



MID-TERM EVALUATION OF THE PROMOVE BIODIVERSIDADE PROGRAMME

Final Report- March 2025

promove
BIODIVERSIDADE



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Final Report

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List of Abbreviations

Acronym/abbreviation	Meaning
AA	Administrative Authority
AENA	National rural extension association
AFD	Agence Française de Développement (French Development Agency)
AICS	Italian Agency for Development Cooperation
ANAC	National Administration of Conservation Areas
APAIPS	Ilhas Primeiras e Segundas Environmental Protection Area
BIOFUND	Foundation for the Conservation of Biodiversity
CCP	Community Fishing Councils
CGRN	Natural Resources Management Committees
CLCR	Coastal Livelihoods and Climate Resilience
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CMCA	Community managed conservation area
CTV	Centro Terra Viva
DAC	Development Assistance Committee
DPDTAZ	Provincial Directorate of Territorial Development and Environment – Zambézia
EDF	European Development Fund
EQ	Evaluation Question
ETIS	Elephant Trade Information System
EU	European Union
EUD	European Union Delegation
FAEF	Faculty of Agronomy and Forestry Engineering
FFBS	Farmer Field Business School
FFS	Farmer Field School
FFS – IGF	Fundação François Sommer /Fundação Internacional para a Gestão da Fauna
GIZ	German Development Cooperation
GNAP	Gilé National Park
GON	Gabinete do Ordenador Nacional
Ha	Hectare
HWC	Human-Wildlife Conflicts
INIR	National Irrigation Institute
IP	Implementing partner
ITC	Iniciativa de Terras Comunitárias
IUCN	International Union for Conservation of Nature
KULIMA	Organisation for Integrated Socioeconomic Development
JC	Judgment Criterion
MCA	Millennium Challenge Account
MCC	Millennium Challenge Corporation
M&E	Monitoring and Evaluation
MADER	Ministry of Agriculture and Rural Development
METT	Management Effectiveness Tracking Tool
MIKE	Monitoring of Illegal Killing of Elephants
MIP	Multi Annual Indicative Programme
MIMAIP	Ministry of Sea, Inland Waters and Fisheries
MTA	Ministry of Land and Environment
MTE	Mid Term Evaluation
MZN	Mozambique New Metical (Mozambican currency, 1 Euro = 69 MZN)
NAO	National Authorising Officer
NGO	Non-Governmental Organisation

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NIP	National Indicative Programme
NIRAP	National Ivory and Rhino Action Plan
NRCM	Natural Resource Management Committee
OECD	Organisation for Economic Co-operation and Development
PESOD	District Economic and Social Plan
PQG	Five-Year Government Plan
PSC	Programme Steering Committee
RADEZA	Rede das Organizações para o Ambiente e o Desenvolvimento Comunitário Sustentável da Zambézia
ReGeCom	Rede para a Gestão Comunitária dos Recursos Naturais
ROM	Result Oriented Monitoring
SA	Scientific Authority
SADC	Southern African Development Community
SDAE	District Services of Economic Activities
SDG	Sustainable Development Goals
SDPI	District Services of Planning and Infrastructure
SIBMOZ	Mozambique's National Biodiversity Information System
SIDA	Swedish International Development Cooperation Agency
SO	Specific Objective
SPAZ	Province Services of Environment – Zambézia
TEI	Team Europe Initiative
ToC	Theory of Change
ToR	Terms of Reference
UCM	Catholic University of Mozambique
UEM	Eduardo Mondlane University
UniLurio	Lurio University
UniZambeze	Zambeze University
WCS	Wildlife Conservation Society
WWF	World Wildlife Fund

EXECUTIVE SUMMARY

The mid-term evaluation of the PROMOVE Biodiversidade programme was conducted to assess its relevance, coherence, effectiveness, efficiency, sustainability, added value and impact to biodiversity conservation in Mozambique. This evaluation aims to generate actionable insights and lessons learned to inform the final phase of the ongoing intervention and guide the design of future biodiversity initiatives. As PROMOVE Biodiversidade is a pioneering initiative in Mozambique, it offers a unique opportunity to extract valuable lessons for biodiversity programming.

