
3.2 Methodology.....	15
3.2.1 Review of key documentation.....	15
3.2.2 Interviews with key informants.....	16
3.2.3 Field visits.....	16
3.3 Limitations.....	16
3.3.1 Municipalities.....	16
3.3.2 Activities participants.....	16
3.3.3 Stakeholders.....	17
3.3.4 Long-term impact.....	17
4. MAIN FINDINGS.....	18
4.1 Key achievements.....	19
4.2 Relevance.....	19
4.2.1 Consistency with international frameworks.....	19
4.2.2 Consistency with UN-Habitat and partner frameworks.....	20
4.2.3 Selection of countries and cities.....	22
4.2.4 Consistency with existing national policies and strategy documents.....	23
4.2.5 Coordination of the project design with other stakeholders.....	24
4.2.6 Relevance of the project’s intended outputs and outcomes to the needs of target beneficiaries.....	25

4.2.7	Conclusion.....	25
4.3	Efficiency.....	27
4.3.1	Use of financial resources	27
4.3.2	Financial and institutional challenges.....	27
4.3.3	Cost-efficiency.....	28
4.3.4	Conclusion.....	29
4.4	Effectiveness.....	30
4.4.1	Implementation method used.....	30
4.4.2	Local stakeholders' involvement in the project design	31
4.4.3	Local stakeholders' involvement in project implementation	31
4.4.4	Project implementation	33
4.4.5	Implementation of the CityRAP tool	35
4.4.6	Monitoring	36
4.4.7	Cross-cutting issues.....	36
4.4.8	Conclusion.....	37
4.5	Impact	39
4.5.1	EA1: Increased levels of technical understanding and knowledge of municipal authorities	39
4.5.2	Impacts of the RFAs.....	41
4.5.3	EA 2: Enhanced communication and information exchange between cities and towns	43
4.5.4	Main Goal: Increased capacities of municipalities for reducing urban risk and building resilience...	44
4.5.5	Unforeseen impacts	45
4.5.6	Conclusion.....	47
4.6	Sustainability	49
4.6.1	Sustainability of the impacts	49
4.6.2	Replication and scale-up	50
4.6.3	Required conditions for improving sustainability.....	50
4.6.4	Conclusion.....	51
5.	CONCLUSIONS.....	53
6.	RECOMMENDATIONS.....	55
7.	LESSONS LEARNED	57
8.	ANNEXES.....	58
8.1	Terms of reference	59
8.2	Evaluation Matrix	67
8.3	Key documents reviewed	72
8.4	List of persons interviewed	74
8.5	Performance Indicators	76
8.6	Mission Workplan / September 2018	77

ACRONYMS AND ABBREVIATIONS

CONPREC	National Council for Preparation and Responses to Disasters
CV	Cape Verde
FP	Focal Points
GEF	Global Environment Facility
GB	Guinea Bissau
MDG	Millennium Development Goal
NUA	New Urban Agenda
NTA	National Technical Advisor
RFA	Resilience Framework for Action
ROAf	Regional Office for Africa
SDG	Sustainable Development Goal
SIDS	Small Island Developing States
STP	Sao Tomé and Príncipe
ToC	Theory of Change
TOR	Terms of Reference
ToT	Training of Trainers
UN-Habitat	United Nations Human Settlements Programme
UNDA	United Nations Development Account
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNISDR	United Nations International Strategy for Disaster Reduction
URRR	Urban Risks Reduction and Resilience

LIST OF FIGURES AND TABLES

Table 1: Rating scale	15
Table 2: Urbanization in the project countries	22
Table 3: Selected cities and target areas.....	22
Table 4: Costs by project element.....	27
Table 5: Review of Performance Indicators as presented in the Project Final Report.	76
Figure 1: The project's theory of change.....	14
Figure 2: Project activities	34

EXECUTIVE SUMMARY

UN-Habitat has been involved in urban risk reduction and rehabilitation for over three decades and together with UNISDR it has developed user-friendly tools targeting municipal officials for urban risk reduction and resilience.

The project on Urban Risk Reduction and Resilience Building in Lusophone Africa is a joint project of UN-Habitat, UNISDR and UNECA. It falls into the Risk Reduction and Rehabilitation sub-programme of UN-Habitat, as part of its 2014-2015 approved programme of work aiming to increase the resilience of cities to the impacts of natural and human-made crises.

The project's objective was to increase the capacities of municipalities of Cape Verde, Guinea-Bissau and Sao Tomé and Príncipe for reducing urban risk and building resilience. To achieve this objective, the project intended to firstly increase the levels of technical understanding and knowledge of municipal authorities, leading to an improved capacity to integrate risk reduction and resilience into urban plans and municipal strategies. Secondly, by enhancing the communication and information exchange between cities and towns in each country and across the three countries, the project intended to enhance their risk reduction and resilience practices.

The projects specific objectives were therefore to (1) Enhance capacity of municipal authorities in select countries to integrate risk reduction and resilience concepts into urban plans and municipal strategies and (2) Enhanced communication and information exchange between cities and towns in each country and across the 3 countries.

The project was implemented between January 2015 and December 2017 and had a budget of US\$559,000. The lead entity of the project was the UN-Habitat Regional Office for Africa.

The purpose of this evaluation was to assess the performance of the project. Its objectives were to provide UNDA partners and UN-Habitat with an independent and forward-looking appraisal of the project's operational experience, achievements, opportunities and challenges based on its performance and expected accomplishments. Evaluation findings are expected to inform UNDA partners, UN-Habitat and other key stakeholders, including governing bodies and Member States on what was achieved and learned from the project.

The evaluation was conducted from 8 August 2018 to 5 October 2018, by the external consultant, Mr. Simon Deprez, with a field visit undertaken in Cape Verde, Guinea Bissau and Sao Tomé and Príncipe from 3 to 23 September 2018.

The assessments and rating of performance made by the evaluation follows UN-Habitat criteria of relevance, efficiency, effectiveness, impact outlook and sustainability.

Main findings

The project final evaluation has shown a good achievement of the main project outputs, namely CityRAP workshops and RFA. This results in an achievement of the intermediate objective of increasing the technical understanding and knowledge of the municipal staff. Although several limitations to the transmission of these enhanced capacities to the municipal authorities' level, the first expected achievement (EA.1) « Increased levels of technical understanding and knowledge of municipal authorities » can be deemed as achieved.

The evaluation also shows that national and the sub-regional seminars have been privileged moments for exchange between local stakeholders, however exchanges on URRR did not continue outside of these events. Achievement of the second expected achievement (EA.2) « Enhanced communication and information exchange between cities and towns » has thus only been partially achieved.

The overall relevance of the project is highly satisfactory as the theme covered, namely urban risks and resilience, as well as the approach developed, are closely aligned with both international frameworks and the strategies and objectives of UN-Habitat and its partners. It also highly complements the other urban resilience tools developed by UN-Habitat.

The approach developed was aligned to the local-level needs and, more specifically, with the causes behind the lack of urban risk reduction and resilience. The countries selected are also highly relevant as all three are affected by the

same combination of factors, including high exposure to natural risks and the impacts of climate change, high levels of socio-economic vulnerability, and high urbanisation.

Activity implementation was particularly cost efficient, helped by a number of factors inherent in the CityRAP tool. However, the initial budget had to be significantly revised to more adequately allocate resources, which potentially affected the delivery of certain activities and, in one city, prevented implementation of the tool.

At the local level, the CityRAP tool was implemented in three different ways, each of which was effectively adapted to their specific contexts. This notably resulted in municipal staff being closely involved in implementing the tool, which led to unforeseen positive impact on local governance. Project implementation was, however, affected by the fact that activities fell behind schedule due to several global and local constraints.

The project enabled the focal points, and particularly the municipal staff, to acquire sound technical knowledge and skills, even though the levels achieved vary quite significantly. However, applying this knowledge and skills has proved more difficult, notably due to a lack of opportunities and roles in decision-making processes. The project's premise of transferring the skills acquired by the focal points to improve the municipalities' capacities has not been fully proven meaning that the project's impacts are only partially achieved.

The sustainability of the impacts is being hampered by the low levels of political will, coupled with the lack of financial resources, to implement urban resilience strategies. However, ongoing interest in the tool at the different levels (national authorities and partner agencies) means that, in some places, the project is continuing, both through replication of the tool in other cities and by including urban risks and the resilience approach into other large-scale programmes.

Conclusion

The effectiveness of the CityRAP tool's implementation in the three countries, as well as the relevance of its methodology, has been confirmed by the project's results and impacts. Its unique urban resilience approach, an almost entirely participatory process, partly succeeded to spur a shift in local practices and approaches to achieve urban resilience objectives. However, project follow-up would be required to foster long term impacts and to ensure further results.

The tool implemented, CityRAP, is innovative in its approach, methodology and scale of implementation, but its success remains highly dependent on national and local stakeholders' appetite for supporting and investing in the process. Local initiatives for continuing the project could feed reflections on the future use of the tool, to serve more tangible objectives as a stand-alone approach, or to influence broader initiatives.

Recommendations:

R.1: To carry out needs and capacity assessment prior to delivering training and better define the tool's target groups in order to develop tailored specific objectives that are based on their urban risk management and urban governance roles.

R.2: Include more people with decision-making authority from local and national authorities and institutions in the training to raise awareness of urban risks and foster ownership of the tool.

R.3: In view of the project results, update a generic and informed theory of change of the CityRAP tool, in order to better define the understanding of its impacts and to better ensure the achievement of its main goal, to foster the adoption of resilience strategies. This shall include to and intermediate levels for achieving urban resilience.

R.4: Promote more in-depth analysis of the underlying causes of vulnerability to foster the identification of innovative approaches that break with traditional risk mitigation practices.

R.5: Better define the objectives, format and titles of the action plans based on local resources and objectives in order to make them more realistic, better understood and improve ownership.

R.6: Adapt the scale of the target areas in line with existing risks (origin of the threat, aggravating factors, etc.); this may include conducting an assessment of surrounding rural areas.

R.7: In the RFAs, take the lack of resources into account by highlighting the important and low-cost interventions, and support the focal points to identify alternative implementation methods (governance, services, ...) for more flexible, more holistic and more cost-effective approaches.

R.8: Systematically introduce a support phase into the tool's implementation process by using local resources or external funds. In addition, ensure that communication with all local stakeholders (including communities) on the implementation of the RFA is regular, clear and manages expectations.

R.9: In the RFAs, more clearly identify existing data and the studies still required to support the definition and future development of the identified priority interventions and areas.

R.10: At training sessions and meetings, share case studies of resilient cities or neighbourhoods that have used a range of different approaches to operationalise their action plans.

R.11: Use existing networks (like DiMSUR) and social networks to encourage auto-learning and direct communication between local stakeholders.

R.12: Improve synergies with local dynamic projects or themes, taking care not to jeopardise any of the strengths of the approach (dynamism, autonomy, or ownership).

Lessons learned:

L.1: The tool is recognised as being easy to work with, but relatively complex overall as, while the focal points have been able to complete different stages and exercises, not all of them have a complete overview. Guidance and support from the trainers remain indispensable for this.

L.2: The collaborative work conducted by the local stakeholders has helped demonstrate local teams' management capacities to the national governments. In so doing, it has endorsed decentralisation goals and objectives to devolve decision-making authority. In addition to improving municipal staff's capacities, the project helped promote their efforts and gave them confidence in their roles and capacities.

L.3: The short implementation period for the tool is both an advantage and a limitation; it creates a dynamic process and involves stakeholders for only a limited time, but does not provide enough time to cover the resilience concept and proposed interventions in any great detail.

L.4: The workshops were "a breath of fresh air" for the municipal staff as they were able to learn about and test new approaches and methodologies; however, this can be followed by frustration as the process does not always result in tangible changes. The frustration of neighbourhood residents' is also a risk if expectations raised by the participatory process are not managed by a clear communication on the objectives of the process and by supporting RFA implementation.

L.5: There is a debate, at all the level of implementation of the CityRAP tool, over what should take precedence when implementing the tool: the learning and empowerment process or the quality of the final output.

L.6: The inclusion of climate change issues is a challenge, the technical analysis of local dynamics and impacts remain necessary to the information and sensitization of national and local stakeholders, but this requires significant resources and external expertise, which is not consistent with the approach developed by the CityRAP tool.

1.INTRODUCTION



Historical center of Bafata, Guinea Bissau

1.1 Background and Context¹

UN-Habitat has been involved in urban risk reduction and rehabilitation for over three decades and together with UNISDR it has developed user-friendly tools targeting municipal officials for urban risk reduction and resilience that are being applied in sub-Saharan Africa. UN-Habitat and UNISDR have also developed a concept for a municipal training course for building city resilience that benefits from envisions well-planned, well-governed, and efficient cities and other human settlements, with adequate housing, infrastructure, and universal access to employment and basic services such as water, energy and sanitation.

The project on Urban Risk Reduction and Resilience Building in Lusophone Africa is a joint project of UN-Habitat, UNISDR and UNECA. It falls into the Risk Reduction and Rehabilitation sub-programme of UN-Habitat, as part of its 2014-2015 approved work programme aiming to increase the resilience of cities to the impacts of natural and human-made crises and undertake rehabilitation in ways that advance sustainable urban development and its Strategic Plan 2014-2019. The project also pays attention and fit the purpose of the agency-wide Gender Strategy developed by UN-Habitat. As for UNISDR the project falls within its 2014-2015 work plan under the pillar Urban Risk Reduction and Resilience and for UNECA, the project aligns with the Strategic Framework 2014-2015, sub-programme Regional Integration and Trade.

The project was designed to contribute towards the Millennium Development Goal targets, specifically MDG 7A: “integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources”; and MDG 7D: “achieve, by 2020, a significant improvement in the lives of at least 100 million slum dwellers”.

The project was implemented under the lead of UN-Habitat ROAf from January 2015 to December 2017.

The final evaluation of the project was mandated in accordance with UN-Habitat Evaluation Policy and evaluation of UNDA funded projects.

The evaluation was commissioned by UN-Habitat. The evaluation process was managed by the UN-Habitat Evaluation Unit and carried out by a consultant, Mr. Simon Deprez.

1.2 Purpose, objectives and scope of the evaluation

1.2.1 Purpose of the evaluation

The purpose of this evaluation is to assess the performance of the project, to what extent it has been relevant, efficient, effective, and sustainable, as well as assess changes at outcome level and emerging impact to identify lessons to inform the implementation of future projects (See TOR in Annex 9.1).

1.2.2 Objectives of the evaluation

The objectives of the evaluation of the project is to provide UNDA partners and UN-Habitat with an independent and forward-looking appraisal of the project’s operational experience, achievements, opportunities and challenges based on its performance and expected accomplishments.

The evaluation results also contribute to UN-Habitat’s planning, reporting and accountability.

Key objectives of evaluation are:

¹ See ToR in Annex 9.1

- a) To assess the achievement of expected accomplishments and performance of the project in increasing technical understanding and knowledge of municipal authorities and enhanced communication and information exchange between cities and towns in project cities.
- b) To assess the extent to which the project has created 'value-for-money', and if the implementation approach and tools used during the implementation of the project have worked well or not.
- c) To make recommendations based on the findings of the evaluation, on what needs to be done to effectively implement, promote, develop and monitor the building capacity of municipal authorities in strengthening risk reduction and resilience, plans, strategies and practices.

1.2.3 Scope of the evaluation

The scope of the evaluation was to assess achievements, performance, challenges and opportunities of the project through an in-depth evaluation of results achieved. The evaluation analysis is based on the Theory of Change of the project and its logical framework, and outlines the results chain and pathways as well as assumptions. (See Part 2.2 *Theory of Change*)

The evaluation covers the entire duration of the project from 1 January 2015 to 31 December 2017 and covers the three countries of implementation, Cape Verde, Guinea-Bissau and Sao Tomé and Príncipe.

Evaluation findings are expected to inform UNDA partners, UN-Habitat and other key stakeholders, including governing bodies and Member States on what was achieved and learned from the project.

The evaluation was conducted by one external consultant between August and October 2018 (See Annex 8.6 *Mission Workplan*).

2.OVERVIEW OF THE EVALUATED PROJECT

The project's objective is to increase the capacities of municipalities of Cape Verde, Guinea-Bissau and Sao Tome e Principe for reducing urban risk and building resilience. To achieve this objective, the project intends to firstly increase the levels of technical understanding and knowledge of municipal authorities, leading to an improved capacity to integrate risk reduction and resilience into urban plans and municipal strategies. Secondly, by enhancing the communication and information exchange between cities and towns in each country and across the three countries, the project intends to enhance their risk reduction and resilience practices.

The project has two expected accomplishments:

EA1: Increased levels of technical understanding and knowledge of municipal authorities resulting in an improved capacity to integrate risk reduction and resilience into urban plans and municipal strategies.

EA2: Enhanced communication and information exchange between cities and towns in each country and across the 3 countries to strengthen risk reduction and resilience practices.

The project was planned for 36 months starting in January 2015 upon receipt of financial contribution from UNDESA and ending December 2017. The project had a budget of US\$559,000 funded through the UN Development Account (UNDA).

2.1 Project Management

The project is implemented in close cooperation between UN-Habitat, UNISDR and UNECA. The lead entity of the project is UN-Habitat. Within UN-Habitat the project is led by the Regional Office for Africa in collaboration with the Urban Risk Reduction Unit at the Risk Reduction and Rehabilitation Branch, the Climate Change Planning Unit at the Urban Planning and Design Branch, and the Capacity Development Unit at the Research and Capacity Development Branch. Within UNISDR, the project focal point is the Regional Office for Africa and for UNECA within the Social Development Policy Division.

2.2 Theory of change

The Theory of Change analyzes the sequences of desired changes call causal links or pathways to which the project is expected to contribute. It shows the causal linkages between changes at different levels, i.e. outputs, outcomes, intermediate states, objectives, impact and identifies the factors that influence those changes. The reconstruction of causal links helps to identify the linkages that connect outputs to outcomes, and the "intermediate states" that must be reached in order to have the intended impact. The ToC also identifies "impact drivers" that move implementation forward and "external assumptions" in project design that affect performance yet are outside the project's influence.²

The project's logical framework was analyzed according to pathways or results chains that indicate the extent to which complementary outputs and outcomes are connected sequentially with four outputs supporting four outcomes. There are high levels of connectedness between outputs and expected accomplishments. These pathways are illustrated in the figure below.

² UN-Habitat Evaluation Manual, 2018

Based on this analysis, there are four results chain emerging for the project's design, each linked to a specific outcome. All four contribute to a common intermediate state of **improved capacity to integrate risk reduction and resilience into urban plans and municipal strategies**. This intermediate state eventually contributes to the project overall goal, the **increased capacities of municipalities for reducing urban risks and building resilience**.