Methodology: The evaluation employed a mixed-methods approach, integrating quantitative and qualitative techniques to ensure a comprehensive analysis. Key methods for data collection included: i) document review, ii) stakeholder consultations (semi-structured interviews and focus group discussions with stakeholders, including the European Union Delegation (EUD), ANAC (National Administration of Conservation areas), BIOFUND, implementing partners, local communities, and government representatives), field visits: two week site visits to key implementation areas such as Gilé National Park (GNAP), Mount Mabu, and APAIPS (Ilhas Primeiras e Segundas Environmental Protection Area) to observe programme activities and collect primary data, iv) quantitative analysis of progress indicators and v) data analysis with triangulation of findings from multiple sources to ensure validity and reliability.

Main Evaluation Findings

Relevance: The programme aligns strongly with Mozambique's biodiversity strategies, such as the National Biodiversity Strategy and Action Plan, supports global EU priorities like the Green Deal and Biodiversity Strategy for 2030. Although overall programme activities are pertinent to local population priorities, gaps in local-level planning and community engagement limit its relevance to specific beneficiary needs.

Effectiveness: JC 3.1 Strengthened ANAC Governance; The component contributed to strengthening ANAC's governance by supporting the development of conservation frameworks, notably the National Ivory and Rhino Action Plan (NIRAP), the MIKE programme, and the Elephant Trade Information System (ETIS). A critical milestone was the approval of Mozambique's CITES Regulation by the Council of Ministers in December 2024, advancing the country's legislation towards CITES Category I. Capacity-building activities allowed training over 800 participants, including government officials and stakeholders, enhancing compliance and reporting abilities. ANAC now internally prepares reports such as NIRAP, reducing dependency on external support. However, the project faced challenges in fully integrating national and local governance. Institutional coordination gaps, staff turnover, and limited technical resources hindered substantial progress. The design overlooked opportunities for synergy between national frameworks and pilot projects in Zambézia and Nampula, and mechanisms for monitoring outcomes were inadequate. The approach lacked systemic capacity assessments and long-term strategies. While the project addressed financial gaps and supported critical areas of ANAC's mandate, it missed fostering a strategic partnership between the EU, ANAC, and international stakeholders. Greater integration, targeted capacity building, and robust policy reforms remain essential to ensuring sustainable conservation governance in Mozambique.

JC 3.2 Conservation and livelihoods in Gilé National Park The Programme supported conservation in Gilé National Park (GNAP), building on a 20-year partnership between ANAC and FFS-IGF (Fundação François Sommer /Fundação Internacional para a Gestão da Fauna). Key achievements included enhanced infrastructure, such as roads, bridges, and patrol facilities, contributing to improved accessibility and patrolling effectiveness. Wildlife conservation was supported by the successful translocation of 200

buffaloes and the enhancement of tracking and monitoring systems. The establishment of a 10-year management plan further defined a strategic framework for conservation. Anti-poaching efforts showed progress, with a decrease in illegal activities and improved patrol operations supported by digital surveillance tools. Despite these successes, structural challenges persist. Community development efforts lacked strategic alignment with park conservation goals, leaving significant gaps in community engagement and livelihoods. Issues like uncontrolled fires, limited tourism opportunities, and human-wildlife conflicts highlight the need for stronger integration and long-term planning. Financial sustainability also remains precarious, relying heavily on external funding with limited national budget support. The evaluation underscores the importance of linking community engagement, livelihood support, and conservation efforts.

JC 3.3 Conservation and livelihoods in Mount Mabu; The project in Mount Mabu aimed to establish a community-managed conservation area amidst significant geographical and logistical challenges. Mount Mabu, a biodiversity hotspot with high scientific and eco-tourism potential, suffers from geographical isolation, heavy rainfall, and a lack of formal protected status. Progress has been made in boundary delimitation, participatory mapping, and the proposal for a formal conservation designation submitted to ANAC. These efforts fostered community ownership, but several factors, including logistical constraints and limited community capacities contributed to delay tangible impacts. Key achievements include the creation of basic facilities as well as the development of mapping and governance structures. However, the planned infrastructure and capacity-building initiatives remain underdeveloped, and community-based monitoring systems are in early stages. Livelihoods programmes, such as farmer field schools and beekeeping, have been initiated but operate on a very small scale with limited benefits and outreach. Persistent challenges include environmental degradation, inadequate financial mechanisms, and low community capacity in governance and resource management. Efforts to mobilize financial resources and explore eco-tourism opportunities have shown minimal progress. The evaluation underscores the need for a long-term, strategic approach that integrates conservation and livelihoods, restores degraded land, and builds local capacity to ensure sustainable community-led conservation in Mount Mabu.

JC 3.4 Conservation and livelihoods in APAIPS: The APAIPS component made notable progress despite its early implementation stage and initial delays caused by a contract transition from CTV (Centro Terra Viva) to WWF. (World Wildlife Fund) The collaboration between WWF, AENA (national rural extension association), and KULIMA (organisation for integrated socioeconomic development) provides a sound foundation for biodiversity conservation and community livelihoods. WWF has contributed significantly by rehabilitating APAIPS offices, recruiting skilled personnel, and equipping enforcement officers. A landmark achievement is the graduation of 47 enforcement officers, marking a new era of structured patrolling since APAIPS's inception in 2011. Improved mobility and communication tools further enhance operations. Community-based organizations remain central to grassroots conservation efforts, facilitating patrolling and awareness campaigns. However, weakened working conditions following the *conclusion of the Blue Action Fund- funded project and inadequate planning for the continuity of support by the PROMOVE Biodiversidade programme* pose challenges. Mangrove restoration and revitalized environmental clubs have also promoted ecological and community resilience. Yet, alternative livelihoods, especially during fishing moratoriums, remain inadequate. Limited progress in fish processing and apiculture, also linked to early stage of implementation, limited targeting, small scale and limited strategic value of value chains, further hampers income diversification, underscoring the need for sustainable fisheries management. Financial sustainability relies on an endowment fund, forthcoming MCA support *through BIOFUND*, and WWF's efforts. However, revenue-generating mechanisms, such as visitor fees, are underdeveloped. While promising foundations have been laid, challenges in community engagement, sustainable financing, and operational delays highlight the need for strategic alignment and long-term planning to ensure APAIPS's success.

JC 3.5 Crosscutting priorities: the programme incorporated EU crosscutting priorities such as gender

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equality, human rights-based approaches, governance, and sustainable resource management. While activities achieved gender inclusion, like some examples of women's leadership in Mount Mabu and patrol roles in GNAP, efforts lacked strategic initiatives for empowerment, such as capacity development, leadership support and access to financial tools. Governance mechanisms were promoted but limited by weak participation and shallow capacities in CGRN (Natural Resources Management Committees) and CONSERVA MABU. Vulnerable groups were addressed inconsistently, and environmental strategies lacked focus, such as vegetation restoration in degraded areas. The evaluation highlights opportunities to expand these priorities and upscale benefits significantly.

Efficiency: Efficiency is supported by a committed management team and a close follow up of contracts, a sound governance body and an effective coordination and dialogue across stakeholders. Programme efficiency however is constrained by several operational delays, unsatisfactory performances of some implementers, logistical challenges, fragmented implementation among components, inadequate planning and low result orientations

Sustainability: While foundational work has been initiated, the programme's long-term sustainability is at risk due to heavy reliance on external funding and inadequate timeline and limited resources with challenges to establish capacities at community level.

EU Added Value: The EU's contribution to international biodiversity governance and innovative conservation approaches is evident. However, missed opportunities in policy dialogue and strategic leadership have limited its full potential.