The following are impact drivers and external assumptions that are likely to influence this project's performance and impact:

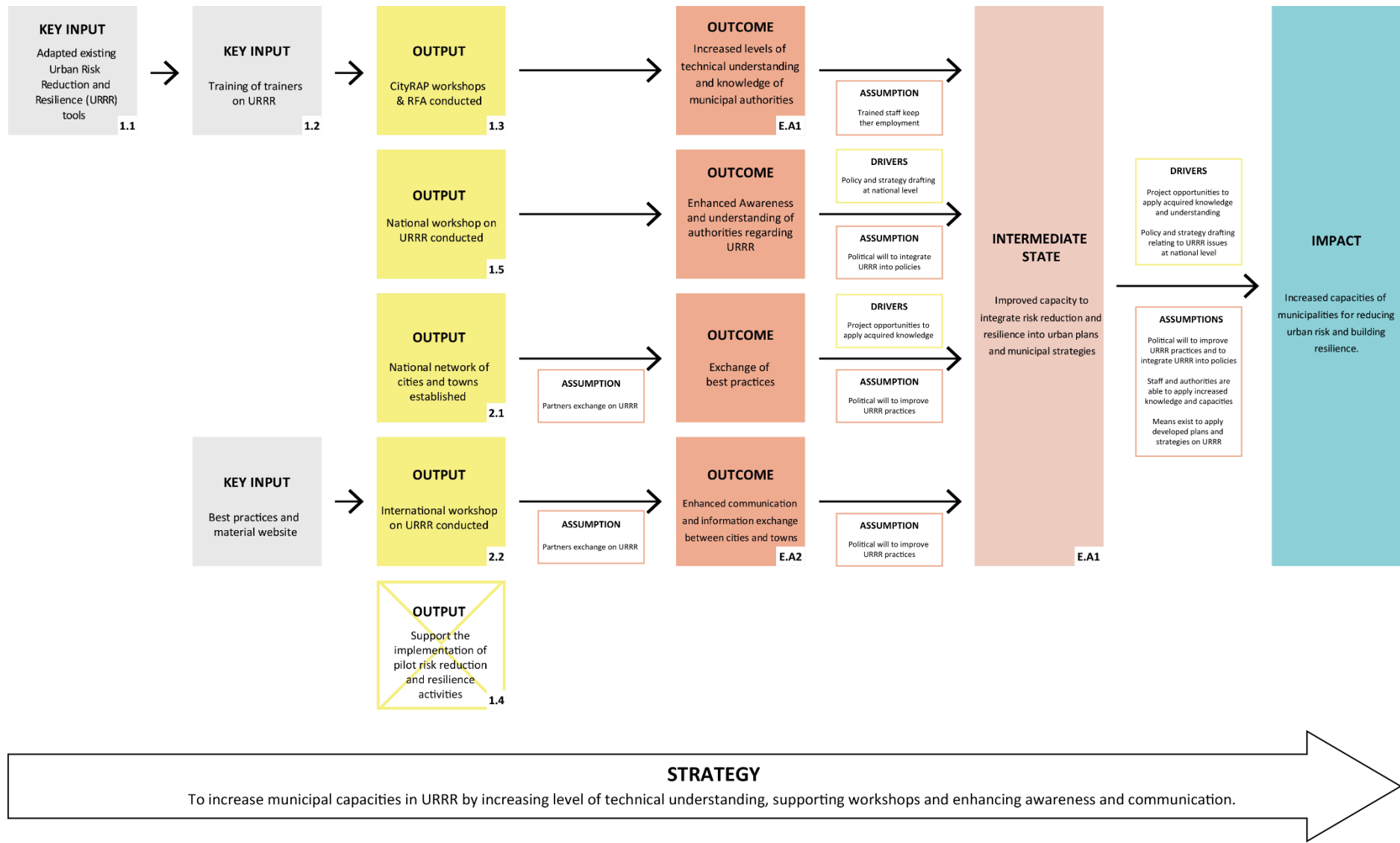
Several key impact drivers may have influenced the achievement of outcomes and impacts, including:

- The political will at local and national level to strengthen risk reduction and resilience practices: besides an assumption to project objectives achievement, the political will to support efforts to move towards urban resilience must have been a crucial element at local and national level to restrict or support achievements.
- Project opportunities to apply acquired knowledge and understanding: urban development projects under way or being developed must have promoted the different project objectives and produced cumulative impacts toward project main goal at local level.
- As well policy and strategy drafting relating to URRR issues at national level must have promoted projects objectives and supported its achievements at a wider scale.

In order to achieve projects objectives, a few key assumptions remain required to ensure the achievement of projects outcomes and general impact. Key assumptions include that:

- Partners and authorities' capacities are sufficient to develop and apply URRR strategies;
- Partners exchange on URRR strategies and best practices;
- Stakeholders are able to apply their increased technical understanding and knowledge;
- Means exist to apply developed plans and strategies on URRR.

Figure 1: The project's theory of change



3. APPROACH AND METHODOLOGY

3.1 Approach: Use of evaluation criteria and elaboration of key evaluation questions

The UN-Habitat Evaluation Model is based on norms and standards for evaluation in the UN system and on the Theory of Change tool. The assessments and rating of performance made by the evaluation follows UN-Habitat criteria, which are similar to that used by OECD/DAC for evaluation in terms of relevance, efficiency, effectiveness, impact outlook and sustainability.

A five-point rating scale will be used.

Table 1: Rating scale

Rating of performance	Characteristics
Highly satisfactory	The programme had several significant positive factors with no defaults or weaknesses in terms of <i>relevance/ efficiency/ effectiveness/ sustainability/ impact outlook</i> .
Satisfactory	The programme had positive factors with minor defaults or weaknesses in terms of <i>relevance/ efficiency/ effectiveness/ sustainability/ impact outlook</i> .
Partially satisfactory	The programme had moderate to notable defaults or weaknesses in terms of <i>relevance/ efficiency/ effectiveness/ sustainability/ impact outlook</i> .
Unsatisfactory	The programme had negative factors with major defaults or weaknesses in terms of <i>relevance/ efficiency/ effectiveness/ sustainability/ impact outlook</i> .
Highly unsatisfactory	The programme had negative factors with severe defaults or weaknesses in terms of <i>relevance/ efficiency/ effectiveness/ sustainability/ impact outlook</i> .

The project evaluation against these criteria is considered complementary to the review of Performance Indicators already measured and presented in the Project final report (*See Annex 8.5 Performance Indicators*).

Evaluation questions, assessment criteria, indicators and data sources are detailed in Annex 10.2.

3.2 Methodology

The evaluation was conducted from 8 August 2018 to 5 October 2018, with a field visit undertaken in Cape Verde, Guinea Bissau and Sao Tomé and Príncipe from 3 to 23 September 2018.

The evaluation methodology was divided into three main tasks: (1) review of key documentation; (2) interviews with key informants; and (3) field visits. *See Work plan in Annex 8.5.*

After completion, a review of the report was carried out for comments and factual errors after which the report was revised by the evaluator.

3.2.1 Review of key documentation

Documentation reviewed include (see detailed list in Annex 8.3):

- Project documentation (proposal, methodologies, monitoring reports, final project report ...);
- Projects results and tangible outcomes (workshop reports, RFAs, ...);
- International guidelines;

- National policies and guidelines;
- Partners agencies' policies and strategies on URRR;
- Secondary sources documentation (articles, reports, ...).

3.2.2 Interviews with key informants

Interviews have been held with a wide range of key informants (see detailed list in Annex 8.4), including:

- Project staff of UN-Habitat:
 - o Management team at regional and national levels;
 - o Project development staff;
 - o Support team at national level;
- Key national stakeholders:
 - o Municipalities;
 - o National authorities;
 - o Academic institutions;
 - o NGO and local actors;
 - o Participants to the ToT and workshop;
- Partners focal points.

According to the location and availability of the key informants, information collection has been done through face to face interviews in each of the three countries of implementation of the project, and phone or skype call for the informants based in other locations. Interviews have been conducted through semi-structured questionnaires in English or Portuguese.

A few focus group discussions have been held with focal.

3.2.3 Field visits

Several field visits have been organized in a selection of neighbourhoods in order to complete the assessment of the project outcomes and impacts. Visited locations include:

- Guinea Bissau: Bafata;
- Cape Verde: Estança Roque in Santa Catarina do Fogo municipality;
- Sao Tomé and Príncipe: Riboque neighbourhood in Agua Grande municipality and Água Tomá and Rosema neighbourhoods in Neves municipality

3.3 Limitations

3.3.1 Municipalities

All three countries of implementation of the project belong to the Small Island Developing States, some of their cities/towns are hard to reach, making travels difficult and expensive. Visiting all the participant municipalities and selected target areas has thus not be possible. To compensate this, the evaluator tried to collect relevant information on the non-visited locations and to hold interview via Skype with their representative (Sal' Director of Urban Planning, Cape Verde, Bolama's Focal Points, Guinea Bissau).

3.3.2 Activities participants

It has also been difficult to meet a representative sample (in terms of number and profile) of local individual participants to the project, for the same reasons of geographic isolation, as it has been complicated for the evaluator to reach them.

Language limitation was overcome as the evaluator speaks Portuguese, in a few cases translation into creole has been done by trainers or focal points.

3.3.3 Stakeholders

Partners and project stakeholders are spread over the African continent (Kenya, Ethiopia, Mozambique), mobilized on other projects or have changed position, it has thus been impossible for the evaluator to hold interview with some of them. This results as a limitation of the evaluation as some have been involved in key steps of the project development and implementation (Rafael Fernandes at Praia municipality, Robert Kehew at Climate Change Planning Unit, Animesh Kumar at UNISDR and Semia Guermas De Tapia at UNECA).

3.3.4 Long-term impact

The project objective, “increase the capacities of municipalities for reducing urban risk and building resilience” is a rather long-term impact. As the evaluation took place only a few months after the project end some of its impacts may not have been notable yet, as they may take time to materialize into tangible projects, policies or partnerships. It is assumed thus that impacts noticed and detailed in the evaluation report are limited to short and mid-term. However, the evaluator sought to analyse the current dynamics and identify the most certain upcoming impacts.

4.MAIN FINDINGS



Estância Roque, Fogo Island, Cape Verde

4.1 Key achievements

The project final evaluation has shown a good achievement of the main project outputs, namely CityRAP workshops and RFA. This results in an achievement of the intermediate objective of increasing the technical understanding and knowledge of the municipal staff. Although several limitations to the transmission of these enhanced capacities to the municipal authorities' level, the first expected achievement (EA.1) « Increased levels of technical understanding and knowledge of municipal authorities » can be deemed as achieved.

The evaluation also shows that national and the sub-regional seminars have been privileged moments for exchange between local stakeholders, however exchanges on URRR did not continue outside of these events. Achievement of the second expected achievement (EA.2) « Enhanced communication and information exchange between cities and towns » has thus only been partially achieved.

4.2 Relevance

4.2.1 Consistency with international frameworks

The project is aligned to a number of urban resilience and risk reduction strategic and action frameworks. As the project was developed in 2014 and implemented between 2015 and 2018, it straddles both sets of international strategic frameworks, namely those of 2005-2015 and 2015-2030. The project objectives are consistent with the previous and new international goals.

International development goals

The project supports the achievement of the sustainable development-related international development goals.

Millennium Development Goals (MDGs) (2000-2015):

- MDG 7: Ensure environmental sustainability, Target 7.A: “Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources”;
- MDG 7: Ensure environmental sustainability, Target 7.D: “Achieve, by 2020, a significant improvement in the lives of at least 100 million slum dwellers”.

Sustainable Development Goals (SDGs) - Agenda 2030 (2015-2030):

- SDG 11: Make cities and human settlements inclusive, safe, resilient and sustainable, Target 11.B “Increase 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 Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels “.

Disaster risk reduction goals

The project is aligned with international frameworks for disaster risk reduction, including the Hyogo Framework for Action (2005-2015) and its five priorities for achieving disaster resilience and the Sendai Framework for Disaster Risk Reduction (2015-2030). The project is in line with almost all of the seven targets and thirteen guiding principles of the Sendai framework, and focuses on Priority for Action 3 “Investing in disaster risk reduction for resilience”.

Small Island Developing States development goals

The project aligns with the objectives of a series of strategic documents on the Sustainable Development of SIDS produced since 1994.

The Barbados Programme of Action (1994):

- The objective to “increase attention to national physical planning in both urban and rural environments, focusing on training to strengthen physical planning offices, including the use of environmental impact assessments and other decision-making tools”.

The Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States (2005):

- Aligning with the “recognition of the importance of capacity-building, technology transfer and human resource development to building the resilience of SIDS”.

The Small Island Developing States Accelerated Modalities of Action (Samoa Pathway) (2014), and its selected objectives to:

- “recognize the critical need to build resilience, including resilience of cities”;
- “guide the SIDS to adopt more informed policies and strategies for building and sustaining long-term resilience”;
- “support them to build resilience to the impacts of climate change and to improve their adaptive capacity”;
- “enhance investments in education and training programmes to develop human and institutional capacities so as to build the resilience of their societies and economies”.

New Urban Agenda

The project is also consistent with the NUA adopted in 2016 at the Habitat III conference. The project therefore supports the following declarations and objectives:

- 77. “We commit ourselves to strengthening the resilience of cities and human settlements, including through the development of quality infrastructure and spatial planning”;
- 77. “We will promote the development of infrastructure that is resilient and resource efficient and will reduce the risks and impact of disasters”;
- 78. “supporting moving from reactive to more proactive risk-based, all hazards and all-of-society approaches, such as raising public awareness of risks and promoting ex-ante investments to prevent risks and build resilience”.

Agenda 2063

At the African regional scale, the project is also consistent with Agenda 2063, adopted in 2013 by the 33 independent African states. The project specifically aligns with goal 1.7 “Environmentally sustainable and climate resilient economies and communities”, Priority 1.7.4 “Climate resilience and natural disasters”.

4.2.2 Consistency with UN-Habitat and partner frameworks

UN-Habitat’s urban resilience strategies

The project is consistent with the United Nations Human Settlements Programme’s 2014–2019 Strategic Plan, as its activities are built around Focus Area 6: risk reduction and rehabilitation, and contribute to its strategic objective: “cities have increased their resilience to the impacts of natural and human-made crises, in an equitable manner, and undertaken rehabilitation in ways that advance sustainable urban development”.

The project has also developed links with the Priority Focus Areas of Urban Legislation, Land and Governance (1), Urban Planning and Design (2), Urban Basic Services (4), Research and Capacity Development (7) and all of the cross-cutting Issues: gender; youth; climate change; and human rights (see Effectiveness).

In terms of local strategies, the only office open at the start of the project was in Cape Verde (CV), and the UN-Habitat offices in Guinea Bissau (GB) and Sao Tomé and Príncipe (STP) were opened just for project implementation. Thus,

only CV has a national strategy³ that is being supported by the project, which is contributing to its objective of “promoting capacity building of local authorities in terms of urban planning, with focus on disaster risk management, urban resilience and climate change adaptation”.

Consistency with other resilience tools

Through its various departments (Resilience Hub, Regional Office for Africa) and partners (UNISDR), UN-Habitat has developed a range of tools to support the development of urban resilience, including CityRAP, the City Resilience Profiling Tool (CRPT), the Disaster Resilience Scorecard for Cities, the City Prosperity Index (CPI) and the Quick Risk Estimation (QRE).

The CityRAP tool differs from the other tools, which it supplements through its approach, objectives, and resources. It can be adapted to vulnerable urban environments⁴ (neighbourhoods, small towns) and includes a local-level consultation process and participatory approach led by local stakeholders. With this approach, the tool can be implemented in informal settlements using alternative governance and data collection methods. In contrast, the other tools generally target the town or city as a whole and focus on assessing indicators by collecting and producing quantitative data.

The tool is also compatible with tools developed by UN-Habitat to address Climate Change issues like the Local Climate Change Plans or the Participatory Vulnerability And Adaptation Assessment. The CityRAP tool adopting a more comprehensive and participatory approach, it addresses the more essential issues of Climate Change while basing the analysis on the local stakeholder’s own perceptions.

Consequently, the tool’s approach is consistent with UN-Habitat’s mission to “promote the stronger commitment of national and local governments as well as other relevant stakeholders”. The recognition and involvement of local government structures is a prerequisite for enabling municipalities to assess their own capacities and define and develop integrated and sustainable intervention strategies.

UNISDR objectives

The project was developed in cooperation with UNISDR and is aligned with a number of key strategic documents.

The approach developed by the tool is consistent with the UNISDR 2014-2015 Work Programme and, more explicitly, with its Specific Objective 3: “increased public and private sector investments in DRR and climate change adaptation through advocacy and outreach” and its two sub-results:

- Result 3.1 Increased awareness and actions mobilized by national and local governments to reduce risk and build resilience.
- Result 3.2 Broad range of stakeholders demanding and investing efforts to build the resilience of communities.

The proposed activities are also in line with the Programme on Urban Risk Reduction and Resilience, outlined in the same document, and the following expected results:

- Awareness and capacity-building through the Making Cities Resilient Campaign;
- Increased understanding of current and future risks in 100 cities;
- Local resilience and investments measured.

The approach developed by the tool remains consistent with the current UNISDR Strategic Framework that covers the period 2016-2021:

- Strategic Objective 2 “support to regional and national Sendai framework implementation”;

³ Both GB and STP teams are currently developing their UN-Habitat country programme which will include resilience as a strategic pillar.

⁴ It is estimated by UN-Habitat that the tool can target an urban area up to 250,000 people, as done for Lideta sub-city in Addis Ababa.

- Strategic Objective 3 “catalyse action through member states and partners”.

In addition, the project is in line with the Ten Essentials Pilot for Building Resilient Cities, which is set out in the City Resilience in Africa campaign document.

UNECA

The project aligns with the UNECA 2014-2015 Strategic Framework and its strategy 15.38, which focuses “on climate-smart agriculture, land, water, forests, urban-rural linkages, human settlements, environmentally sustainable growth and disaster risk reduction”.

4.2.3 Selection of countries and cities

The selection of countries is consistent with the CityRAP target as the three countries meet common criteria and thus create a homogenous group:

- They are all countries with high exposure to common natural risks (flooding, coastal flooding, erosion and landslides, etc.) and to the impacts of climate change (disrupted weather patterns, rising sea levels, etc.);
- They are all Small Island Developing States;
- They all have high levels of socio-economic vulnerability and urbanisation;
- They are all countries that are not usually targeted by resilience projects, particularly not by projects focusing on urban resilience.

Furthermore, these Lusophone countries were selected after the tool had already been implemented in other Lusophone countries (Angola, Mozambique), the aim being to foster the development of an international network. The countries have relative large urban populations from 49 – 65 per cent as shown in table 2.

Table 2: Urbanization in the project countries

COUNTRY	POPULATION	POPULATION GROWTH	URBAN POPULATION	URBANIZATION RATE	DENSITY
CAPE VERDE	538 535	1,27 %	65,1 %	3,58%	130/km2
GUINEA BISSAU	1 726 170	2,47 %	49,3 %	4,13%	48/km2
SAO TOME AND PRINCIPE	187 356	2,2 %	65,5 %	1,95%	187/km2

The target towns and cities were selected following a review of a range of documents and information received from countries and municipalities, which sought to identify exposure to urban risks, socio-economic vulnerability and alignment with the CityRAP tool (small to intermediate sized cities). In some instances, towns and cities were also selected using logistical and institutional criteria. *Selected cities and target area are presented in the table below.*

Table 3: Selected cities and target areas

Country	Municipalité	Population	Target area	Target area pop.	Target area structure	Main risks	Implementation
Cape Verde	Municipality of Praia	131 602	Safende and Jamaica neighborhoods	?	Informal neighborhood	floods and landslide	2 national consultants
	Municipality of Santa Catarina do Fogo	5299	Estância Roque	411	settlement	volcanism	
	City of Espargos, Municipality of Sal	20 702	Alto São Joao and Alto Santa Cruz neighborhoods	6 173	Informal neighborhood	air traffic and floods	
Sao Tomé and Príncipe	City of Sao Tomé, Municipality of Agua Grande	42 331	Sao Marçal and Riboque neighborhoods	?	Informal neighborhood	floods and landslide	NTA and 1 consultant
	City of Neves Municipality of Lemba	5 919	Água Tomá and Rosema neighborhoods	?	Informal neighborhood	sea level rise, floods, and landslide	

Guinea Bissau	City of Bolama, Region of Bolama/Bijagós	10 206	Whole city	10 206	Historic urban centre	sea level rise, floods, inland erosion, and landslide	Alisei NGO (1 international coordinator and 3 trainers)
	City of Bafata, Region of Bafata	28 302	Historic center	28 302	Historic urban centre	floods	

The selection decisions were discussed and validated by the national and local authorities in each country. The stakeholders interviewed generally deemed these decisions to have been relevant.

In GB, the towns selected correspond to the government's regional development priorities as set out in the 'Terra Ranka⁵' strategic document. The selection process also took into account the cities' place in the economic and transport networks, as well as their heritage value. Thus, the two towns selected, Bafata and Bolama, have a high exposure to risk and to the impacts of climate change; they are regional economic hubs and are both historic towns. These towns were selected by UN-Habitat in conjunction with the national authorities. The capital, Bissau, was also initially selected, but the final list was cut to just the two towns following a lack of commitment on the part of Bissau's municipality.

In STP, UN-Habitat selected the towns and cities using a variety of criteria. Lemba was selected because it is one of the country's most vulnerable socio-economic areas. In addition, the Italian NGO appointed to implement the project, Alisei, has already been working in Lemba for around fifteen years and had started to design a sustainable development plan. Other towns that were initially identified (Kaué and Santo Antonio), also among the poorest in the country, were not selected because of the high logistics costs that would have been involved. In the end, it was the capital city that was selected, due mainly to the high-risk exposure of its informal settlements and in order to raise the profile of the project, as well as due to the fact that the project needed to be in synergy with the projects being implemented locally by the municipality. Only two cities were ultimately selected due to a lack of financial resources. This decision was discussed with several national stakeholders, including the Civil Protection and the NGO Alisei. In contrast to the other countries, the cities were selected before the train-the-trainer sessions took place.

In CV, towns and cities were selected through a call for expressions of interest issued after completion of the train-the-trainer sessions. Three municipalities responded: Praia, Santa Catarina do Fogo and Sal. All three met the project's risk exposure and social vulnerability criteria and so all three were selected. The decision to select the capital, Praia, was also taken in order to demonstrate the validity of the approach to the national authorities and foster its nationwide roll-out.

In CV and STP, the project was implemented in target areas (often neighbourhoods), which were identified using socio-economic and risk exposure criteria. These target areas were always selected by local stakeholders at the start of the field activities, during the first phase of the tool's implementation. The areas targeted by the project are often vulnerable urban neighbourhoods, usually informal settlements in outlying urban areas. This scope is consistent with the tool's objectives; however, it did sometimes prove to be restrictive and insufficient, particularly when assessing threats or factors exacerbating exposure to risks, as these could be located outside the target area. For example, flooding could be caused by a build-up of solid waste downstream of the neighbourhood, or there could be a threat posed by erosion in areas further upstream.

4.2.4 Consistency with existing national policies and strategy documents

The national and local authorities in the three countries are generally aware of urban areas' exposure to risks; however, none of the three countries has urban risk strategies or action plans in place. Knowledge of urban risks is also highly limited as none of the three countries has conducted a risk exposure assessment.

⁵ Strategic and operational Plan 2015-2020, Republic of Guinea Bissau, 2015

At the local level, people are generally aware of the threats but not of the scale of the risks they pose. There are some types of adaptation in place, particularly with regard to architecture and the materials used, and there are also some small-scale mitigation facilities. However, these sporadic interventions are nowhere near enough to enable communities to protect themselves against larger disasters.

In addition, disaster preparation and response capacities vary widely between the three countries. For example, the most recent hurricane to hit CV showed that the country has a good public information system but poor response resources, and the country's informal settlements complicate implementation of the post-disaster response. Most municipalities remain overwhelmed by the risk exposure situation, particularly by the risk of floods, and this is notably due to the growth of informal settlements.

Risk management practices generally involve relatively costly, and thus few and far between, risk reduction or mitigation activities. Within the three countries, risk is approached from an environmental and regional perspective and there is thus no specific consideration given to the urban level.

Despite these shortcomings, all countries have urban development or risk-related projects in place. The project was developed by drawing on these initiatives.

In STP, the project drew upon the work of the National Council for Preparation and Responses to Disasters (CONPREC) whose aim is to improve local and national post-disaster response capacities. For instance, CONPREC is currently working on prioritising sections and districts based on their exposure to risk and the vulnerability of their infrastructure.

In STP, there are several risk reduction projects in place, but none of these focus specifically on cities, instead targeting farmland and coastal areas. Similarly, the National Action Plan and District Climate Change Adaptation Plans do not specifically target urban areas.

In GB, the only strategic plan in place, 'Terra Ranka', is recognised by all national stakeholders and sets out a range of objectives, including "the country's resilience to the risks associated with climate change" (17.2) and "inclusive and sustainable urban management" (28.1). However, it does not recommend a specific approach or action for addressing urban risks. In addition, the country's highly centralised governance system and political instability means there is a high turnover among municipal leaders resulting in a lack of political will for taking local action.

In CV, urban governance and risk management objectives are included in a number of official documents:

- Cape Verde Voluntary National Report on the Implementation of the 2030 Agenda for Sustainable Development;
- Política Nacional do Ordenamento do Território e Planeamento Urbanístico;
- UN National Programme on Urban Development and Empowerment of Cities (NPUDEC).

At the national level, there were other risk management projects implemented at the same time as the CityRAP project. These included public awareness-raising projects involving television and radio information campaigns, and a risk mapping project implemented in conjunction with UNDP. Meanwhile, at the local level, there were already three other initiatives underway when the project started: in Praia, structural work was being carried out to improve living conditions in slums and along the urban coastline; in Sal, an urban improvement project was being implemented to upgrade the informal settlements in the town's outlying areas and near the airport; and in Fogo, there was a risk reduction and urban development project underway in the small town of Chã das Caldeiras, which is situated in the crater of a volcano.

4.2.5 Coordination of the project design with other stakeholders

The project was developed with relatively little involvement from international, national and local partners. The CityRAP tool had already been developed and implemented in other cities, thus work with partners was limited to collecting feedback to improve certain aspects of the methodology and tool.

At the national level, scoping visits were carried out in the three project implementation countries in May 2015. During these visits, the project was presented to all national stakeholders and selected municipalities (Bissau, Praia,

and the 6 municipalities in Sao Tomé). The project was well-received by the national stakeholders and feedback was collated.

The stakeholders were more closely involved in adapting the tool for use in each country. Between mid-2015 and mid-2016, the project underwent a long phase of tool development during which adaptations were made to tailor it to the specific environment of each of the three countries. The adaptations made to the tool helped to:

- Identify the national partners and the attendees for the first training session;
- Understand the strategic directions already in place and that needed to be taken into account when developing the tool;
- Conduct an initial assessment of national-level stakeholders' knowledge and capacities and draw up a shortlist of towns and cities.

4.2.6 Relevance of the project's intended outputs and outcomes to the needs of target beneficiaries

The aim of the CityRAP tool is to improve local risk management and urban governance capacities to enhance communities' urban resilience. The tool is based on the premise that the local stakeholders are familiar with their local area and its exposure to risk, but do not have the capacities required to conduct an overall and multi-sector assessment that could inform strategies and actions.

The tool thus seeks to address the lack of knowledge and technical understanding of URRR and the lack of information on urban resilience best practice. By building on local stakeholders' willingness to identify, formulate and implement locally relevant responses, the tool promotes local stakeholders' involvement and fosters their ownership of the process. To this end, the methodology has been designed to help them improve their understanding of urban risks; improve their capacity to assess, identify and prioritise actions, and secure the resources required to implement them.

The purpose of the tool is to help local stakeholders embark on a resilience action planning process without the need for experts or preliminary technical studies. Thus, the aim is not to develop innovative responses but to ensure stakeholders understand the need to harmonise the various actions and responses available in order to improve resilience capacities. The approach is primarily aimed at municipal staff and local stakeholders (civil society, local experts, and residents) as, unlike the policymakers who are regularly replaced, they are more likely to want to commit to working on local governance on an ongoing basis.

Also see the section on Theory of Change for more information on project objectives and expected results.

4.2.7 Conclusion

« Comprendemos de que a nossa cidade não está preparada para dar uma boa resposta as situações de desastres, a população tem praticados actos que põem em riscos as vidas de quase toda gente. »

« We understand that our city is not prepared to respond well to disaster situations, the population uses practices that endanger the lives of almost everyone. »⁶

⁶ All quotes are from the Focal Points of Bolama, they were collected by one of the national trainers.

In conclusion, the overall relevance of the project can be considered *highly satisfactory*. The theme covered, namely urban risks and resilience, as well as the approach developed, are closely aligned with both international frameworks and the strategies and objectives of UN-Habitat and its partners.

The tool implemented, CityRAP, has been innovative in its approach, methodology and scale of implementation. It thus highly complements the other urban resilience tools developed by par UN-Habitat, and which focus more on a larger scale of implementation and the use of data.

The countries selected are also highly relevant as all three are affected by the same combination of factors, including high exposure to natural risks and the impacts of climate change, high levels of socio-economic vulnerability in certain areas, and high urbanisation. In addition, insufficient consideration is given to urban resilience in each of the three countries, as demonstrated by the local and national strategic documents and initiatives. Despite this, the project was able to forge links with the necessary institutions in order to garner and ensure the agreement and support of all national stakeholders to develop the project.

Lastly, the approach developed was also aligned to the local-level needs assessment and, more specifically, with the causes behind the lack of urban risk reduction and resilience.

4.3 Efficiency

4.3.1 Use of financial resources

The project had a budget of US\$559,000 to implement the CityRAP tool and other related activities.

The budget allocations had to be reorganised during project implementation due to insufficient funding initially being allocated to certain budget items. Thus, the *international consultants* (111), *national project coordinators* (140) and *office expenses and equipment* (4707) budget items required more funds than initially anticipated and these were acquired from savings made on the *national workshops and sub-regional event* (7202) and *other grants* (7302) budget items.

The method used to view expenditure, and the migration to a different budget management system during the course of the project, has made it difficult to determine the budget breakdown by activity and by country. A rough estimate of these costs has been made, resulting in the following breakdown in table 4.

Table 4: Costs by project element

	Estimated amount spent	Estimated percentage
Salaries of 3 national project coordinators	200,000	36%
Improvement/finalisation of the CityRAP tool and design/delivery of training of trainers	100,000	18%
Implementation of the tool in STP	50,000	9%
Implementation of the tool in GB	23,500	4%
Implementation of the tool in CV	33,000	6%
Sub-regional event	30,000	5%
Travel	45,000	8%
Office costs in the 3 countries	77,500	14%
TOTAL	559,000	100 %

The table notably reveals the low cost of the implementation activities. The activities carried out to implement the tool at the local level were extremely cost-efficient, particularly in light of their outputs (assessment and action plan) and their impact on local stakeholders' capacities (see the section on Impact). Overall, and in addition to implementation of the CityRAP tool, significant efficiencies were achieved on two of the project's key results: the opening of a UN-Habitat office in two countries (GB and STP), and the finalisation of the CityRAP tool and training materials.

The variations in activity costs between the three countries are mainly due to the type of implementation method selected. After reviewing local constraints and opportunities, each country chose a different implementation option. Thus the tool was implemented by an NGO in STP, local consultants in CV, and directly by the NTA in GB.

4.3.2 Financial and institutional challenges

The reorganisation of the budget was prompted more by the approximate budget allocations made at the project development phase than by the constraints met during implementation.

However, due to limited resources (and time constraints - see Effectiveness), the project focused on implementing the CityRAP tool within municipalities and did not focus on certain activities (1.4 and 2.1) and objectives. It could therefore be assumed that, had more resources been available, more ambitious objectives could have been targeted. Stakeholders made plans to secure additional external resources during the project to implement activities, and some municipalities included some of the prioritised interventions into their annual budget, however at the time of the evaluation only few interventions had been implemented.

During implementation, the project suffered from no major constraints, either financial or logistical. However, it is worth noting here that the required budget adjustments (See 4.3.1) limited implementation of the tool in the two cities in STP. The project reports also note that flight connections between CV and STP ceased in 2016, which had an impact on the international consultants' travel costs.

UN-Habitat as Non-Resident UN Agency entirely depends on UNDP for its local administration. The funds allocated to locally implementing activities thus had to pass through the UNDP administrative system, which was reported to experience some malfunctions. This limitation resulted in funding being delayed, which sometimes had an adverse impact on the activity timetable with some activities having to be postponed for up to two weeks. In GB, to minimise delays, the NTA advanced funds from its own budget and reduced its travel allowance.

There were a number of institutional constraints that affected project implementation. As the project relied heavily on local stakeholders, staff turnover and delays filling vacant posts within municipalities led to difficulties, especially in CV and GB. This constraint was addressed by appointing several focal points for each theme within each municipality.

There were no project management constraints and regular discussions between the project managers (in Nairobi, Mozambique and the three countries of implementation) meant that activities were implemented smoothly. There were, however, a few minor difficulties reported in activity implementation (delayed availability of the trainer in CV) and monitoring (considered insufficient in STP) for the projects managed by locally recruited consultants and the NGO.

4.3.3 Cost-efficiency

The cost-efficiency of the project is also due to the sparing but sufficient use of financial resources at the local level. Thus, for instance, implementation in GB remained highly cost-efficient despite the decision to largely compensate the focal points (5,000 CFA)⁷. This budget item ensured local stakeholder involvement throughout the implementation process and resulted in the development of tools that were highly tailored to the local needs and context. Implementation of the tool was most costly in STP; however, this is because 4 trainers were required for each of the implementation phases to compensate for the lack of local stakeholder capacity and engagement.

The specific methodology used to implement the CityRAP tool has also helped keep project costs low. Based on findings from the document review and interviews, the approach used is radically different to that of other resilience support tools, and this has had a direct impact on its cost:

- There is very little input required from international consultants to implement the tool;
- The tool does not use costly resources, expertise or techniques;
- It takes only a few weeks to implement;
- The majority of the work is completed by the focal points and municipal staff allocated to the project by the municipalities;
- Some of the costs are covered directly by the municipalities (meals, premises, energy);
- The training of trainers in each country provides local, relevant and comparatively cost-efficient support.

Furthermore, as already noted, the flexibility of the tool's implementation approach makes it possible to use financially and technically adapted implementation arrangements.

⁷ This is in line with local practices, where the government can reimburse expenses of between 2,500 and 20,000 CFA to people attending workshops.

4.3.4 Conclusion

« E necessário adaptarmos essas condições ariscadas em que estamos expostas. »

« It is necessary to adapt to these risky conditions to which we are exposed. »

In conclusion, considering that the project was implemented in three different countries and involved opening two national UN-Habitat offices, the project used its resources relatively efficiently.

Activity implementation was particularly cost efficient, helped by a number of factors inherent in the CityRAP tool, most notably the recruitment of local trainers, the municipalities' contributions and the focal points' investment in conducting the activities.

However, the initial budget had to be significantly revised to more adequately allocate resources. This potentially affected the delivery of certain activities and, in one city, prevented implementation of the tool.

Despite these shortcomings, the cost savings made in project implementation means that, overall, efficiency is satisfactory.

4.4 Effectiveness

4.4.1 Implementation method used

The countries' choice of appropriate project implementation methods meant that the use of the project's financial resources was particularly efficient.

In STP, the decision to implement the tool through an NGO stemmed from the need for both the required technical skills and logistical resources. Due to the underlying sense of distrust that exists between local communities and the public authorities, it was also considered advisable to work with an external stakeholder who could act as mediator. A call for tenders was issued at project kick-off to identify potential implementation partners to which only the NGO Alisei responded; however, it did not meet all the criteria (intervention resources, experience, expertise, community outreach skills). Alisei had the added advantage of having experience of the local area, having been supporting sustainable management and building infrastructure in STP and in Lembá since 1984, and thus having a network of contacts among local authorities and stakeholders. In addition, at the start of the project, the NGO was in the process of initiating work to develop an integrated and sustainable development plan (EU funding). It is to be noted that the selection of Alisei as implementation partner also had an influence on the target cities selected (see the section on Relevance).

In CV, the use of local consultants to implement the tool was guided by the local availability of the necessary skills. The consultants were selected during the ToT sessions. A number of training participants applied and two were selected. The decision to use independent consultants was also based on the fact that there is no NGO at the national level that has specific urban risk and urban planning expertise.

In GB, as there were difficulties finding organisations and consultants with the experience required to implement the tool, and there were also limited financial resources, the decision was made for the tool to be implemented by the NTA (which has a strong experience in environmental management), supported by a national consultant. As in CV, this consultant was recruited during the ToT sessions. The consultant is a government employee (working for the Direção Geral do Plano/Instituto Nacional de Estatística) who was made available to the project, as is common practice in GB.

Where implementation of the tool was carried out by an external stakeholder, namely a consultant (CV) or NGO (STP), the division of responsibilities was generally clear, despite some confusion at the start of activities (see Efficiency).

There were benefits and limitations to each of these options:

In GB, the fact that the NTA implemented the project produced results that were closely aligned to the objectives of the CityRAP tool and also ensured that the tool was integrated into UN-Habitat's overall strategy for the country (see Impact). This option was only viable because the NTA was available when the UN-Habitat office was being opened. Thus, it would not perhaps be possible to replicate this method where the NTAs are already involved in other projects.

In CV, the use of two national consultants proved to be effective, but the tool was implemented as something of a standalone project and so the results are less well-aligned to the tool's objectives and the tool is less well-integrated into UN-Habitat's overall intervention in CV. The tool continues to be replicated in other municipalities through the national consultants (see Sustainability).

In STP, implementation of the tool by the NGO Alisei was more disappointing as the use of an external stakeholder limited UN-Habitat's ability to monitor and support their work. In addition, coordination of the project by a foreign consultant could be considered a missed opportunity and inconsistent with the approach promoted by the tool. Especially given that the project coordinator, the other trainers (who were less technically sound) and the focal points did not necessarily all share the same aim or motivation for following the project approach (primacy of the process or the result) and achieving the objectives. Although the coordinator had a good technical understanding of the concept of resilience and the methodology, the focus of the tool's implementation appears to have been more on producing a high quality final document than on ensuring ownership of the methodology by all stakeholders.

As seen in the example of STP, the focal points' technical capacities were often cited as an issue during interviews with all (local and international) partners. Some would have liked more training of the trainers to improve their technical understanding of the concepts and thus increase their legitimacy for implementing the tool at the local level. Conversely, others would have preferred greater UN-Habitat investment in the field in order to provide further technical support and help identify and recruit more competent local stakeholders.

4.4.2 Local stakeholders' involvement in the project design

The approach promoted by the CityRAP tool is one of local stakeholder involvement and ownership of the process. The approach was shown and presented to the municipalities interested in taking part in the project, and the contributions they would be expected to make were set out in order to ensure that all municipalities applying or shortlisted for the project were fully informed before moving forward.

The tool was presented to municipalities as a package of activities, the content of which could not be changed. The discussions held prior to implementation focused more on developing an understanding of the objectives and expected contributions than on work to adapt the tool.

The contributions the municipalities participating in the project were expected to make included:

- Facilitating the process by making municipal staff available to the project and by providing a room and meals or a energy source⁸;
- Drawing up the list of focal points and, in conjunction with UN-Habitat, inviting them to the initial training.

These agreements and contributions were generally respected; however, the municipalities' extremely limited resources, coupled with the high turnover among policymakers, led to certain agreements being challenged during the process, particularly those relating to the availability of staff and meeting space (Bafata).

4.4.3 Local stakeholders' involvement in project implementation

Municipal staff

Local stakeholders' capacity and willingness to invest in the process depends on a range of local and national factors. Political will on the part of the municipalities for integrating the process is therefore crucial.

In CV, as the municipalities were selected based on a call for expressions of interest, the municipal staff were relatively eager to integrate the process. In addition, the projects underway in Praia and Sal meant that the teams were motivated to use this process to improve the planned interventions. However, the municipal staff's actual involvement was limited as they were busy working on these ongoing projects. In Fogo, the municipal teams' expectations of the project for supporting the development of the municipal strategic plan, identifying relevant projects, and for learning more about participatory methodologies also fostered large-scale investment.

In STP, the lack of policymaker support and investment limited the involvement of municipal staff and made it difficult to conduct the assessment. As the municipal staff also had limited capacities, ownership of the resilience concept and the CityRAP tool was also lower. In order to address this constraint, the team from Alisei sought to increase the number of the focal points within the municipality. The two municipalities demonstrated relatively different levels of commitment to the process as, overall, municipal teams were much more involved in Lemba than in Agua Grande. The lack of commitment of the head of the municipality in Agua Grande had a direct impact on the work of the municipal staff and made it much harder to validate and integrate the document into the municipal strategy. Similarly, the interviews reveal that it was difficult to effectively introduce self-assessment and local municipal staff often sought to under-play their shortcomings and weaknesses so as not to lose face in front of civil society stakeholders and neighbourhood residents. However, the trainers do not consider that this lack of commitment and transparency had a negative impact on the quality of the work carried out, but they do believe that

⁸ Some towns have no electricity and the municipalities were thus asked to contribute by supplying fuel for generators.

far better results could have been achieved if the political leaders had provided more support and made municipal staff more widely available.

In GB, the low levels of involvement and high turnover of local political leaders complicated the municipal teams' work. The municipalities' involvement in the process and their contributions were renegotiated several times. However, the municipal staff showed great willingness to invest in the process, motivated by their shared desire to identify risk management strategies and interventions to effectively address critical exposure to risk. In addition, the interviews revealed that the majority of the municipal staff participated in the exercise to self-assess their capacities.

In summary, the municipal staff's investment and ownership capacity is dependent on factors specific to each national and municipal context:

- The political will of local authorities to integrate the process into their municipal development strategy;
- The capacity of local stakeholders to understand and implement the tool's activities;
- Existing land management capacities and practices;
- Focal points availability;
- The prospect for a future use of the tool.