Conclusions: The PROMOVE Biodiversidade programme sets a landmark for EU Cooperation in Mozambique with a first important intervention at national scale to support biodiversity conservation. EU and partners are actively learning from this experience. The evaluation assesses very positively a two-pronged approach, with a component dedicated to support national conservation governance with ANAC and a second one implemented by BIOFUND supporting three very different pilot experiences, with opportunity to learn from a variety of approaches, ecosystems and capacity levels.

Each pilot addresses both conservation needs and livelihoods of local communities, another positive trait of the set up. Implementation is assured by different mechanisms, all supporting alignment and national ownership.

The programme demonstrates a high degree of relevance to Mozambique's national and local biodiversity conservation priorities and the European Union's development cooperation framework. The programme has successfully initiated activities aimed at addressing biodiversity loss and improving community livelihoods, with the evaluation evidencing meaningful results and good practices for the conservation component.

The Programme is set with ambitious goals, limited resources and short timeline in a context which is particularly challenging. Effectiveness, sustainability and impact opportunities are considerably constrained by several factors, including some design weaknesses and insufficient integration between components. The ANAC component, focusing on compliance with CITES regulations, is addressing an important and relevant issue. However, its contribution to the broader governance of conservation areas remains limited

in strategic scope. Additionally, it has minimal synergies or interactions with the three pilot initiatives, reducing its potential impact on national and local governance.¹

While conservation activities are producing mixed results, with overall satisfactory performances in Gilé Park and some important initial steps are set for Mount Mabu, the livelihood component is unable to achieve its goals as no significant benefits are yet emerging, narrow contributions are provided to conservation efforts and limited opportunities are evidenced for sustainability and future impacts. The effectiveness of the livelihood component is diluted by the selection of a few, non-strategic value chains, such as fish farming and beekeeping. These activities engage a very small percentage of the local population and are unlikely to generate a significant impact on broader livelihoods. Additional constraints include a project-driven approach based on grants, very small scale, very limited reach, low performances and an overall inadequate attention to capacity building.

Recommendations: The evaluation identified ten key recommendations to address the challenges observed and enhance programme effectiveness and performance

A – operation recommendation to strengthen PROMOVE Biodiversidade effectiveness

Recommendation 1: Improved Programme-Level Planning and Result Orientation for the Last Phase of Implementation emphasizes the need to organize a result-oriented, participatory planning exercise early in 2025. The focus should be on refining targets, timelines, and resource allocation to improve the quality of design, effectiveness, and sustainability of each contract. This planning exercise should be aligned with the evaluation findings and on the contract with implementers. Specific areas for improvement include the operational recommendations for GNAP, livelihoods, Mount Mabu and APAIPS (see R3,4,5,6 and 7). This planning mechanism should be revisited annually to ensure continuous improvement. This recommendation is high priority, to be implemented immediately up to March 2025.

Recommendation 2: mobilize technical assistance to support the next phase of implementation addresses capacity gaps and strategic vision limitations. TA services should support ANAC, EU Delegation, and BIOFUND by improving programme monitoring systems, enhancing coordination between components, and fostering dialogue with development partners. Key tasks include visiting implementers every two months, aligning planning frameworks with Recommendation 1, and reinforcing strategic vision and cross-sharing of lessons learned. This is a high-priority recommendation, to be implemented in the short term, by mid-2025.

Recommendation 3: Strengthening ANAC's Governance and Capacity (operational recommendations for ANAC): This focuses on strengthening ANAC's capacity to manage conservation governance effectively. Specific actions include appointing targeted technical assistance (see R2), establishing programme-level monitoring systems, improving delivery according to the Programme Estimate (PE) stipulations, and enhancing coordination with BIOFUND and implementing NGOs. Additionally, ANAC should explore alternative solutions for seized products and prioritize mechanisms for learning and dialogue. This recommendation is high priority, to be implemented within 12–18 months.