Inhabitants and civil society representatives

The task of identifying and selecting civil society representatives was generally carried out in line with the methodology, even if the municipalities did not always want civil society representatives to be involved. The lack of trust between communities and local authorities sometimes hampered the introduction of participatory processes and, in some cases, local authorities openly resisted inviting local organisations to take part in the process. However, the majority of stakeholders deem the focal point selection process to have been representative and transparent.

Local stakeholders' participation in the process was generally very good and there was a satisfactory working environment created by the focal points and trainers. However, ownership of the process by civil society representatives was typically more limited than that of the municipal staff, who had professional experience of working on the themes covered.

In GB, all of the focal points were particularly hard-working and closely involved in implementing the tool. It is possible that they were motivated by the incentive provided by the daily compensation they were awarded. All local leaders were involved in the process, including the heads of traditional authorities and local religious representatives. However, the bad weather and difficult travel conditions in Bolama made it difficult for all civil society representatives to take part in all phases of the project.

In CV, civil society representatives were less involved in implementing the tool due to the municipal staff's high capacities and strong ownership of the process and the fact that the tool was used to support ongoing municipal projects. Furthermore, the municipal staff also took on ownership of the participatory approach methodology, helping to develop direct discussions between municipal representatives and neighbourhood residents.

In STP, the NGO Alisei identified the focal points as the municipalities were not considered to be up to the task. As the focal points all had limited capacities, rather than follow the methodology that recommends that the focal points work on some elements independently, in STP, the tool was implemented by a team led by a coordinator and 3 trainers, who remained in place throughout the project. The working method used was thus similar in both towns, although there were greater mobilisation efforts in Agua Grande than in Neves. Community participation was completed integrated. In both towns, the community mapping exercise helped build a direct relationship between the focal points and neighbourhood residents and contributed considerably to the process.

The type of community participation varied considerably from town to town. In certain instances, this involved participatory planning while, in others, it focused on raising awareness of risks or jointly identifying the interventions required. The participation of local communities was generally confined to the phase 2 (data collection activities).

Some of the stakeholders met (municipal staff and staff from the national technical agencies) deem the tool to be too complex for the focal points and consider the initial training to be too short to enable the focal points to develop

a full understanding of the resilience concept and tool. In addition, due to a lack of investment and poor focal point capacities, the time allocated to setting up the tool was sometimes deemed to be insufficient, particularly in STP.

Distribution of tasks for producing the Resilience Framework for Action (RFA)

The distribution of tasks between trainers and focal points for implementing the tool and producing the RFAs differed in accordance with the focal points' capacities and level of ownership. Broadly speaking, the field work and task of producing working documents were completed by the focal points, with document writing shared between the focal points and the trainers. The trainers took on the task of finalising the RFAs (GB, STP) as presenting priority interventions to national and international stakeholders involves translating the results of the participatory and collaborative process into formal language. In CV, however, most of the RFAs were produced by the focal points, in particular in Fogo, where the municipal staff, coordinated by the head of urban planning, took over the entire process and worked particularly hard on costing the interventions.

The meetings also revealed that the focal points do not always share exactly the same project objective as the trainers. For the trainers, the aim of the process was sometimes more about producing a document; whereas the focal points were more interested in the potential of the process for improving local capacities and knowledge.

It is also worth noting that work to finalise the tool at the start of the project (2015-2016) included the redesign of phase 4 of the CityRAP tool (Development of the city resilience framework for action), and that the supporting training materials for implementing this phase had not all been completed at the time of the tool's implementation, most notably in STP. Thus, the objectives and steps were not clear to all of the focal points and trainers, which meant that the tool's development team had to provide greater technical support which was done timely.

Ownership

Ownership of the process at the local level is generally very good, with stronger ownership among focal points than among the municipalities.

The municipalities' strong ownership of implementation of the CityRAP tool is notably reflected in the fact that, rather than being a UN-Habitat or implementing partner project, the project is perceived as having been initiated by the municipalities.

However, municipality ownership in the larger cities (Praia, Agua Grande) is not as strong. The potential reasons for this are as follows:

- Less availability, as there are more projects being implemented;
- Better capacities and so less need for technical support;
- Less staff in the field;
- Informal settlements are more marginalised and overlooked (see Governance).

Furthermore, in STP, it is possible that the project's implementation by an external organisation has led to lower levels of investment on the part of local stakeholders, who are consequently less able to drive the process.

It is also important to highlight ownership of the process by the local UN-Habitat team as the different office contexts and NTA profiles have had an impact on the development, implementation and scale-up of the approach. This led to a more political approach to the tool being developed in CV, whereas it was more environmental in GB and more focused on spatial planning in STP.

4.4.4 Project implementation

The project was implemented in line with the methodology and the vast majority of activities, their sequence and achievement of quantitative objectives conform to the project document (see the Final Report).

The project started by an inception phase which included the development and finalization of the CityRAP tool and the adaptation of the methodology to the target countries. During this phase UN-Habitat partners agencies (UNISDR and UNECA) and units (Climate Change, Urban Risk Reduction and Capacity Development Units) had the opportunity to give feedbacks on the tool. Further collaborations between partners and units during project

implementation were sparser, as the tool had reached its final form.

However, there are two key differences that need to be highlighted. Firstly, activity implementation fell significantly behind schedule and secondly, two activities could not be completed, and this was the case for all of the three countries.

Delays in implementing the activities

Activity implementation in the three countries fell around 6 months behind schedule overall. The ToT sessions that were due to take place in April 2016 were held in September and November 2016, and implementation of the tool in the three countries, scheduled for between June and August 2016, finally took place between March and November 2017 (see the timetable). There were two main reasons for these delays: the CityRAP tool was still being finalised during the initial phase of the project, and there were some difficulties encountered when first launching activities in the field.

The methodology development and testing phase took longer than planned as it required an initial testing phase in Ethiopia (conducted between June and August 2016), which had not been anticipated. The test in Addis Ababa was however necessary for finalising the tool and adapting the training materials accordingly.

Locally, the project took longer to get up and running than anticipated, notably because it took time to install and set up the offices in GB and STP (administrative process, recognition from the authorities, agreements with the UNDP), but also because the city selection process took longer than planned and the work to adapt the tool to the national context fell behind schedule, particularly in STP.

In CV and GB, the project was set to be launched in the capital cities, Praia and Bissau. However, institutional constraints (agreements and arrangements between UN-Habitat and the municipalities) led to the start of activities in Praia being delayed and eventually resulted in the project pulling out of Bissau, both of which caused delays of several months.

In addition, there were reports that local events (local festivals and elections in CV, and weather events, political instability and farming activities in GB, etc.) caused some delays in activity implementation in the field; however, these did not have a major impact as the maximum delay reported was 15 days.

According to the reports and interviews, these delays did not adversely affect local implementation of the CityRAP tool. However, the fact that activities were still being completed at the very end of 2017 meant that the NTAs had to continue their monitoring after the project end date; in addition to which, the national seminar in CV had to be postponed until March 2018.

As a consequence of these delays, it was impossible for the teams to monitor and support the municipalities with disseminating or implementing action frameworks, which was one of the project activities.

Activities as planned and actual can be summarized as follows in figure 2.

Figure 2: Project activities

	2015												2016												2017												2018	
	jan.	feb.	mar.	apr.	may	jun.	jul.	aug.	sep.	oct.	nov.	dec.	jan.	feb.	mar.	apr.	may	jun.	jul.	aug.	sep.	oct.	nov.	dec.	jan.	feb.	mar.	apr.	may	jun.	jul.	aug.	sep.	oct.	nov.	dec.		
Planned																																						
Regional level																																						
Cape Verde																																						
Guinea Bissau																																						
Sao Tomé and Principe																																						

Non-completion of two activities

Due to a variety of constraints, two of the project activities could not be completed:

- Activity 1.4. Support the implementation of risk reduction and resilience activities;
- Activity 2.1. Establish a national network of cities and towns in each country and facilitate access to best practices and materials.

In the project document, activity 1.4 was dependent on a series of situations: project continuity, funding availability, time to develop implementation frameworks, and logistical constraints. The failure to complete this activity is mainly due to the fact that the funds for implementing the plans were not available and that the implementation frameworks were not in place. The delays experienced by the project also prevented this activity from being carried out.

The failure to complete activity 2.1 stems partly from the lack of political will to organise specific meetings on urban risk management and partly from the fact that all three countries already had national networks of towns and cities in place, Whether the existing networks were actually functioning (CV) or not (STP, GB), it was not relevant to create new ones, the project rather try to support the weaker ones (See part 4.5 Impact).

4.4.5 Implementation of the CityRAP tool

The CityRAP tool was implemented in line with the methodology. Thus, the tool was adopted and adapted locally and there were certain variations introduced into its implementation, such as the different forms of RFA produced by different towns (see the section on Impact).

The time allocated to activity implementation by the methodology was generally sufficient and respected. In CV, logistic constraints (flights cancelled due to the weather) meant that the tool's preliminary implementation phase had to be shortened from four to two days in both Fogo and Sal. In STP, the trainers considered the times allocated to be too short given the lack of focal point capacities and investment. Several trainers stated that the short implementation period for the tool is both an advantage and a limitation; it creates a dynamic process and involves

stakeholders for only a limited time, but it does not provide enough time to cover the resilience concept and proposed interventions in any great detail.

Other variations were reported that did not have a major impact on the project outcomes, such as the fact that validation of the RFA in Praia took place behind closed doors, or that, in STP, the NGO Alisei was recruited prior to the ToT.

Implementation of the tool posed several technical difficulties for the trainers. However, they were always able to count on the support of the tool's development (Mozambique) and project coordination teams (Nairobi). This support was most notably required for phase 4 of the project. This final phase of the methodology was still in development when the tool was implemented in the three countries and, as a result, the training of the trainers and focal points on the development of this phase was less substantial. However, phase 4 is without doubt the most difficult and challenging phase as it involves translating the output of the collaborative process into a comprehensive document that includes both assessments and budgets.

4.4.6 Monitoring

Regular and transparent exchanges took place throughout the project between the trainers, NTAs, project coordination team (Nairobi) and the tool's development team (Mozambique). Different types of exchanges were implemented to regularly share information:

- Weekly project implementation reports from the NTAs to the project coordinator;
- Progress reports from the trainers to the project coordinator;
- Informal discussions between the trainers and project development team;
- Meetings held during field visits.

This monitoring notably helped inform the development of the last phase of the tool (Phase 4 - Development of the RFA), which was still being finalised at the time of project implementation. This was discussed on numerous occasions in exchanges between the trainers and the teams in Nairobi and Mozambique. The lessons learned from the first implementation of phase 4 in STP were thus used to guide its subsequent implementation in the other two countries. Except for this final phase, the countries had very little influence on each other. The tool was already well advanced at the time of implementation and its flexibility meant it could be easily adapted to the different national and local settings. The three countries benefited more from the previous tool development and testing phases, in particular implementation of the methodology in Addis Ababa in 2016.

4.4.7 Cross-cutting issues

Consistent with the UN-Habitat Strategic Plan (2014-2019), the objective of "promoting socially and environmentally sustainable cities" means considering all the cross-cutting issues identified by UN-Habitat (Gender, Climate Change, Youth and Human Rights) in order to highlight the importance of an inclusive approach that notably includes marginalised groups, the importance of incorporating the impacts of climate change in risk analysis and long-term planning, and the importance of implementing human rights, particularly with regards to housing.

Gender

The CityRAP tool recommends integrating gender into the tool's methodology predominantly when identifying and selecting training and workshop participants.

When identifying training participants, women were encouraged to get involved in a variety of activities. In addition, the various national and local agencies were encouraged to put forward an equal number of men and women to take part in activities. Given that the aim of the ToT sessions was to train national and local agency staff in positions of responsibility and that women are rarely appointed to these posts, selecting the required number of female participants proved somewhat difficult.

Following the training, the trainer and focal point selection process sought to foster the appointment of women. However, the project coordinators reported that they struggled to find women with the necessary skills.

Consequently, there are women in all of the local focal point teams, but only about 25 to 30 percent of the team members are female.

Climate Change

Incorporating the impacts of climate change is included in the tool's methodology, notably as part of understanding the concepts of urban risk and resilience.

The three countries are highly affected by climate change but there is very little local or national understanding of its impact on risk exposure and there are few documents available to local and national stakeholders to help build their understanding and raise their awareness. A number of national authorities expressed a need for this type of information and were disappointed that this was not more of a central theme of the CityRAP methodology. According to some partners as well (CC Unit) the approach should include more information on climate change impacts to local stakeholders.

Only the RFAs in GB (Bafata and Bolama) include climate change adaptation as a priority area.

Youth

This theme is not directly addressed in the CityRAP tool and the approach does not specifically require young people's opinions or concerns to be taken into account.

The inclusion of young people was, however, considered during the focal point identification and selection process. This inclusion of young people took place naturally as young technical staff demonstrated an interest in alternative and participatory tools and young leaders of associations and civil society organisations were involved in field work, bringing their concerns in terms of social and local development. As a result, the empowerment of younger participants potentially strengthens their capacities for future actions and foster the integration of certain thematic into the urban risks management (participation, social and local development)

Human Rights

The CityRAP tool does not address human rights. However, for the NTAs and trainers, the project objective does indirectly cover some human rights, including the right to a safe living environment, the right to basic services and energy, and the right to participate in decision-making. Nevertheless, the usual UN-Habitat rights-based approach, notably implemented through the Right to Adequate Housing, is not specifically highlighted in this project.

The evaluator finds it is a missed opportunity that the shift in urban risk management required by the project does not focus more on human rights in order to encourage authorities to give more consideration to the human aspects of urban risks rather than focusing solely on infrastructure or economic systems. This would also enable more ambitious work to be carried out on the underlying causes of vulnerability.

Even though the project does not cover these issues directly, the concept of resilience could be considered to intrinsically involve addressing urban risks through the prism of human rights as it promotes recognition of social differences and living conditions, participation, inclusion in decision-making processes, universal access to development opportunities and a more equal distribution of resources to pursue common objectives.

4.4.8 Conclusion

« Foi difícil aguentar até ao fim, mas cada vez que avançamos compreendemos algo novo de interesse geral, pois sabemos de esta tarefa vem para nos apoiar à nós, o nosso Governo, o nosso meio ambiente a nos consciencializar. »

« It was difficult to stick with until the end, but every time we moved forward we understood something new in the general interest, because we knew that the aim of this task was to support us, our Government, our environment, to raise awareness. »

At the local level, the CityRAP tool was implemented in three different ways, each of which was effectively adapted to their specific contexts. This notably resulted in municipal staff being closely involved in implementing the tool despite there being a number of hurdles that proved difficult to overcome, such as political instability in certain countries. In addition, civil society representatives also showed great interest in the project and were highly invested in the tool. The focal points' involvement was in line with the approach promoted by the methodology and ensured that the focal points and trainers were jointly empowered to implement activities and produce the RFAs.

Project implementation was, however, affected by the fact that activities fell behind schedule due to an unanticipated test of the tool. This delay had no direct impact on the quality of the tool's implementation but, at the local level, it did restrict the support provided to focal points and municipalities on using the RFAs.

Lastly, generally speaking, the regular monitoring of activities ensured the project was well-coordinated at both the local and international levels.

The project's effectiveness was thus satisfactory.

4.5 Impact

The objective of this project is to increase the capacities of municipalities of CV, GB and STP for reducing urban risk and building resilience.

The Expected Accomplishments (EAs) of the Project are:

- EA1. Enhanced capacity of municipal authorities in select countries to integrate risk reduction and resilience concepts into urban plans and municipal strategies.
- EA2. Enhanced Awareness and understanding of municipal authorities regarding risk reduction and resilience best practices.

According to the theory of Change the projects EAs are meant to be reached through the achievements of three distinctive outputs:

- The CityRAP training and workshops;
- The RFAs;
- The national and sub-regional seminars.

4.5.1 EA1: Increased levels of technical understanding and knowledge of municipal authorities

The aim of the training and workshops is to improve local stakeholders' knowledge of the concept of urban resilience and increase their ability to translate this knowledge into action.

It is important to understand that, even though considerable improvements have been made, the levels achieved vary in accordance with the type of stakeholder trained (trainer, focal points, municipal staff), the focal points' profession and level of initial training, the characteristics of the local environment (decentralisation, social development, etc.), the existence of urban development projects and the type of city (capitals or secondary cities).

Technical understanding and knowledge: Resilience and related concepts

Resilience is a complex concept to understand and is often new to the stakeholders being trained. Each stakeholder has thus attempted to absorb and apply it to their local context. The majority of the stakeholders met noted the important role that this concept has played in changing understanding of urban risks and risk management approaches. However, the interviews showed that the concept has not been fully understood by all. It would therefore appear to be more useful to identify the concepts learned and assess changes in approaches, rather than to evaluate the technical understanding of the resilience concept.

With regard to increasing knowledge, in some contexts and for certain stakeholders, significant progress has been made:

- The most advanced stakeholders (trainers, experienced professionals) have gained a comprehensive understanding of the entire resilience concept;
- The municipal staff has gained an understanding of certain aspects: the holistic approach, understanding of risks, cooperation between stakeholders, the links between natural risks and socio-economic risks, risk awareness, the links between daily risks and disasters, etc.;
- The profiles of the other focal points vary widely and thus the knowledge gained ranges from understanding the concept of resilience to understanding more basic concepts, such as the link between exposure to risks and daily practices (solid waste management, construction, etc.).

Knowledge acquisition-related trends can be discerned for the different national contexts. Stakeholders seem to have a more comprehensive understanding of the concept of resilience in some areas than in others. For instance, there appears to be a good understanding of the concept in GB whereas, in STP, the concept remains unclear for most of the focal points met. In CV, the concept is understood but the approach is still strongly influenced by existing governance and urban planning practices and frameworks. These are overall trends and, as we have seen above, there are considerable differences among stakeholders and cities of implementation.

The local stakeholders that have attended several training sessions (ToT and focal point training) and meetings (seminars) have had more opportunities to improve their knowledge. In contrast, as the majority of ToT attendees have not taken part in field activities, they have found it difficult to test the implementation of the concepts introduced. Some of the ToT attendees, namely those working directly in areas linked to urban risk management, have improved their knowledge but, overall, very few of them have been able to apply the training content.

Overall, there has been a great improvement in the knowledge of municipal staff and local stakeholders. They have a greater ability to understand and qualify risks, understand the phenomena and dynamics and identify short and long-term solutions. However, there are only a few stakeholders who have a comprehensive understanding of the resilience concept.

Knowledge: the CityRAP methodology

Through the CityRAP methodology, all stakeholders have been able to apply the knowledge learned when implementing tangible activities. The strength of this tool is that it provides a method for applying the technical concepts learned using methodological principles that are intrinsically linked to resilience. The focal points most frequently cite:

- The participatory approach;
- The global and cross-cutting approach;
- The understanding of risks, and knowledge and awareness of risks.

For the municipal staff, the participatory approach is generally new and is one of the key concepts they have taken on board as it helps them address several local-level challenges, such as knowledge of the area, discussions with inhabitants, links between stakeholders (*see impact on governance*). The focal points, particularly the municipal staff, have welcomed the opportunity to learn and apply participatory principles and to develop collaborative working and partnerships between the municipality and other local stakeholders and, in addition, to instigate discussions between the local government and the inhabitants.

Another major achievement is the recognition of the need for a holistic approach to risks, whether at local level in understanding the links between exposure to risks and socio-economic factors or at the regional or national level in the need for the different thematic sectors (civil protection, infrastructure, social, etc.) to work together.

Finally, understanding risks, along with raising inhabitants' awareness, is one of the most appreciated new approaches as it is the most tangible for improving knowledge and impact for the local people. All of the local-level participatory mapping sessions have fostered the development of mutual exchanges between focal points and inhabitants, which have helped share and improve knowledge. In addition to these exchanges, one of the frequently cited concepts learned is the understanding of the links between risk exposure and the socio-economic situation.

For most of the local stakeholders, implementation of the tool has resulted in a consistent application of new knowledge, concepts and principles. The tool is recognised as being easy to work with, but relatively complex overall as, while the focal points have been able to complete different stages and exercises, not all of them have a complete overview. Guidance and support from the trainers remain indispensable for this. Thus, for the majority of the focal points, implementation of the tool is important, but few of them consider that they have learned a methodology and feel capable of replicating it.

Impact on municipal staff practices

The project has had a large impact in terms of raising awareness of the need to change local governance and risk management approaches and practices. The focal points are convinced of the relevance of and need for the knowledge and understanding gained, as well as their capacity to implement these. They also feel they have the ability to participate constructively in the decision-making process and the majority have expressed their desire to continue to do so in order to have a positive influence on municipal projects and strategies.

A number of focal points also consider themselves able to assure policymakers of the relevance of the approach and some municipal staff have thus offered to provide training to newly appointed policymakers to raise their awareness of resilience.

However, despite the relevance of the concepts learned and the adoption of the process, the municipal staff met report that, for the most part, they have little opportunity to apply the knowledge and understanding they have gained. There are a large number of governance and practice-related obstacles preventing them from easily introducing changes in their work.

One of the greatest limitations is that the methodologies introduced are not aligned to their usual involvement in the decision-making process. They are generally not consulted as part of the project assessment and development process as these decisions are taken by the policymakers, who only involve the municipal staff at a later date to implement activities.

Furthermore, there is little long-term vision and few studies and strategic approaches developed as policymakers prefer high profile activities that have a short-term impact. In addition, on large-scale projects with external funding, project development and implementation are usually carried out by external parties (consultants, engineering firm, NGO).

Lastly, field activities and discussions with local communities can be difficult for the municipal staff as these staff members may not always agree with the political decisions made but are nonetheless held partly responsible for them due to their role.

A number of local and national managers share this overall view and recognise that the politicisation of the decision-making process can be a barrier.

In conclusion, it has therefore been difficult to empower local stakeholders and municipal staff in order to improve municipalities' capacities. The majority of the municipal staff are still working for the municipalities and considerable knowledge has been gained; however, there are a number of obstacles hampering the use of this knowledge, most of which are related to the modes of governance in place and to the politicisation of the decision-making processes.

Some project partners believe that, in order to empower local stakeholders and municipalities, the capacities and knowledge gained must be practically applied and that this empowerment should form part of a long-term strategy to ensure that its impact is not short-lived.

4.5.2 Impacts of the RFAs

The RFAs have been designed as a key tool for enabling municipalities to integrate resilience-related objectives into their projects and strategies, according to their needs and understanding in terms of urban risks and resilience. Their impact on the municipalities' capacities to integrate risk reduction and resilience into urban plans and municipal strategies depends on a range of factors that are both internal and external to the process.

The RFAs produced under the project vary widely, thus reflecting the capacity of this tool to adapt to local capacities, needs and objectives, and be adopted by the focal points. In addition, the varying levels of knowledge and understanding achieved by the focal points, coupled with the diverse ways this tool has been implemented at the local level, have resulted in documents that differ in terms of their objectives, format and content.

Some RFAs are standalone and complete documents (GB, STP, Fogo in CV) whereas others resemble a list of priority interventions (Praia and Espargos in CV). Consistent with the principle of the local stakeholders' adoption of the concept of resilience, it is not the aim of the evaluation to conduct a technical assessment of the RFAs.

The objectives of the RFAs also vary widely between stakeholders and contexts. In some instances, the aim of the RFA is to build a standalone and overall framework for resilience, as in GB, whereas, in others, the objective is to set out guidelines or priority actions to be incorporated into strategies (Catarina do Fogo in CV) or existing projects (Espargos). In certain cases, the RFA is developed to supplement existing plans, but it is sometimes difficult for the focal points to determine the specific role of the various documents, as in Lemba in GB, where there is some confusion over the objective difference between the sustainable development plan and the RFA. A number of factors have influenced the definition of the RFA's aim and its use: ownership by local stakeholders, political will and the length of political mandates, and synergies with ongoing processes, such as projects or local-level discussions.

All of the RFAs have been locally validated by the focal points, policymakers and, sometimes, by local residents' representatives. However, the extent of the RFAs' integration into municipal strategies and projects somewhat varies.

In CV, some of the components or actions prioritised by the RFAs have been incorporated into existing strategies and projects. In the three cities, the RFAs cover residential areas identified as a priority for risk exposure. In Praia, the current urban formalisation programme has been redesigned following input from CityRAP, which has helped improve the approach being used to upgrade infrastructure in the capital's informal settlements. In Sal, the RFA has led to the participatory and risk management components being more effectively integrated into an ambitious urban regeneration project. In both of these examples of previously existing projects and funding, it has been easier for the municipality to integrate certain recommendations or actions included in the RFA. However, the prospect of planned future projects has affected implementation of the CityRAP tool with the focal points and policymakers influencing (whether deliberately or not) the process and its outcome. Although the tool has come along at the right time and is in synergy with existing projects, the RFAs have only been partially integrated in these two cities. They cover certain actions or components but have not adopted overall and cross-cutting resilience objectives (See Effectiveness). In Santa-Catarina do Fogo, where the municipality has just recently been set up, work is underway to develop a municipal-level intervention strategy. The RFA has thus been developed with the aim of informing the definition of a strategic municipal development plan. This integration is ongoing and has not yet been completed. It covers both priority interventions in the target area (Estancia Roque) and approach-related principles, such as community participation.

In GB, due to the lack of strategic local development plans, the RFAs have been designed as standalone strategic guideline and priority intervention documents. In the two cities, the documents, which seek to meet resilience targets using a holistic approach and an overall scope of action, have been partially adopted by the political authorities. However, the change in leadership has had a disruptive effect on monitoring as the new leader of Bafata municipal council, for example, had no knowledge of the document or of the work that had been carried out. There are few financial resources available and so, apart from a few activities, the RFAs have not been implemented. However, a national investment plan, fostered by UN-Habitat to partially implement the two action plans is currently under validation.

In STP, the RFAs have struggled to find a foothold as the political authorities have offered little support for project implementation. This limited recognition and integration of the RFAs is also due to difficulties mobilising focal points and to poor ownership of the process. The focal points and UN-Habitat have sought to prompt the municipalities to introduce the document into their municipal strategies, but these efforts have failed as there is no corresponding funding and a lack of political will for recognising and using the RFAs. In addition, the project has suffered from having to compete with other initiatives that focus more on climate change adaptation and which also include producing strategic plans. In Lembá, for instance, there are three plans in place (an integrated sustainable development plan, the RFA, and a climate change adaptation plan) but these have not been specifically aligned.

The majority of municipal managers state that, in general, integrating the RFAs into municipal strategies is also being hampered by the lack of funding available to implement them. Furthermore, the RFAs are not delivered implementation-ready and so technical studies are often required to detail and sometimes cost activities before funding requests can be made. In some cases, RFA integration and implementation can also be limited by existing legal frameworks (such as in CV). This means that, in order to ensure the RFAs are recognised and validated, the municipalities have to translate them into framework documents and provide supporting technical studies. Other factors were also listed as hampering the integration and implementation of the RFAs. These include: political instability (high turnover of leadership and lack of commitment), poor local governance, lack of awareness among policymakers of risks, logistical and legal difficulties induced by informality and, sometimes, the marginalisation of certain areas (secondary towns, poor districts).

Despite the political tension, mistrust toward authorities and highly politicised decision-making process, it is important to note that there have been no obvious attempts made to co-opt or manipulate the CityRAP tool for political ends.

Outside of the RFAs' integration into existing municipal strategies or projects, actions identified in the RFAs have been implemented in certain cities. However, it is sometimes difficult to determine whether these actions have been taken directly from the RFA or identified through other means. At the moment, there is currently no example of

complementary measures being implemented within a single area in order to improve this area's resilience capacities.

In conclusion, the capacity of the methodology to use RFAs to help improve URRR approaches and integrate these principles into municipal strategies and projects is being hampered by a number of obstacles. Many stakeholders and partners believe that most of these obstacles could be overcome if the project were to include at least partial implementation of the plans as this would foster political ownership of the process and help improve municipal staff practices.

4.5.3 EA 2: Enhanced communication and information exchange between cities and towns

The aim of the national and sub-regional seminars and meetings was to promote the sharing of good practice between cities and countries and raise national leaders' awareness of urban risks and resilience.

Building the countries' networks of cities, one of the project's sub-objectives, proved difficult to implement (see the Final Report).

Furthermore, encouraging discussions on urban resilience between cities **at the national level** was also difficult. In CV, the national association of municipalities (ANMCV) was already in place but does not specifically focus on resilience. In addition, local and national stakeholders know each other and already share information at events or through social networks. In GB, local governance is highly centralised and such networks and discussions are thus harder to set up, which leaves some local government leaders feeling isolated. In STP, UN-Habitat has been supporting the recent development of the municipalities' association and the objective and concept of resilience have been included in the association's statutes.

National-level communication and information exchange between cities and towns in each country is highly dependent on existing structures, modes of governance and the political environment. The type of information discussed at national seminars is also shaped by the investment made by national stakeholders and by the issues they want to see covered. Thus, in CV, discussions during the national seminar focused on informal housing, a common issue for two of the three cities and a key theme of national urban development projects. The RFAs are also being used to focus on this issue. This means that Fogo, with its different urban issues (no informal housing) and exposure to a specific risk (volcanoes) is essentially being left out.

There are also only a few municipalities implementing the methodology within each country, which limits opportunities for exchanging information and creating a network. Moreover, as seen the example from CV above, not all municipalities are the same, which further complicates the sharing of experience.

For the municipal staff, one of the key impacts of the project has been meeting their counterparts or people with similar skills and experience during the ToT or national seminars. This aspect of the meetings was often mentioned as having had a major impact, particularly because the remote and relatively under-developed nature of the three countries makes it difficult for staff to visit other towns and cities and thus meet other stakeholders. Certain municipal staff have thus expressed the desire and need for further opportunities to discuss implementing the methodology and using the RFAs. This need for information exchange is even greater for the small remote and isolated municipalities as, unlike the capital cities, they need support to design and embark on changing their practices and approach.

The **regional seminar** was a key event for the project as it enabled the various municipal staff and national and local stakeholders to learn more about implementing the tool in contexts different to their own. The seminar thus revealed large disparities in the capacities of the three countries and it was extremely valuable for providing local stakeholders with an insight into other urban contexts, and other types of development and governance. This enabled local stakeholders to identify the specific features of their local and national contexts more clearly.

However, in addition to implementing the tool, the seminar attendees were most interested in discussing what to do once the RFAs had been produced. Some municipal staff also expressed an interest in the technical solutions being implemented, such as the drainage scheme in CV.

Despite the interest in these meetings, there was no further contact between the countries outside of the seminars. Nevertheless, discussions held during the regional seminar were sometimes used to improve the RFAs prior to their final presentation and approval.

In conclusion, outside of the highly appreciated seminars, the project has not helped enhance national and international-level information exchange between the towns and cities. In addition, the lack of commitment displayed by the authorities has limited the awareness-raising provided to national officials on urban risks and resilience.

Due to a lack of incentives, the issue of resilience has struggled to get onto the agenda and convince national and local authorities of its relevance. Other issues, for which the context is more conducive, have become key agenda items within the three countries instead. These include informal housing in CV where this phenomenon is widespread, and climate change adaptation in STP for which funding is considerable (GEF).

4.5.4 Main Goal: Increased capacities of municipalities for reducing urban risk and building resilience

Rapidly assessing the municipalities using recognised urban resilience criteria (as listed in *Defining the Resilient City*) reveals that none of the municipalities are yet in a position to develop resilience projects or strategies.

There is little evaluation of urban risks, and the few risk assessment projects being implemented (CV, STP) are targeting rural areas. None of the towns and cities has frameworks or strategies in place to manage, oversee or monitor municipal-level land-use and urban planning. There are also no integrated improvements to the built environment planned to improve public safety and urban systems and, more broadly, no municipality has put specific cross-sector risk reduction approach initiatives in place. The project has further demonstrated a limited ability to influence urban planning policy and, in particular, the allocation of resources for risk management or public service and infrastructure improvements, or to influence social policy (health, education, jobs, access to markets, etc.).

Interviews proved that municipal staff and local stakeholders generally have a good understanding of the logic behind integrating and including urban risks in municipal strategies and urban development plans. However, their capacities are often limited by a **lack of political will** on the part of local political stakeholders, such as the district presidents or municipal leaders, and by a **lack of opportunities and resources** for putting these capacities into practice.

However, the project has had a greater impact on urban governance as it has raised awareness and demonstrated the relevance of participation and opened up discussions between local communities, civil society and local authorities (see the governance section).

The integration of resilience objectives may have also been hampered by certain aspects of the tool and, notably, by the small size of the target areas. Working within the confines of neighbourhood boundaries means that certain risks or aggravating factors are not included. Thus, the capacity to gain an overall understanding of the risk is reduced and the actions identified are restricted to risk reduction or mitigation. Moreover, in most cases, the surrounding rural areas play an important role in helping identify and visualise hazards and in identifying adapted approaches or resources.

The tool introduces new capacities but does not really help initiate change. Consequently, certain stakeholders consider that the project should go further in assessing and improving capacities for securing funding in order to enhance the impacts of the project and reduce the risk of frustrating the local communities and focal points.

In conclusion, despite having effectively empowered and raised the awareness of municipal staff, it is difficult for the project to effect significant change in URRR practices without being able to overcome the key barriers of political will and financial resources.

The lack of resources should be a fundamental component of developing the RFA that leads to more flexible, more holistic and more cost-effective approaches being designed, based on practices and modes of governance that make it possible to live with the risks. In the medium-term, this change in approach could come from the trained focal points or from the neighbourhoods' inhabitants who implement some of the principles.

4.5.5 Unforeseen impacts

URRR

The project has helped generate interest in urban resilience. At the national level, the project has provided the public authorities with a better understanding of the risk exposure situation in certain urban areas and of the impact these risks could have on communities' living conditions and urban systems.

National-level risk reduction activities remain highly compartmentalised and none of the countries has developed an urban risk strategy. The approach used is still highly sector-based (environment, climate change, economic development, urban development, etc.) and projects mainly focus on environmentally sensitive areas (coasts, farmland, wetlands, etc.). However, there is now greater awareness of the fact that urban areas have specific risk reduction and resilience needs. In CV, the government has agreed to fund implementation of the CityRAP tool in other municipalities and partnerships are currently being set up to ensure the CityRAP tool is incorporated into other initiatives. In GB, the tool has been incorporated into the UNDP's LED programme, the aim being to integrate certain components of the CityRAP tool (climate change, urban, local and participatory approach) and for it to bring responsiveness and momentum to the UNDP programme. In STP, discussions have revealed that the tool would be useful for supporting the climate change adaptation activities being implemented by the government and the UNDP.

However, civil protection stakeholders are disappointed that the tool does not cover disaster preparation and response in more depth.

Another of the project's impacts is improved risk management within the neighbourhoods, where the participatory planning and assessment activities have been accompanied by efforts to inform and raise awareness of local risks. Thus, most focal points report improved knowledge of the types of threats and risks to which the neighbourhoods are exposed and improvements in some related practices, such as solid waste management or drain maintenance (Bolama). In addition, the action plans have helped identify easily applied mitigation measures, some of which have been adopted and implemented by inhabitants of the target areas. However, according to a large number of stakeholders, the project's efforts to inform and raise public awareness of the risks are not enough to develop real awareness of the hazards and risk culture.

Local governance

The area that has benefited the most from project implementation is local governance.

One of the fundamental factors for understanding the project's impact on governance is the focal points' ownership of the process, which has been bolstered by the simplicity and flexibility of the tool and by its ability to become an instrument for responding to local needs.

The project has led to the widespread recognition of participation as a valid method for assessing risks, identifying needs, and for formulating and prioritising action. The introduction and promotion of participatory methods have been praised as a great step forward by all local stakeholders. The creation of groups of focal points has helped build a bridge between inhabitants, civil society, the private sector, and local authorities. Conversely, the CityRAP tool has gained traction locally and the RFAs have been recognised and validated by the authorities because they take local forms of governance into account and involve all stakeholders.

The collaborative work conducted by the local stakeholders has also helped demonstrate local teams' management capacities to the national governments, which is a highly significant achievement in countries with extremely centralised governance, such as STP and GB. In so doing, it has endorsed decentralisation goals and objectives to devolve decision-making authority. In addition, the approach supports efforts to empower local municipal staff by training them on innovative approaches and concepts, helping them to use this knowledge and giving them the opportunity to work in the field. As a result, certain municipal staff met stated that they were happy and proud of the work carried out as it has enabled them, and all other local stakeholders, to reassess their role.

In some places, the CityRAP approach has been recognised as a governance improvement tool. The government of GB, for instance, has been promoting the use of this tool to the *Escola Nacional de Administração* (ENA). Local and national officials also appreciate the fact that this tool can be adapted to local contexts and used in areas whose governance is unclear (informal settlements, outlying urban areas, etc.). Furthermore, the CityRAP tool has enabled

assessments of local urban governance capacities to be carried out and some municipalities have addressed certain gaps by following the RFA recommendations (as in STP where they recruited experienced architecture and urban planning staff).

The analysis process is also an excellent way for many local stakeholders, including municipal staff, to learn more about the neighbourhoods and gain knowledge that can be used to shape their future urban governance. Many of the municipal staff had never worked in the field before or spoken directly to local residents. The contact and working relationships built up between certain local stakeholders and neighbourhood residents have thus added a new dimension to the local governance process.

Conducting analyses and assessments prior to taking decisions has also been a new experience for many of the municipal staff. As a general rule, decisions are made by the political authorities and can run counter to the opinions of municipal staff and local people, sometimes leading to misunderstandings, loss of confidence or conflict. However, following the training they have received and the activities they have carried out, municipal staff now find it easier to gather feedback from local residents and incorporate their views into project development.

The use of this participatory and collaborative decision-making process remains the exception rather than the rule and thus has not led to a shake-up in the way things are done. However, it has enabled a wide range of stakeholders to get involved in the decision-making process and thus explore alternative governance methods. Some focal points do not want to return to the previous ways of working and want to continue to influence changes in governance practices. Whether these be municipal staff, members of other organisations or trainers, they have all expressed the wish to continue their efforts in this area, either alongside and in support of the authorities or more independently as an opposition force. In response to the emergence of this new stakeholder, some local officials have decided not to support the project (Bafata) and, at meetings, other national and local policymakers have reminded the focal points of the importance and legitimacy of democratically elected stakeholders. With regard to the plans to formalise certain focal point groups (in GB, for example), this therefore raises questions about the relevance of these groups' activities over the long-term and the position they will inevitably hold in the local political landscape. Some stakeholders have also noted that replication and recognition of the participatory approach in the assessment and planning process are being constrained by the lack of legal oversight and consistency between the CityRAP process and current administrative procedures (in CV, in particular).

The participatory process is also a brand new approach for the neighbourhoods' inhabitants, one which has enabled them to enter into dialogue with municipal staff. This new approach has created expectations in areas where living conditions in the target neighbourhoods are generally very difficult and public action is rare. If not met, these expectations could lead to disappointment and frustration among local residents, which could ultimately prove counter-productive. The progress made over the course of the project in terms of local governance could dissipate and disappointment at the failure to implement the actions identified could thus fan the underlying distrust between inhabitants and local and national authorities.

Local stakeholders and municipal staff are also somewhat frustrated by the fact that they are unable to implement the actions identified and some fear the fallout from this as the field work carried out gave great cause for hope. Many stakeholders are hoping for to a second project phase in which they will be able to implement some of the actions they have identified in order to confirm the relevance of the participatory approach and sustain the new relationships developed between local authorities, civil society and inhabitants.

The project has introduced new possibilities into the local governance process that some focal points would like to continue to explore.

Urban planning

The project has had a range of impacts on local urban planning capacities. For instance, it has had the direct impact of facilitating the urban planners' or municipal staff's task of identifying priority action and interventions, as demonstrated by the fact that one of the uses of the RFA is to provide a set of projects that can be proposed, and supported through participatory analysis, to donors, the national authorities, an NGO or private funding agency.

The project has also introduced new assessment and planning methods for use at the local level that focus on urban resilience objectives and which are based on a holistic approach, participatory processes, and collaborative decision-making methods. These impacts have generally been observed in each of the three countries; however,

they are more noticeable in towns and cities where the municipality is implementing, or planning to implement, projects. Thus, in CV, participatory methods have been introduced in each of the three municipalities.

One of the project's impacts has also been to focus attention on informal housing, which exacerbates exposure to risk and vulnerability. Consideration of this aspect, which is often overlooked at the national and local levels, has been enhanced through implementation of the CityRAP tool.