¹ The evaluation fully acknowledges the strategic importance of CITES in national biodiversity governance. However, our assessment focuses on the scope and strategic integration of the ANAC component within the Promove Biodiversidade programme. The support provided has primarily involved activity-level inputs (e.g. trainings, travel, workshops), with limited operational linkage to the programme's broader objectives of community-based conservation and pilot site implementation. The evaluation's statement reflects an independent, evidence-based analysis of how CITES-related support contributed within this specific programme context, rather than questioning its global or national significance.

Recommendation 4: Improving GNAP (Conservation Effectiveness operational recommendations for GNAP). Highlight the need to improve salaries and incentives for rangers, upgrade logistics in campsites, and enhance internet access at the park's center. Operational recommendations include the raising of additional funds to implement the Park Management Plan with flexibility to address the gaps identified by this evaluation; an important point will be the development of a strategic fencing plan to address poaching and wildfires; operational plans, supported by business plans will need to be established for tourism and Nokalano Game Reserve. These measures will reinforce GNAP's conservation effectiveness and visibility. This recommendation is medium priority, to be implemented within 12–18 months.

Recommendation 5: Enhancing Mount Mabu Management (operational recommendations for Mount Mabu): advocate for adjusting the [ReGeCom](#) approach to community participation, clarifying joint-management responsibilities among partners, and revising the infrastructure plan to transform the research center into a conservation management hub. Establishing a long-term eco-tourism strategy and addressing immediate infrastructure needs, such as water and electricity, are also critical. Efforts should include capacity assessments of CONSERVA MABU and plans for coffee development in deforested areas. This is a high-priority recommendation, to be implemented within 12–18 months.

Recommendation 6: Strengthening Livelihoods Contracts (operational recommendations for livelihoods contracts): emphasize supporting high-impact value chains like cashew and horticulture, completing fish farming and beekeeping components (delivery of all the equipment, full delivery of capacity development, sustainable access to inputs, linkages to markets), and establishing connections between livelihoods and conservation. Strengthening women's empowerment and promoting nutritional diversity are key priorities, as are realistic, long-term plans for agricultural production. This recommendation is high priority, to be implemented within 6–12 months.

Recommendation 7: Enhancing APAIPS Operations and Community Livelihoods (operational recommendations for APAIPS) emphasize the improvement of effectiveness of law enforcement operations through the channeling of funds, creation and equipping of law enforcement camps and strengthening of community based organizations, as well as improvement of community livelihoods by developing the fisheries value chain, accelerating the implementation of beekeeping, supporting local farmers in the production of seeds and advocacy for the implementation of biodiversity offsets.

B – Strategic recommendations for future cooperation support to Biodiversity

Recommendation 8: reinforce EU value added and policy dialogue for biodiversity conservation proposes increasing the EU Delegation's engagement in biodiversity policy reforms and dialogue at the national and regional levels. By leveraging strategic frameworks such as the Global Gateway and the Team Europe Initiatives (TEIs) — which guide EU engagement and coordination — the EU should actively support governance reforms that enhance transparency and institutional capacity. This includes promoting more efficient national budgeting processes and fostering stronger sectoral commitments to conservation, helping to integrate environmental sustainability into national development strategies. This is a high-priority recommendation, to be implemented in the next programming cycle.

Recommendation 9: improve EU mechanisms to support biodiversity conservation in Mozambique suggests enhancing programme design by ensuring measurable results, financial resource alignment, and feasibility studies. Avoiding compartmentalized contracts, establishing a national programme-level monitoring system, and promoting gender inclusivity and rights-based approaches are also critical. Future

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agreements should focus on performance-based contracts, disbursements and adequate technical assistance. This is a high-priority recommendation, to be implemented in the next programming cycle.

Recommendation 10: Establish a Comprehensive Monitoring System aims to develop a robust framework for tracking progress and facilitating adaptive management. Standardized indicators and data collection processes should ensure coherence across all programme components, enhancing decision-making and programme effectiveness. This is a medium-priority recommendation, to be implemented in the next programming cycle.