Communities

In addition to the impacts on local governance, one of the major impacts for local communities has been that the project has raised awareness and recognition of risk exposure and the difficult living conditions within the target neighbourhoods and has thus helped foster advocacy with local stakeholders.

The main impact of the process for local residents has been the awareness-raising on urban risks. The threats are generally well known, but their frequency, scale and associated risks remain poorly understood. The project has helped improve knowledge of local risks and hazards and also identified the solutions available to reduce them.

UN-Habitat and partner practices or review of URRR activities

The implementation and success of a number of the project's components in certain towns and cities provide confirmation to UN-Habitat of the relevance of the tool and its alignment with other urban resilience methodologies developed by the agency. Various departments (Urban Risk Reduction Unit, Climate Change Unit) have thus initiated efforts to harmonise the tools to further align the approaches. One of these activities involves jointly implementing the CityRAP tool and the CRPP within a single town in order to scale the resilience response (neighbourhood/town) and use complementary approaches (participation/data). Another initiative consists to strengthen the CityRAP approach with a more in-depth analyse of climate change impacts on a given location (Moroni, Comoros).

The successful implementation of the project in the disparate settings of the three countries has also validated the decision to develop an online methodology to enable local municipal stakeholders to implement the CityRAP tool on their own.

However, some national stakeholders, coordinators and trainers have requested that the tool adopts a broader environmental approach, thus doing away with the division between urban and rural areas, whereas others would like to see more integration of disaster prevention and post-disaster response.

4.5.6 Conclusion

« Em vários momentos elaborou-se programas e projetos sem a necessidade de envolvimento das comunidades beneficiárias facto que os métodos de trabalho que o CityRAP apresentou é de louvar e pode-se dizer de que está na hora de mudarmos das formas de trabalhar. »

« At various times, programs and projects have been developed without the involvement of the communities, the methods of work used by CityRAP are to be praised and it can be said that it is time to change the way we work. »

The project enabled the focal points, and particularly the municipal staff, to acquire sound technical knowledge and skills, even though the levels achieved vary quite significantly. However, applying this knowledge and skills has proved more difficult, notably due to a lack of opportunities and roles in decision-making processes.

The RFAs produced have all been locally validated and the collaborative process has generally been recognised - and thus given legitimacy - by the authorities. Nevertheless, overall, the RFAs are not being fully utilised and

resilience is rarely included in municipal strategies due notably to the lack either of financial resources or of political will.

The municipalities' capacities for reducing urban risks and building resilience have been particularly improved but their mobilization to support URRR projects and strategies at municipal level remain affected by factors not directly addressed by the project, namely political will and intervention resources. Nevertheless, the project can be considered as an initial step forward towards achieving this objective as municipalities now have greater awareness of urban risks.

The national and sub-regional seminars are appraised by trainers and FP, as privileged moments for exchange on the CityRAP tool implementation and on URRR issues. However, the project did not succeed to foster exchanges outside these organized meetings.

In conclusion, having regard to the project achievements and their limits, the project impact to improve the municipalities' capacities can be deemed as partially satisfactory.

The project also had unforeseen impact on local governance. It has introduced new possibilities into the local governance process that some focal points would like to continue to explore. The project has particularly led to the widespread recognition of participation as a valid method for assessing risks, identifying needs, and for formulating and prioritising action. The analysis process has also been recognized an excellent way for many local stakeholders, including municipal staff, to learn more about the neighbourhoods and gain knowledge.

4.6 Sustainability

As the evaluation has taken place one year after the end of the field activities, it has been possible to observe and endeavour to assess the sustainability of the project's results and impacts.

The local stakeholders' involvement in and ownership of the process was the tool's major success factor, as it led to:

- Mobilisation and investment of local stakeholders;
- Effective scale and quality of the holistic approach;
- Relevance of the capacity assessments;
- Recognition and validation of the RFAs;
- Inclusion of resilience and methodological principles in projects, strategies and practices.

The involvement of local stakeholders and of the municipalities, in particular, has also been a key factor in ensuring sustainability of the impacts and continuity of the project.

4.6.1 Sustainability of the impacts

As we have already seen, the RFAs have been used locally to meet different objectives and the subsequent planned or ongoing activities reflect these aims. For instance, implementation of the RFA activities has been extended in Sal, there are plans to develop technical studies - notably to inform the implementation budget - in Fogo, and funds are being sought to implement the RFAs in GB.

The action plans thus remain available to the municipalities, with their use being highly dependent on the involvement of the political officials. However, the regular turnover of political leaders is not facilitating this use of the action plans and many of the municipal officials met were unaware of either the RFAs or the process.

Local stakeholders appear to have sound technical knowledge and understanding, even though the levels achieved can vary (see Impact). Nevertheless, the sustainability of this knowledge and understanding is dependent on the focal points having the opportunity to apply what they have learnt.

The sustainability of the moderate improvement in municipality capacities is dependent on a range of factors. Both ensuring the focal points are able to use their capacities and changing risk management practices remain difficult without institutional will. In addition, low financial resources, limited implementation capacities and uncompleted decentralisation processes have an impact on decision-making and municipal staff turnover. All of these factors were mentioned by the local and national authorities as hampering the improvement of local capacities.

However, as frequently underlined, it is possible to consider the tool as more of an enabling tool than a finite process with an end result. The CityRAP tool supports local stakeholders in their first steps towards identifying, formalising and implementing urban resilience objectives. To this end, the various activities conducted at the local and national levels have raised key stakeholders' awareness of the resilience concept and often helped more clearly identify specific local and national urban risks.

Ensuring the sustainability of the project's results therefore requires integrating resilience principles and/or increasing their application as, if these principles are not implemented, there is a risk that the changes in capacity may only be short-term.

Some of the activities identified in the RFAs have been implemented (infrastructure, recruiting expertise within the municipalities, etc.). However, it is important to bear in mind that, in order to achieve urban resilience, the implementation of simultaneous and complementary activities is required. Implementing one or several activities from the action framework does not necessarily ensure the start of a resilient approach; however, it could signal a step forward in recognising, understanding or adopting the concept.

Lastly, the participatory process generated widespread interest at the local level and certain focal points would like to continue this approach. Some focal points would like to continue with the working groups by transforming them

into committees or associations. This initiative has received local support from the NTA in GB, and this for a number of reasons, including ensuring:

- the continuity of the process;
- the availability of technical knowledge and skills learned;
- dissemination of the action framework that has been produced;
- risk and resilience awareness-raising.

Furthermore, some of the focal points would like to extend the local-level participatory activities by developing risk awareness-raising campaigns for example (CV, STP).

However, local community and stakeholder frustration could jeopardise the continuing implementation of activities and sustainability of the project's impacts. In many of the implementation areas, participatory processes remain few and far between. However, many inhabitants viewed this initial experience as being highly promising and there is great demand for the activities to be implemented (see Governance).

4.6.2 Replication and scale-up

The methodology has not been replicated in any of the three countries of implementation. However, there are plans in place to apply the methodology in three municipalities in CV (Mindelo, Calheta, Rei), with this replication being funded by the CV government.

Local capacities are still too low to enable stakeholders to replicate the methodology on their own in other vulnerable areas of the municipalities, as was the plan in Bolama and Agua Grande, or to replicate it in other cities (Cacheu and Bubaque in GB). At the same time, in GB, integration of the CityRAP tool into the UNDP's LED programme will culminate in the tool being implemented in other cities, but no doubt in a different form. In STP, the arrangement between UN-Habitat and UNEP has resulted in a proposal being developed for a joint project for the Green Climate Fund.

It is, however, important to bear in mind that, in each of the three countries, there are only a maximum of two people able to independently implement the methodology, and nobody at all in STP. Further training and technical support will be necessary to ensure replication of the tool. Some national officials are disappointed that the trainers and focal points are not better equipped to duplicate the training and methodology, whereas many of the focal points are eager to continue to help implementing the tool and share their experience with other national and international stakeholders.

Some NTAs (CV, GB) also stated that the usefulness of the tool needs to be more clearly demonstrated in order to facilitate its adoption and replication, which for them means implementing the RFAs.

4.6.3 Required conditions for improving sustainability

The three conditions that need to be in place to ensure sustainability of the project's impacts and the continuing implementation of the activities are (1) local stakeholder capacities, (2) RFA implementation and (3) political will from both national and local authorities.

Local stakeholder capacities

Maintaining the knowledge and skills acquired is a key factor for ensuring sustainability of the project's impacts. The stakeholders proposed two methods of doing this: either applying the lessons learned when implementing projects, or providing ongoing training to maintain and improve the knowledge gained. Many stakeholders believe that the initial training should be longer or that it should be phased in or regularly repeated over a longer period (several months or years). This would help provide a more in-depth understanding of the information covered and also increase opportunities for applying the tool to projects during the training period.

In addition, the current political officials did not generally take part in the participatory processes and did not receive the training delivered; thus, they do not always share the same understanding of urban risks as the focal points. Some therefore think it would be useful if political officials, either upon taking up their post or at project

kick-off, could attend local or national training sessions. Locally, some municipal employees have even proposed providing training or awareness-raising to new members of the municipal team (including the leaders) and showing them the tool that has been developed.

RFA implementation

The people interviewed often highlighted the lack of financial resources available for implementation and applying the RFAs. The ability to finance the RFAs is vital as their implementation will help the focal points to apply the training, validate the approach, achieve certain resilience objectives and thereby convince the necessary authorities.

Local and national stakeholders also noted other conditions for implementing the RFAs, particularly the development of technical studies to validate and develop priority interventions and align these with legal and administrative frameworks. In addition, while the CityRAP tool provides an alternative method of assessing urban risks and formulating intervention strategies in informal settlements, it will sometimes be necessary to develop alternative approaches for implementing physical interventions within these same areas. As one municipal employee pointed out, one of the (many) reasons there is very little public action in informal settlements is because it is difficult to apply traditional intervention methods in these areas.

Political will

Local and national authority involvement in implementing the tool was obtained thanks to the tool's effectiveness and the fact that it is easy to use and adapt to local contexts. In addition, local and national authorities welcome projects that help develop local stakeholders and stimulate local governance. However, the political will to become more fully involved in working on urban resilience is shaped by both financial considerations and awareness of the threats posed by urban risks.

Urban resilience is distinctly under-funded in the three countries and has to compete with other more specific issues: informal settlements in CV, climate change adaptation in STP, and economic development in GB. Securing funding to implement the RFAs is therefore central for the future of the tool, not only for achieving resilience objectives, but also for giving the tool more credibility.

Awareness of urban risks remains a fundamental issue. Resilience, which is a complex and ambitious concept to implement, struggles to get on either national or international agendas. National political will could therefore be influenced at the international level; for instance, by disseminating success stories of the tool's use in other countries and by information sharing between trainers and focal points through more regular meetings and online platforms. Many hope that the sub-regional Technical Centre for Disaster Risk Management, Sustainability and Urban Resilience (DiMSUR) can play a role in helping the three countries liaise with, notably, the two other African Lusophone countries that have already implemented the tool. The topic of urban risk and resilience in SIDS could also be discussed at the international level in order to foster replication of the tool in these particularly exposed and vulnerable countries.

It is also important to be able to rely on urban risk and resilience awareness-raising campaigns being conducted at the local level and some of the focal points would like to continue to influence the political authorities to increase public action in this area.

4.6.4 Conclusion

« É de conhecimento de muitos nesse momento a comunidade espera ansiosamente ver os resultados realizados pelos pontos focais a serem executados com urgência nas suas localidades »

It is well known to many that now, the community looks forward to seeing the results of focal points being urgently introduced into their communities.

The knowledge improvement-related impacts could soon wear off if the focal points are not given the opportunity to apply the knowledge learned. Local and national urban resilience initiatives are still in their infancy. The project objectives thus remain severely hampered by the low levels of political will, coupled with the lack of financial resources, to implement urban resilience strategies.

Certain impacts of the project have been much appreciated at the local level, such as the awareness-raising and improved understanding of urban risks and the introduction of participatory methods. It could be assumed that, due to these achievements, the results of the project will continue to be felt, not only in urban risk management but also, and more generally, in urban governance.

Ongoing interest in the tool at the different levels (national authorities and partner agencies) means that, in some places, the project is continuing, both through replication of the tool in other cities and by including urban risks and the resilience approach into other large-scale programmes.

Despite these interesting developments, sustainability of the impacts is being restricted by factors not addressed by the project. Consequently, the overall sustainability of the project is *partially satisfactory*.

5.CONCLUSIONS



Riboque neighborhood, Sao Tomé, Sao Tomé and Principe

5. CONCLUSIONS

The effectiveness of the CityRAP tool's implementation in the three countries, as well as the relevance of its methodology, has been confirmed by the project's results and impacts. Its unique urban resilience approach, an almost entirely participatory process, seeks to improve practices and approaches to achieve urban resilience objectives. The tool thus provides an innovative response at the same time as asserting UN-Habitat's specific position on this issue. Furthermore, the methodology achieves a good balance between supply and demand driven approaches as the same methodology can be easily adapted to very different local environments.

The tool also makes it possible to introduce key good urban governance principles (integrated approach, participation, etc.) and has had a strong impact in this area. In addition to introducing participatory working methods, it also helps to raise communities' awareness of risks.

Local and national authorities recognise the CityRAP tool as being simple, flexible, easy to use and able to rapidly produce tangible results. The tool is also appreciated for its ability to mobilise local capacities by focusing on the work carried out by local stakeholders, municipal staff and civil society representatives. The project also had great impact on local governance, as it has introduced new possibilities into the local governance process that some focal points would like to continue to explore.

The tool's strength of relying on local stakeholder involvement and ownership can also be its weak point, particularly when local political will hampers municipal staff's investment in the tool and reduces the transparency of the capacity assessment. The success of the process and achievement of its objectives are thus highly dependent on national and local stakeholders' appetite for supporting and investing in the process, along with other related factors, such as raising political officials' awareness of urban risks and securing financial resources for implementing the identified interventions.

Thus, the project's theory of change has only been partially validated. In addition, certain assumptions were over-estimated, especially political will and the resources available to develop and apply the resilience plans and strategies.

Project follow-up would therefore require extending local efforts to improve urban risk management and define resilience strategies. Some of the local initiatives for continuing the project could feed into more general discussions on the future of the tool, either developing a local approach or integrating the tool into larger projects.

6. RECOMMENDATIONS

The initial knowledge levels of the focal points vary widely, as does the knowledge acquired through the training.

R.1: To carry out needs and capacity assessment prior to delivering training and better define the tool's target groups in order to develop tailored specific objectives that are based on their urban risk management and urban governance roles.

R.2: Include more people with decision-making authority from local and national authorities and institutions in the training to raise awareness of urban risks and foster ownership of the tool.

The analysis of the underlying causes of the lack of urban risk reduction and resilience and the project theory of change are weakened by underestimated decisive assumptions which revealed to limit the logical sequence of results and impacts.

R.3: In view of the project results, update a generic and informed theory of change of the CityRAP tool, in order to better define the understanding of its impacts and to better ensure the achievement of its main goal, to foster the adoption of resilience strategies. This shall include to and intermediate levels for achieving urban resilience.

R.4: Promote more in-depth analysis of the underlying causes of vulnerability to foster the identification of innovative approaches that break with traditional risk mitigation practices.

Ownership of the approach is the main strength of the CityRAP tool; however, leeway in defining the action framework objectives and its use means that very different documents are produced that do not always take resilience into account in the same way.

R.5: Better define the objectives, format and titles of the action plans based on local resources and objectives in order to make them more realistic, better understood and improve ownership.

The scope of the target areas was not always consistent with the holistic and multi-level approach required for the resilience concept.

R.6: Adapt the scale of the target areas in line with existing risks (origin of the threat, aggravating factors, etc.); this may include conducting an assessment of surrounding rural areas.

Implementation of the RFAs is a key factor for ensuring sustainability of the process; however, there are few local resources available and great expectations.

R.7: In the RFAs, take the lack of resources into account by highlighting the important and low-cost interventions, and support the focal points to identify alternative implementation methods (governance, services, ...) for more flexible, more holistic and more cost-effective approaches.

R.8: Systematically introduce a support phase into the tool's implementation process by using local resources or external funds. In addition, ensure that communication with all local stakeholders (including communities) on the implementation of the RFA is regular, clear and manages expectations.

As little data and few technical tools are used, there could be concerns about the accuracy of the analysis, priorities and interventions produced from the methodology.

R.9: In the RFAs, more clearly identify existing data and the studies still required to support the definition and future development of the identified priority interventions and areas.

There is high demand from focal points and trainers for information-sharing and discussions on implementing the tool and urban risk management.

R.10: At training sessions and meetings, share case studies of resilient cities or neighbourhoods that have used a range of different approaches to operationalise their action plans.

R.11: Use existing networks (like DiMSUR) and social networks to encourage auto-learning and direct communication between local stakeholders.

One of the ways in which the project is being continued involves some of the CityRAP components being included in larger thematic programmes.

R.12: Improve synergies with local dynamic projects or themes, taking care not to jeopardise any of the strengths of the approach (dynamism, autonomy, or ownership).

7.LESSONS LEARNED

L.1: The tool is recognised as being easy to work with, but relatively complex overall as, while the focal points have been able to complete different stages and exercises, not all of them have a complete overview. Guidance and support from the trainers remain indispensable for this.

L.2: The collaborative work conducted by the local stakeholders has helped demonstrate local teams' management capacities to the national governments. In so doing, it has endorsed decentralisation goals and objectives to devolve decision-making authority. In addition to improving municipal staff's capacities, the project helped promote their efforts and gave them confidence in their roles and capacities.

L.3: The short implementation period for the tool is both an advantage and a limitation; it creates a dynamic process and involves stakeholders for only a limited time, but does not provide enough time to cover the resilience concept and proposed interventions in any great detail.

L.4: The workshops were "a breath of fresh air" for the municipal staff as they were able to learn about and test new approaches and methodologies; however, this can be followed by frustration as the process does not always result in tangible changes. The frustration of neighbourhood residents' is also a risk if expectations raised by the participatory process are not managed by a clear communication on the objectives of the process and by supporting RFA implementation.

L.5: There is a debate, at all the level of implementation of the CityRAP tool, over what should take precedence when implementing the tool: the learning and empowerment process or the quality of the final output.

L.6: The inclusion of climate change issues is a challenge, the technical analysis of local dynamics and impacts remain necessary to the information and sensitization of national and local stakeholders, but this requires significant resources and external expertise, which is not consistent with the approach developed by the CityRAP tool.

8.ANNEXES



Rosema neighborhood, Lembá, Sao Tome and Principe

8.1 Terms of reference



United Nations Human Settlements Programme
 P.O. Box 30030, Nairobi 00100, KENYA
 Tel: +254-20 7623120, Fax: +254-20 7624266/7
infohabitat@unhabitat.org, www.unhabitat.org

Evaluation of the Urban Risk Reduction and Resilience Building in Lusophone Africa Project

United Nations Development Account

Terms of Reference

May 2018

1. Background and Context

UN-Habitat has been involved in urban risk reduction and rehabilitation for over a decade and together with UNISDR it has developed user-friendly tools targeting municipal officials for urban risk reduction and resilience that are being applied in sub-Saharan Africa. UN-Habitat and UNISDR have also developed a concept for a municipal training course for building city resilience. benefits from envisions well-planned, well-governed, and efficient cities and other human settlements, with adequate housing, infrastructure, and universal access to employment and basic services such as water, energy and sanitation.

The project on Urban Risk Reduction and Resilience Building in Lusophone Africa is a joint project of UN-Habitat, UNISDR and UNECA. It falls into the Risk Reduction and Rehabilitation sub-programme of UN-Habitat, as part of its 2014-2015 approved work programme aiming to increase the resilience of cities to the impacts of natural and human-made crises and undertake rehabilitation in ways that advance sustainable urban development and its Strategic Plan 2014-2019. The project also pays attention and fit the purpose of the agency-wide Gender Strategy developed by UN-Habitat. As for UNISDR the project falls within its 2014-2015 work plan under the pillar Urban Risk Reduction and Resilience and for UNECA, the project aligns with the Strategic Framework 2014-2015, sub-programme Regional Integration and Trade.

The project is designed to contribute towards the Millennium Development Goal targets, specifically MDG 7A: “integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources”; and MDG 7D: “achieve, by 2020, a significant improvement in the lives of at least 100 million slum dwellers”.