Lessons Learnt: As the first initiative of its kind in Mozambique, PROMOVE Biodiversidade offers valuable insights to guide future biodiversity programmes:

- Aligning conservation and livelihoods ensures holistic impact.
- Participatory approaches could enhance relevance and sustainability.
- Clear Targets Improve Results: Detailed operational plans should guide implementation effectively.
- Capacity Building is Critical: Strengthening institutional capacities is vital for programme success.
- Long-Term Vision is Necessary: Biodiversity conservation requires sustained investments and partnerships.

1. INTRODUCTION

This report is the first draft final deliverable of the independent mid-term evaluation (MTE) of the EU-funded PROMOVE Biodiversidade programme in Mozambique. This evaluation is commissioned by the Delegation of the European Union (EU) to the Republic of Mozambique.

1.1 Context

The European Union is strongly committed to biodiversity conservation and has a long-standing partnership with Mozambique, focusing on sustainable development, environmental protection and poverty reduction. The EU has demonstrated significant commitment and effort toward biodiversity conservation at global level through various initiatives and policies. These include the: [EU Agenda for Change](#), [Biodiversity strategy 2020](#), [FLEGT](#), [B4Life](#), [BIOFIN](#), [NATURAFRICA](#). Key publications like “[Larger Than Elephants](#)”, regional actions, and within the [Multiannual Indicative Programme \(MIP\) 2021–2027](#) also underline its dedication. The EU engagement to support biodiversity conservation in Mozambique includes the [Green Deal TEI](#) and the PROMOVE Global and [BIOFUND Programmes](#) backed by the 11th EDF financial commitment. These efforts are complemented by strategic partnerships, contractual agreements, and ongoing support for policy dialogue. PROMOVE Biodiversidade is one of several initiatives under the EU-funded PROMOVE Programme, which aims to foster sustainable and inclusive development in Mozambique. PROMOVE Biodiversidade complements other interventions addressing rural development, climate resilience, and infrastructure improvement. The broader PROMOVE framework integrates projects like PROMOVE Transport and PROMOVE Agricultura, which enhance connectivity and agricultural productivity. Together, these initiatives align with the EU's strategic objectives to boost rural livelihoods, mitigate environmental challenges, and ensure food security while addressing socio-economic inequalities across Mozambique's most vulnerable regions.

Challenges in Mozambique's protected area governance are important, ranging from limited financial resources and capacities, inadequate infrastructure, and conflicts between conservation goals and local livelihoods. Zambézia and Nampula provinces, in central and northern Mozambique, respectively, are ecologically significant due to their diverse landscapes and wildlife. They are home to various protected areas and are crucial for regional biodiversity. Both provinces face pressures from agricultural expansion, deforestation, and resource extraction, which impact their ecosystems and pose challenges for effective conservation management. Local communities in these areas rely heavily on natural resources for their livelihoods, therefore there is crucial need of balance between the conservation efforts and community needs.

1.2 Overview of PROMOVE Biodiversidade

The PROMOVE Biodiversidade programme² financed under the 11th European Development Fund (EDF) with a budget of €13 million, aims to address habitat degradation, overexploitation of natural resources, and biodiversity loss while enhancing socio-economic conditions for local communities.

The overall objective of the PROMOVE Biodiversidade Programme, as outlined in the Financing Agreement, was to protect biodiversity and improve livelihoods in three key geographical areas: Mount Mabu, the Gilé National Reserve (currently Gilé National Park), and the Ilhas Primeiras e Segundas Environmental Protection Area. These areas were selected for their biodiversity

² Decision FED/2019/040-54, and Action ACT D 40054-00

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importance but also for their high/ population density where natural resources are suffering from high pressure from local communities.