1.1 The project

The project’s objective is to increase the capacities of municipalities of Cape Verde, Guinea-Bissau and Sao tome e Principe for reducing urban risk and building resilience. To achieve this objective, the project intends to firstly increase the levels of technical understanding and knowledge of municipal authorities, leading to an improved capacity to integrate risk reduction ad resilience into urban plans and municipal strategies. Secondly, by enhancing the communication and information exchange between cities and towns in each country and across the three countries, the project intends to enhance their risk reduction and resilience practices.

The project has two expected accomplishments:

EA1: Increased levels of technical understanding and knowledge of municipal authorities resulting in an improved capacity to integrate risk reduction and resilience into urban plans and municipal strategies.

EA2: Enhanced communication and information exchange between cities and towns in each country and across the 3 countries to strengthen risk reduction and resilience practices.

The project was planned for 36 months starting in January 2015 upon receipt of financial contribution from UNDESA and ending December 2017. The project had a budget of US\$559,000 funded through the UN Development Account (UNDA).

1.2 Project Management

The project is implemented in close cooperation between UN-Habitat, UNISDR and UNECA. The lead entity of the project is UN-Habitat. Within UN-Habitat the project is led by the Regional Office for Africa in collaboration with the Urban Risk Reduction Unit at the Risk Reduction and Rehabilitation Branch, the Climate Change Planning Unit at the Urban Planning and Design Branch, and the Capacity Development Unit at the Research and Capacity Development Branch. Within UNISDR, the project focal point is the Regional Office for Africa and for UNECA within the Social Development Policy Division.

2. Mandate and Purpose of the Evaluation

This evaluation of the urban risk reduction and resilience building in Lusophone Africa is mandated by the rules for UNDA 9th tranche projects. It is also in line with the UN-Habitat evaluation policy (2013) and the Revised UN-Habitat Evaluation Framework (2016).

UN-Habitat is undertaking this evaluation of the project in order to assess the performance of the project, to what extent it has been relevant, efficient and effective, and sustainable, as well as assess changes at outcome level and emerging impact to identify lessons to inform the implementation of future projects.

The evaluation is included in the 2018 UN-Habitat Evaluation Plan and will synthesize achievements, results and lessons learned from the project. The sharing of findings from this evaluation will inform UNDA partners, UN-Habitat and other key stakeholders, including governing bodies and Member States, on what was achieved and learned from the project.

3. Objectives of the Evaluation

The evaluation of the project is to provide UNDA partners and UN-Habitat with an independent and forward-looking appraisal of the project's operational experience, achievements, opportunities and challenges based on its performance and expected accomplishments. What will be learned from the evaluation findings are expected to be—one of various sources of information—informing the implementation of future UNDA funded projects in planning and programming projects, influencing strategies, adjusting and correcting as appropriate, exploiting opportunities, replicating and up-scaling the implementation approach used, and generating credible value for targeted beneficiaries and addressing global, regional and national priorities. The evaluation results will also contribute to UN-Habitat's planning, reporting and accountability.

Key objectives of evaluation are:

- a) To assess the achievement of expected accomplishments and performance of the project in increasing technical understanding and knowledge of municipal authorities and enhanced communication and information exchange between cities and towns in project cities. This will entail analysis of delivery of outputs, achievement of outcomes, and long term effects.
- b) To assess the extent to which the project has created 'value-for-money', and if the implementation approach and tools used during the implementation of the project have worked well or not.
- c) To make recommendations based on the findings of the evaluation, on what needs to be done to

effectively implement, promote, develop and monitor the building capacity of municipal authorities in strengthening risk reduction and resilience, plans, strategies and practices aligned with the Sendai Framework for Disaster Risk Reduction.

4. Evaluation Scope and Focus

The evaluation is expected to assess achievements, performance, challenges and opportunities of the project through an in-depth evaluation of results achieved.

The evaluation will take place in 2018 at a time when the project's activities have been completed.

The evaluation analysis will be based on the Theory of Change of the project and its logical framework, and will outline the results chain and pathways as well as assumptions.

5. Evaluation Questions Based on Evaluation Criteria

The assessments and ratings of performance made by the evaluation will follow UN-Habitat criteria for evaluation in terms of relevance, efficiency, effectiveness, impact outlook and sustainability and in line with standards and norms of evaluation in the United Nations system (Annex 1: UN-Habitat Evaluation Model). A five point rating scale is used (Table 1).

Table 1: Rating of performance

Rating of performance	Characteristics
Highly satisfactory (5)	The programme had several significant positive factors with no defaults or weaknesses in terms of <i>relevance/ efficiency/ effectiveness/ sustainability/ impact outlook</i> .
Satisfactory (4)	The programme had positive factors with minor defaults or weaknesses in terms of <i>relevance/ efficiency/ effectiveness/ sustainability/ impact outlook</i> .
Partially satisfactory (3)	The programme had moderate to notable defaults or weaknesses in terms of <i>relevance/ efficiency/ effectiveness/ sustainability/ impact outlook</i> .
Unsatisfactory (2)	The programme had negative factors with major defaults or weaknesses in terms of <i>relevance/ efficiency/ effectiveness/ sustainability/ impact outlook</i> .
Highly unsatisfactory (1)	The programme had negative factors with severe defaults or weaknesses in terms of <i>relevance/ efficiency/ effectiveness/ sustainability/ impact outlook</i> .

Source: UN-Habitat Evaluation Unit 2015

The evaluator may expound on the following issues, as necessary, in order to carry out the objectives of the evaluation.

Relevance

- To what extent is the project consistent with relevant national policies and strategies, and urban plans for Cape Verde, Guinea-Bissau and Sao Tome e Principe?
- To what extent is the implementation strategy responsive to MDGs, SDGs¹, the Sendai Framework for Disaster Risk Reduction 2015-2030 (Sendai Framework), UNDA objectives, urban resilience strategies of UN-Habitat, UNISDR and UNECA?
- To what extent are the project's intended outputs and outcomes relevant to the needs of target beneficiaries?

Efficiency

- How well was the project designed and implemented, and what have been the most efficient types of activities implemented?

¹ The Sustainable Development Goals (SDGs) and Sendai Framework were adopted after the project was initiated and SDGs are now the main point of reference as is the Sendai Framework in disaster risk reduction.

- To what extent were the institutional arrangements adequate for achieving the expected accomplishments? What type of (administrative, financial and managerial) obstacles did the project face and to what extent has this affected project delivery of outputs and achievement of the expected accomplishments?
- To what extent was the project delivered in a cost-effective manner?

Effectiveness

- To what extent were the resources used to implement the project justified in terms of delivering on the expected accomplishments?
- To what extent have local stakeholders been involved in the design and implementation of the project?
- What types of products and services did the project provide to beneficiaries through activities implemented? What kind of changes to beneficiaries has resulted from the exchange of products and services delivered?
- To what extent and in what ways has the ownership by local stakeholders impacted on the effectiveness of the project?
- To assess how well the Management of the project has learned from and adjusted to changes during implementation;
- To what extent monitoring and reporting on the joint implementation of the project has been timely, meaningful and adequate?
- To what extent were cross-cutting issues of gender, youth, climate change, and human rights integrated into the design, planning and implementation, reporting and monitoring of the project?

Impact Outlook

- To what extent has the project attained or not (or is expected to attain) its goal, and objective and expected accomplishments short, medium and long-term) to the targeted beneficiaries, participants, whether individuals, communities, institutions, partners, etc.?

Sustainability

- To what extent have local stakeholders been able to design, implement and sustain activities implemented during the project?
- To what extent did the project engage the participation of beneficiaries in design, implementation, monitoring and reporting?
- To what extent will the city-level activities be replicable or scaled up at national or local levels or encourage further collaboration and exchange between stakeholders?

6. Stakeholder involvement

It is expected that this evaluation will be participatory and involving key stakeholders. Stakeholders will be kept informed of the evaluation processes including design, information collection, and evaluation reporting and results dissemination to create a positive attitude for the evaluation and enhance its utilization. Relevant entities from UN-Habitat, UNISDR and UNECA and other United Nations entities, local authorities, beneficiaries, and other stakeholders may participate through a questionnaire, interviews or focus group discussions.

7. Evaluation methods

The evaluation shall be independent and carried out following the evaluation norms and standards of UN-Habitat and the United Nations System. A variety of methodologies will be applied to collect information

during evaluation. These methodologies include the following elements:

- a) **Review of documents relevant to the project.** Documents to be provided by relevant UN-Habitat, UNISDR and UNECA entities, and documentation available with stakeholders and beneficiaries (such documentation shall be identified and obtained by the evaluation team).

Documentation to be reviewed will include:

- Project document, results framework and implementation plans;
- Monitoring and Mission Reports;
- Publications;
- Tools (CityRAP tool, the city Resilience Action Plans (RFAs);
- Workshop reports;
- Reviews, including review of the CityRAP Tool;
- Strategic plans, as deemed relevant, such as UN-Habitat's Strategic Plan (2014-2019) and its Risk Reduction and Rehabilitation sub-programme, biennial work program of UNISDR and Strategic Framework of UNECA, relevant national and city development plans, and other relevant policy documents;
- Outreach and communication material.

The project on Urban Risk Reduction and Resilience Building in Lusophone Africa is a joint project of UN-Habitat (lead), UNISDR and UNECA. It falls into the Risk Reduction and Rehabilitation sub-programme of UN-Habitat, as part of its 2014-2015 approved work programme aiming to increase the resilience of cities to the impacts of natural and human-made crises and undertake rehabilitation in ways that advance sustainable urban development. The project also pays attention and fit the purpose of the agency-wide Gender Strategy developed by UN-Habitat. As for UNISDR the project falls within its 2014-2015 work plan under the pillar Urban Risk Reduction and Resilience and for UNECA, the project aligns with the Strategic Framework 2014-2015, sub-programme Regional Integration and Trade.

- b) **Key informant interviews and consultations, including focus group discussions** will be conducted with key national stakeholders and others, including project staff of UN-Habitat, and focal points at UNISDR and UNECA. The principles for selection of stakeholders to be interviewed as well as evaluation of their performance shall be clarified in advance (or at the beginning of the evaluation). The informant interviews will be conducted to obtain qualitative information on the evaluation issues, allowing the evaluators to assess project relevance, efficiency and effectiveness.
- c) **Surveys, if deemed feasible**, to obtain quantitative information on stakeholders' views and perceptions.
- d) **Field visits** to assess project activities in the three countries (Cape Verde, Guinea-Bissau and Sao Tome e Principe). Field visits should provide insight into both the scope (time), depth and range of activities.

The evaluator will describe expected data analysis and instruments to be used in the inception report. Presentation of the evaluation findings should follow the standard format of UN-Habitat Evaluation Reports (evaluation purpose and objectives, evaluation methodology and approach, findings (achievements and performance rating assessments), conclusions, lessons learned, recommendations).

8. Accountability and Responsibilities

The independent Evaluation Unit of UN-Habitat will commission a centralized evaluation of the project; which means that the Evaluation Unit will manage the evaluation, while the Regional Office for Africa

will provide logistical support on day-to-day basis and in consultation with the members of the evaluation reference group.

The Evaluation Unit will guide and ensure that the evaluation is contracted to a suitable candidate. The Evaluation Unit will advise on the code of conduct of evaluation and provide technical support as required. The Evaluation Unit will have overall responsibility of ensure that contractual requirements are met and approve all deliverables (Inception Report with work plan, Draft and Final Evaluation Reports) in consultation with the evaluation reference group.

An evaluation reference group will be established at the start of the evaluation process with members representing the project team at the Regional Office for Africa, representatives from relevant UN-Habitat Branches, focal points at UNECA and UNISDR and the Evaluation Unit. The reference group will be responsible for providing guidance on the process, approving the TORs, selection of evaluation team, and commenting on the inception report and drafts of the evaluation report.

The evaluation will be conducted by one consultant. The evaluator is responsible for meeting professional and ethical standards in planning and conducting the evaluation, and producing the expected deliverables in accordance with UN-Habitat evaluation policy and norms and standards for evaluation.

The evaluator will receive overall guidance from the reference group, technical support from the Evaluation Unit and the Regional Office for Africa responsible for providing logistical support.

9. Qualifications and Experience of the Evaluator

The evaluation shall be carried out by one consultant. To ensure complementarity within the evaluation team, the consultant should have proven evaluation expertise. The International Consultant is expected to have:

- a) Extensive evaluation experience. The consultant should have ability to present credible findings derived from evidence and putting conclusions and recommendations supported by the findings.
- b) Specific knowledge and understanding of housing issues and UN-Habitat and its mandate.
- c) 8-10 years of programme management experience in results-based management working with projects/ programmes in the field of urban risk reduction and resilience, capacity building, urban planning and governance.
- d) Advanced academic degree in political sciences, social economy, public administration, or similar relevant fields.
- e) Recent and relevant experience working in developing countries.
- f) It is envisaged that the consultant would have a useful mix of experience and familiarity with public administration in various parts of the world.
- g) Fluent in English (understanding, reading and writing) and fluent in Portuguese are a requirement.

10. Work Schedule

The evaluation will be conducted over the period of four weeks, including the desk review, from May 2018 to August 2018. The evaluator is expected to prepare an inception report with a work plan that will operationalize the evaluation. In the inception report, Theory of Change, understanding of the evaluation questions, methods to be used, limitations or constraints to the evaluation as well as schedule and delivery dates to guide the execution of the evaluation, should be detailed. The provisional timetable is as follows in section 13.

11. Deliverables

The three primary deliverables for this evaluation are:

- a) **Inception Report** with evaluation work plan. Once approved, it will become the key management document for the evaluation, guiding evaluation delivery in accordance with UN-Habitat's expectations throughout the performance of contract. The draft inception report is reviewed and approved by the evaluation reference group.
- b) **Draft Evaluation Reports.** The evaluator will prepare evaluation report draft(s) to be reviewed by UN-Habitat. The draft should follow UN-Habitat's standard format for evaluation reports. The draft report is shared with the evaluation reference group for review and comments. The evaluation reference group will review and provide comments on draft reports.
- c) **Final Evaluation Report** (including Executive Summary and Appendices) will be prepared in English and follow the UN-Habitat's standard format of an evaluation report. The report should not exceed 25 pages (excluding Executive Summary and Appendices). The report should be technically easy to comprehend for non-specialists. The final report is approved by the reference group.

12. Resources

The funds for the evaluation of the project are made available from the project's budget.

The remuneration rate of the consultant will be determined by functions performed, qualifications, and experience of the consultant. There are set remuneration rates for consultancies.

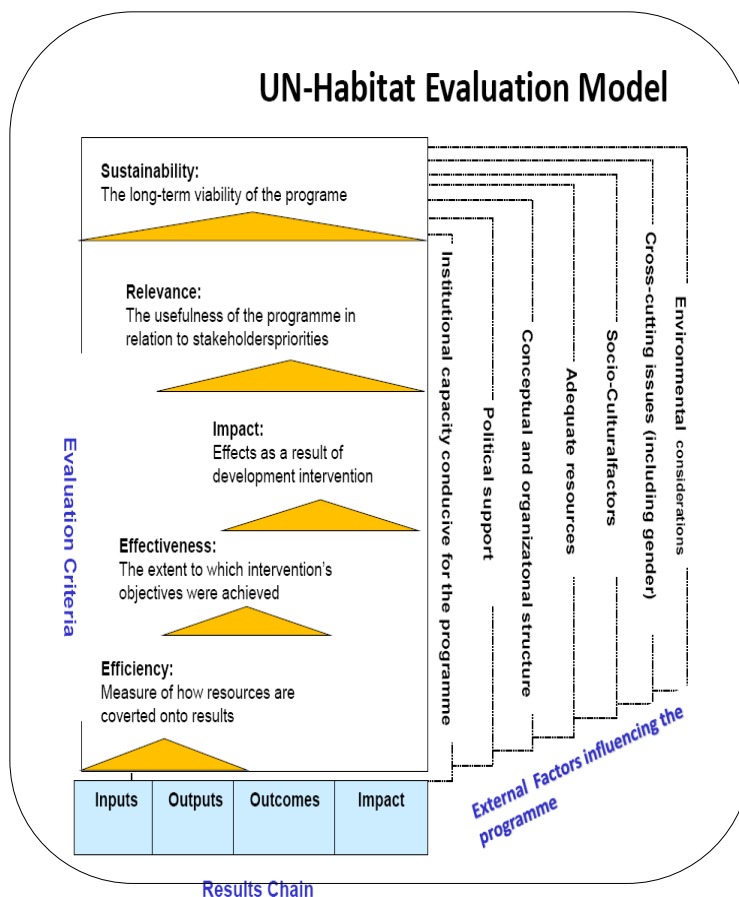
Payments will be based on deliverables over the consultancy period. The fees will be paid upon satisfactory delivery of outputs as per agreement.

Where applicable, travel costs of the consultant (airplane ticket economy class), transfers, and daily allowance as per the UN rate is payable in addition to the daily fee. Daily subsistence allowance will be paid only when working outside the official duty station (home-based) of consultant.

13. Provisional Time Frame

#	Task Description	April 18				May 18				June 18				July 18				Aug 18				
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	
1	Development of TOR Evaluation Team (1 Int. Consultant)		X	X																		
2	Call for expression of interest and recruitment of consultant			X	X	X	X	X														
3	Review of background documents								X	X												
4	Preparation and approval of inception report with work plan and methodology of work									X	X											
5	Data collection including document reviews, interviews, consultations and group meetings										X	X	X									
6	Analysis of evaluation findings, commence draft report writing and briefings to UN-Habitat											X	X	X								
7	Presentation of preliminary Findings to UN-Habitat (by Skype)													X								
8	Draft Evaluation Report													X	X							
9	Review of Evaluation Report														X	X	X					
10	Production delivery of Final Evaluation Report, including editing, and layout																			X		

Annex 1: UN-Habitat Evaluation Model



8.2 Evaluation Matrix

Evaluation issue	Evaluation question	Judgement criteria	Indicators	Data sources
RELEVANCE	<ul style="list-style-type: none"> To what extent is the project consistent with relevant national policies and strategies, and urban plans for Cape Verde, Guinea-Bissau and Sao Tome e Principe? 	<i>To what extent is the project consistent with existing national policies and strategies documents?</i>	<i>Evidence of consistency of project approach and activities and Policies with guidances at national level</i>	<ul style="list-style-type: none"> - Project documentation - National policies and strategies - Local policies and plans - Interviews with Management team and Partners - Interviews with National Stakeholders and Municipalities
		<i>To what extent was project design coordinated with others stakeholders (including public authorities)?</i>		
		<i>Were local and national authorities involved or consulted during the assessment/strategy phase?</i>		
	<ul style="list-style-type: none"> To what extent is the implementation strategy responsive to MDGs, SDGs[1], the Sendai Framework for Disaster Risk Reduction 2015-2030 (Sendai Framework), UNDA objectives, urban resilience strategies of UN-Habitat, UNISDR and UNECA? 	<i>Consistency with MDGs</i>	<i>Evidence of consistency</i>	<ul style="list-style-type: none"> - Project documentation - International Guidelines - Partners Policies - Interviews with Management team and Partners
		<i>Consistency with SDGs</i>		
		<i>Consistency with the Sendai Framework</i>		
		<i>Consistency with UNDA objectives</i>		
		<i>Consistency with urban resilience strategies of UN-Habitat</i>		
		<i>Consistency with UNISDR objectives</i>		
	<ul style="list-style-type: none"> To what extent are the project's intended outputs and outcomes relevant to the needs of target beneficiaries? 	<i>Was an independent initial needs assessment possible and carried out appropriately?</i>	<i>Stakeholders' perceptions of the alignment between identified needs and the project and its objectives</i>	<ul style="list-style-type: none"> - Project documentation - Interviews with Management and development team - Interviews with National Stakeholders and Municipalities - Interviews/FGD with projects participants (ToT and workshops)
<i>Was the identification of countries/cities needs based?</i>		<i>Evidence of need assessments, targeting and selection process.</i>		
<i>How does the selection correspond to the perception (expressed needs/demand) of the target beneficiaries?</i>		<i>Stakeholders' perceptions of the relevant of criteria</i>		
<i>To what extent were the projects outputs and outcomes expected to contribute to increase the capacities of the municipalities for reducing urban risk and building resilience (theory of change)?</i>		<i>Stakeholders' perceptions of the initially expected outcomes of the programme.</i>		
EFFICIENCY	<ul style="list-style-type: none"> How well was the project designed and implemented? 	<i>Was the projects budget allocated as planned?</i>	<i>Evidence of best use of resources (financial, human, time)</i>	<ul style="list-style-type: none"> - Project documentation - Project financial reports
		<i>What have been the most efficient types of activities implemented?</i>		
		<i>What was the rationale for the implementation choices (partners, ...)?</i>		

		<p><i>What was the impact on the budget of the discontinuation of the flight connection between STP and CV?</i></p> <hr/> <p><i>How were main financial/logistic challenges overcome?</i></p>		<ul style="list-style-type: none"> - Interviews with management team - Interviews with partners 	
	<ul style="list-style-type: none"> • To what extent were the institutional arrangements adequate for achieving the expected accomplishments? 	<p><i>What type of (administrative, financial and managerial) obstacles did the project face and to what extent has this affected project delivery of outputs and achievement of the expected accomplishments?</i></p> <hr/> <p><i>Which institutional arrangements could be done to make this type of intervention more efficient?</i></p>	<p><i>Evidence demonstrating outputs / results of the project</i></p> <hr/> <p><i>Evidence of improved results or outcomes with others approach and activities</i></p>		
	<ul style="list-style-type: none"> • To what extent was the project delivered in a cost-effective manner? 	<p><i>To what extent were resources adequately used?</i></p> <hr/> <p><i>How can be the project cost-effectiveness compare with similar projects?</i></p> <hr/> <p><i>Were external available resources considered / used for this response to contribute to the more efficient use of resources and effective implementation?</i></p>	<p><i>Evidence of best use of resources (financial, human, time)</i></p>		
EFFECTIVENESS	<ul style="list-style-type: none"> • To what extent were the resources used to implement the project justified in terms of delivering on the expected accomplishments? 	<p><i>To what extent were the use of resources adequate to deliver the expected results?</i></p> <hr/> <p><i>What could be done to make this type of intervention more effective? What adjustments or changes in approach and activities would have improve results or outcomes?</i></p>	<p><i>Evidence of adequate use of resources (financial, human, time)</i></p> <hr/> <p><i>Evidence of improved results or outcomes with others approach and activities</i></p>	<ul style="list-style-type: none"> - Project documentation - Project financial reports - Interviews with management team - Interviews with partners 	
	<ul style="list-style-type: none"> • To what extent have local stakeholders been involved in the design and implementation of the project? 	<p><i>Were the local stakeholders involved in the project implementation?</i></p> <hr/> <p><i>Were the local stakeholders involved in the project design?</i></p> <hr/> <p><i>To what extent did this involvement contribute to a more effective approach?</i></p>	<p><i>Evidence of local stakeholders involvement in the project design and implementation</i></p> <p><i>Stakeholders' perceptions of their involvement in the project</i></p>	<ul style="list-style-type: none"> - Project reports - Interviews with management team - Interviews with national partners - Interviews with municipalities - Interviews/FGD with projects participants 	
	<ul style="list-style-type: none"> • To what extent and in what ways has the ownership by local stakeholders impacted on the effectiveness of the project? 	<p><i>To what extent was the ownership by local stakeholders achieved?</i></p> <hr/> <p><i>To what extent did this ownership impacted the effectiveness of the project?</i></p>	<p><i>Evidence of local stakeholders ownership of the project</i></p> <p><i>Stakeholders' perceptions of the impact of this involvement</i></p>		
	<ul style="list-style-type: none"> • What types of products and services did the project provide to beneficiaries through activities implemented? What kind of changes to beneficiaries has resulted from the exchange of products 	<p><i>Did activities have achieved the project objectives?</i></p> <hr/> <p><i>Were the activities carried out as planned? Were activities achieved on time?</i></p> <hr/> <p><i>What are the effects of delays ,non-achievements or exchange of products and services on programme results and outcomes?</i></p>	<p><i>Evidence demonstrating outputs / results of the project</i></p> <hr/> <p><i>Evidence linking actual activities to planned activities</i></p> <hr/> <p><i>Stakeholders' perceptions of the results achieved or not achieved</i></p>	<ul style="list-style-type: none"> - Project reports - Projects outputs - Interviews with management team - Interviews with national partners - Interviews with municipalities 	

	and services delivered?			
	<ul style="list-style-type: none"> To assess how well the Management of the project has learned from and adjusted to changes during implementation; 	<i>What were the main reasons for delays, non-achievements, or exchange of products and services?</i> <i>To what extent have these changes been done in a timely manner?</i> <i>How were main challenges overcome?</i> <i>To what extent were these challenges predictable?</i>	<i>Evidence linking changes in activities to challenges that have arisen</i>	
	<ul style="list-style-type: none"> To what extent monitoring and reporting on the joint implementation of the project has been timely, meaningful and adequate? 	<i>Did monitoring and reporting allow regular feedback on project implementation?</i> <i>To what extent has monitoring and reporting allow to inform the implementation of the project in the successive phases and in the different countries.</i>	<i>Evidence of linking between joint monitoring and reporting at country level.</i> <i>Evidence of linking between joint monitoring and timely, meaningful and adequate changes in project implementation</i>	<ul style="list-style-type: none"> - Project reports - Interviews with management team
		<i>Was the reports used to inform the development of further project (or project extensions)?</i> <i>Did the management team replicate adequate changes done in one country to the others?</i>	<i>Evidence of changes replication</i>	
	<ul style="list-style-type: none"> To what extent were cross-cutting issues of gender, youth, climate change, and human rights integrated into the design, planning and implementation, reporting and monitoring of the project? 	<i>To what extent was the gender issue integrated?</i> <i>To what extent was the climate change issue integrated?</i> <i>To what extent was the youth issue integrated?</i> <i>To what extent was the human rights issue integrated?</i>	<i>Evidence of integration of key principles</i>	<ul style="list-style-type: none"> - Project documentation - UN-Habitat and partners policies and guidelines - Project reports - Interviews with Management team
<p>IMPACT OULOOK</p>	<ul style="list-style-type: none"> To what extent has the project attained or not (or is expected to attain) its goal, and objective and expected accomplishments short, medium and long-term) to the targeted beneficiaries, participants, whether individuals, communities, institutions, partners, etc.? 	<i>How were the projects outputs used by local stakeholders?</i> <i>What do beneficiaries and other stakeholders perceive to be the projects outcomes and impacts on themselves?</i> <i>To what extent has the project had an impact on the level of technical understanding and knowledge of municipal authorities (EA1)?</i> <i>To what extent has the project had an impact on the capacity to integrate risk reduction and resilience into urban plans and municipal strategies (EA1/Main Objective)?</i> <i>To what extent has the project had an impact on the communication and information exchange between cities and towns in each country and across the 3 countries to strengthen risk reduction and resilience practices (EA2)?</i>	<i>Evidence of use</i> <i>Stakeholders' perceptions on project impacts</i> <i>Evidence of programme impacts on specific issues</i> <i>Stakeholders' perceptions on impacts</i>	<ul style="list-style-type: none"> - Project documents and reports - Projects outputs - Interviews with national and local partners - Interviews with municipalities - Interviews/FGD with projects participants

		<p>To what extent did the project increase the capacities of municipalities of Cabo Verde, Guinea-Bissau and Sao Tomé e Príncipe for reducing urban risk and building resilience (Main Goal)?</p> <hr/> <p>How are the projects outcomes expected to contribute to long-term impacts? What are the actual dynamics and future certain impacts.</p>	Stakeholders' perceptions on project impacts	
	<ul style="list-style-type: none"> Did the programme have any unforeseen positive or negative impact? 	<p>Did the project have any unforeseen impact on URRR at local or national levels?</p> <hr/> <p>Did the project have any impact on local governance?</p> <hr/> <p>Did the project have any impact on urban planning capacities?</p> <hr/> <p>Did the project have any impact on nation-wide policies on URRR?</p> <hr/> <p>Did the project contribute to strengthen URRR practices?</p> <hr/> <p>Did the project have any impact on communities beyond expected outcomes?</p> <hr/> <p>Did the project contribute to further collaborations between stakeholders?</p> <hr/> <p>Did the project trigger the development of further projects on URRR at local or national levels?</p> <hr/> <p>To what extent has the project influenced Un-Habitat and partners practices or reflexion on URRR activities?</p>	Evidence of programme impacts on specific issues	
SUSTAINABILITY	<ul style="list-style-type: none"> To what extent did the project engage the participation of beneficiaries in design, implementation, monitoring and reporting? 	<p>Which participation mechanisms was proposed to beneficiaries?</p>	Evidence of participatory mechanisms	<ul style="list-style-type: none"> - Project reports - Interviews with management team - Interviews with national partners - Interviews with municipalities - Interviews/FGD with projects participants
		<p>To what extent did the beneficiaries engage in the participation mechanisms?</p>	Evidence of beneficiaries participation	
	<ul style="list-style-type: none"> To what extent have local stakeholders been able to design, implement and sustain activities implemented during the project? 	<p>Were local stakeholders able to design projects activities?</p>	Evidence of activities design by local stakeholders	
		<p>To what extent have local stakeholders able to implement project activities?</p>	Evidence of activities implementation by local stakeholders	
		<p>To what extent have local stakeholders able to sustain activities during the project?</p>	Evidence of activities sustainability	
	<ul style="list-style-type: none"> To what extent will the city-level activities be replicable or scaled up at national or local levels or encourage further collaboration and exchange between stakeholders? 	<p>To what extent have the activities replicated/scaled-up?</p>	Evidence of replication / Scale -up	
		<p>To what extent are the stakeholders planning to replicate/scale up the city-level activities?</p>	Evidence of activities replication planning	
		<p>To what extent are the activities planned to be replicated in other contexts?</p>		
<p>To what extent did the project encourage further collaboration and exchange between stakeholders at local or national levels?</p>		Evidence of collaboration and exchange between stakeholders		

<ul style="list-style-type: none"> • To what extent project outcomes impacts are sustainable? 	<i>To what extent have projects outcomes / expected accomplishments been sustained after the project?</i>	<i>Evidence of sustainability</i>	<ul style="list-style-type: none"> - Interviews with management team
	<i>What is the likelihood of project long term impacts sustainability?</i>	<i>Stakeholders' perceptions of project impacts sustainability</i>	<ul style="list-style-type: none"> - Project results - Interviews with partners
	<i>What activities were/are necessary to ensure projects outcomes be sustained?</i>	<i>Stakeholders' perceptions of</i>	<ul style="list-style-type: none"> - Interviews with national partners
	<i>What activities were/are necessary to ensure projects impacts be sustained?</i>	<i>necessary activities</i>	<ul style="list-style-type: none"> - Interviews with municipalities

8.3 Key documents reviewed

DOCUMENTATION CATEGORY	TITLE / SUBJECT
PROJECT DOCUMENTATION	Final Report
	Progress report 2015
	Progress report 2016
	Relatorios de missao 2015 (3)
	Project Document
	CITY RAP Brochure
	TOT reports (except STP's)
	Projects interim reports Cabo Verde
	Projects interim reports Guinea Bissau
Projects interim reports Sao Tomé	
PROJECT OUTPUTS & OUTCOMES	National Workshop Report - Cape Verde
	National Workshop Report - Guinea-Bissau
	National Workshop Report - Sao Tomé e Principe
	Regional Workshop - Atas
	RFAs Cabo Verde
	RFAs Guinea-Bissau
	RFAs Sao Tomé
INTERNATIONAL GUIDELINES	SENDAI FRAMEWORK
	Millennium Development Goals
	Sustainable Development Goals
	BARBADOS Programme of Action
	MAURITIUS Strategy
	SAMOA Pathway
NATIONAL GUIDELINES	National Policies and strategies - Cape Verde
	National Policies and strategies - Guinea-Bissau
	National Policies and strategies - Sao Tomé e Principe
AGENCIES STRATEGIES	UNISDR Strategic Framework 2016-2021
	UNISDR Work Programme 2016-2022
	UNISDR Work Programme 2014-2015
	UNECA Work Programme 2014-2016
	DIMSUR 10 year strategy
	UN-Habitat's Strategic Plan 2014-2019
REPORTS	UNECA - URBANIZATION AND INDUSTRIALIZATION FOR AFRICA'S TRANSFORMATION
	UNISDR - City Resilience in Africa
	UNISDR - climate and disaster resilience in city action
	UNISDR - How To Make Cities More Resilient A Handbook For Local Government Leaders
	UNISDR - Local Government Self-Assessment Tool for Disaster Resilience
	UNISDR - Progress on the Making Cities Sustainable and Resilient Action
	UNISDR - DISASTER RESILIENCE SCORECARD FOR CITIES
	UN-Habitat - DOCUMENTOS TEMÁTICOS DA HABITAT III 15 – RESILIÊNCIA URBANA
	UN-Habitat - CRPP Climate Change Enhancer

UN-Habitat - CRPT-Guide
UN-Habitat - CRPP GenderEquality Enhancer
UN-Habitat - Local Governments Pocket Guide to Resilience
UN-Habitat - New Urban Agenda
UN-Habitat - TOWARDS SUSTAINABLE URBAN DEVELOPMENT IN Cabo Verde
UN-Habitat - TRENDS in URBAN RESILIENCE 2017
WB - Building Urban Resilience Principles, Tools, and Practice
UARK - Inserting rights and justice into urban resilience
UNU CPR - Defining the Resilient City
Rockefeller Foundation - City Resilience Framework

8.4 List of persons interviewed

PROGRAMME STAFF	Programme Manager / Senior Human Settlements Officer: - <i>Mathias Spaliviero</i>
	Project Development: - <i>Katharina Rochell (Project Development & CityRAP Tool)</i> - <i>Chiara Tomaselli (CityRAP Tool & TOT)</i>
	NTAs - <i>Janice Da Silva (Programme Coordinator)</i> - <i>Edinilson Da Silva</i> - <i>Cesaltino Fernandes</i>
	Trainers Cape Verde: - <i>Redy Wilson Lima</i> - <i>Claudio Torres</i>
	Trainers Guinea Bissau: - <i>Mathias</i>
PARTNERS	Urban Risk Reduction Unit: - <i>Esteban Leon</i>
	Climate Change Unit: - <i>Robert Kehew</i>
	Capacity Development Unit: - <i>Claudio Acioly</i>
LOCAL STAKEHOLDERS SAO TOMÉ E PRINCIPE	Municipalities Representatives (selection): - <i>Agua Grande</i> - <i>Braulia Costa</i> - <i>Zelador</i> - <i>Lembá,</i> - <i>Manuel Assunção da Graça</i> - <i>Lazaro dos Ramos</i>
	Ministro da defesa, Administração Interna e Administração Local
	Instituto de Habitação e Imobiliário : Director e técnicos
	Direcção de Obras Públicas e Urbanismo (DOPU)
	GEF Focal Point
	Director Geral do Ambiente
	Unidade do Ambiente do PNUD - Maria Teresa Mendizabal
	Direcção da Descentralização
	Protecção Civil e Bombeiros
	CONPREC: - <i>Louis Neto Barbosa, Administrador</i> - <i>Carlos Dias, Coordenador</i>
	Alisei: - <i>Francisco Placido</i> - <i>Candido Rodrigues</i> - <i>Arlindo da Silva</i> - <i>Paulo Ceita</i> - <i>Ruggero Tozzo</i>
	LOCAL STAKEHOLDERS GUINEA BISSAU
Direcção Geral do Desenvolvimento Local	
Director da Descentralização	
Director Geral de Habitação e Urbanismo	
Protecção Civil e CMB	
Unidade do Ambiente do PNUD	
Bolama: - Governador - Secretário Regional - Pontos Focais - Régulo - Delegado Regional do Plano	

	<p>Bafata:</p> <ul style="list-style-type: none"> - Governador - Secretário Regional - Pontos Focais
<p>LOCAL STAKEHOLDERS CAPE VERDE</p>	<p>Municipalities Representatives (selection):</p> <ul style="list-style-type: none"> - <i>Praia, Rafael Fernandes, Vereador do Urbanismo</i> - <i>Santa Catarina, Adileusa Montrond, Vereadora do Urbanismo</i> <p style="text-align: center;"><i>Focal Points</i></p> <ul style="list-style-type: none"> - <i>Sal, Wagner Duarte, Vereador do Urbanismo</i> <p>INGT</p> <p>Universidade Pública</p> <p>Servicio nacional de proteção civile :</p> <ul style="list-style-type: none"> - <i>Helio Semedo</i>

8.5 Performance Indicators

Table 5 - Review of Performance Indicators as presented in the Project Final Report.

Expected Accomplishment	Indicator of achievement	Indicator of achievement (T0)	Indicator of achievement (T1)
EA1 Increased levels of technical understanding and knowledge of municipal authorities resulting in an improved capacity to integrate risk reduction and resilience into urban plans and municipal strategies	Indicator 1: At least 50 municipal officials over the 3 countries express enhanced understanding and knowledge of urban risk reduction and resilience.	No municipal officials over the 3 countries had proper understanding and knowledge of urban risk reduction and resilience.	64 municipal officials over the 3 countries express enhanced understanding and knowledge of urban risk reduction and resilience
	Indicator 2: At least 10 municipalities over the 3 countries have integrated urban risk reduction and resilience aspects into their respective governance structure, urban plans and municipal strategies.	No municipalities over the 3 countries had integrated urban risk reduction and resilience aspects into their respective governance structure, urban plans and municipal strategies.	7 municipalities over the 3 countries have integrated urban risk reduction and resilience aspects into their respective governance structure, urban plans and municipal strategies.
EA2 Enhanced communication and information exchange between cities and towns in each country and across the 3 countries to strengthen risk reduction and resilience practices	Indicator 3: Increased number of municipalities that confirm awareness of best practices in risk reduction and resilience.	No increased number of municipalities confirming awareness of best practices in risk reduction and resilience.	23 municipalities confirm awareness of best practices in risk reduction and resilience.

8.6 Mission Workplan / September 2018

	3	4	5	6	7		
CAPE VERDE	9	Travel to CV	Travel to Fogo	Travel to Praia	José Moreno		
	10						
	11			Wagner (Ilha do Sal) Via telefone	Claudio Acioly		
	12						
	13			Ilce Amarante (Presidente INGT)			
	14	Janice da Silva	Adileusa Montrond (Santa Catarina do Fogo)		Sra. Mira (INGT)		
	15	Claudio Torres	FG with focal points	UNICV (Sra. Silvia)	Servicio nacional de proteção civile – Helio Semedo		
16		Visit of Estança Roque		Janice da Silva			
	10	11	12	13	14		
GUINEA BISSAU	8			Visit of Bafata	Travel to Lisbon		
	9		Bolama's Focal points (Skype call)	Delegada regional do Plano			
	10	Director Geral de Habitação e Urbanismo		Focal Points			
	11	Secretário de Estado do Plano	Governador Bolama and Secretário Regional	Governador Bafata			
	12	Director da Descentralização		Edinilson Da Silva			
	13		Travel to Bafata	Travel to Bissau			
	14	Edinilson da Silva					
	15			Wilson (focal point)			
16			Régulo Central de Bafatá	Mathias (trainer)			
17	17	18	19	20	21		
SAO TOME AND PRINCIPE	9		Travel to Lembá	Direcção do Instituto de Habitação e Imobiliário	Direcção geral do Ambiente		
	10	Alisei	Presidente da Câmara Distrital de Lembá	Câmara Distrital de Água Grande	GEF Focal Point		
	11		Pontos Focais da Câmara Distrital de Lembá	Visit in Riboque Neighborhood	Ministro da defesa, Adm. Interna e Adm. Local		
	12	CONPREC	Visit of Rosema and Agua Toma neighborhoods	Mathias Spaliviero (Skype call)	Francisco Placido (Skype call)		
	13		Travel to Sao Tomé		Unidade do Ambiente do PNUD – M. T. Mendizabal		
	14	Cesaltino Fernandes	Tecnico do Instituto de Habitação e Imobiliário	Direcção de Obras Públicas e Urbanismo	Direcção da Descentralização		
	15			Técnicos da DOPU participantes do ToT	Protecção Civil e Bombeiros		
	16			Redy Wilson Lima (Skype call)	Cesaltino Fernandes		
	24	25					
10		Esteban Leon – Resilience Hub (Skype call)					
11	Chiara Tomaselli – UN- Habitat (Skype call)						