The targeted ecosystems are namely coastal and marine, lowland, Miombo forest and Afromontane' forest. The Action Document defines 4 Specific Objectives, (SO) embedded in the 2 project's components:

- **SO1** Strengthening governance frameworks related to natural resource management.
- **SO2** Implementing biodiversity conservation strategies.
- **SO3** Improving community livelihoods within and around these protected areas.
- **SO4** Promoting applied research and participatory studies on natural resource

The initial logical framework was significantly adjusted during implementation to reflect the contractual addenda and to reinforce its coherence with the contracts established with implementing partners/agencies. Key changes to the Specific Objectives include:

- SO1 (Strengthened governance): clear targets were set for compliance with the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) obligations (e.g., legal instruments, reporting), expansion of protected areas, and operational improvements like training staff and developing management plans.
- SO2 (Improved livelihoods): Focuses on increasing the sustainable production of smallholders, enhancing access to clean water, and improving the livelihoods of communities living in protected areas.

The evolution of the Programme intervention logic and Theory of Change (ToC), included and explained in the inception report, is represented by the diagrams in **Annex 5**.

The project has 2 principal components:

- Component 1, covering SO1, is implemented by National Administration of Conservation Areas (ANAC) through a Programme-Estimate (PE) contractual framework.
- Component 2, covering SO2, SO3 and SO4, is implemented by BIOFUND through a direct grant to BIOFUND.³ BIOFUND contracted Civil Society Organisations consortia for the implementation of conservation and livelihood activities:
 - Centro Terra Viva (CTV) signed an implementation partnership agreement with BIOFUND and ANAC to support the Primeiras e Segundas Environmental Protection Area (APAIPS). This contract was discontinued, in 2022, and WWF was contracted in 2023 to follow up the implementation of activities in the APAIPS, in a consortium with AENA and KULIMA
 - Network for Environment and Sustainable Community Development in Zambézia (RADEZA): In July 2021, BIOFUND entered into a subvention (grant) agreement with RADEZA to implement community development activities in the buffer zone of the Gilé National Park (GNAP).
 - International Foundation for Wildlife Management (FFS-IGF): FFS-IGF is involved in the management and conservation efforts of the Gilé National Park under the PROMOVE Biodiversidade Programme.
 - Consortium of WWF, ReGeCom, and RADEZA: responsible for implementing the PROMOVE Biodiversidade Programme in Mount Mabu.

Key stakeholders include national entities such as ANAC (National Administration of Conservation Areas) and BIOFUND, as well as local communities, NGOs, and international donors. Annex 3

³ The grant was awarded to BIOFUND in consideration of the organization's de jure monopoly

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provides the mapping of PROMOVE Biodiversidade stakeholders. The implementation timeline is summarized in table 1.

Table 1: Programme timeline and key benchmarks

Event	Benchmark date
Programme Start Date	December 2019
Official Programme Signature	February 2020
First Financial Allotment	April 2020
First Inception Report Submission	July 2020
COVID-19 Pandemic Disruption Begins	March 2020
ROM Mission	December 2024
CNS meetings	July 2021, December 2022; February 2024
	Next planned on February 2025
Joint Monitoring visit	may-23
Adjustments to Logical Framework	June 2024
Mid-Term Review	November 2024 – February 2025
Expected Programme End Date	October 2026

1.3 Objective and scope of the evaluation

Objective: The purpose of this mid-term evaluation is to provide an independent assessment of the intervention by an external evaluation team. The evaluation supports learning and accountability on results and specifically looks into key factors enabling and constraining the achievement of results.

The global objective of this evaluation is to provide the relevant services of the European Union and the interested stakeholders with an overall independent assessment of the performance of the PROMOVE Biodiversidade interventions, paying particular attention to its different levels of results. The mid-term evaluation intends as well to:

1. Improve PROMOVE Biodiversidade efficiency and effectiveness for the follow up implementation
2. Gather lessons and evidence of best practices that may inform future interventions.

The evaluation assesses the project performance against OECD-DAC⁴ criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact and the EU criterion of added value.

Scope: The MTE covers a period of 48 months, from the Programme start date: December 2019 to December 2024, when the evaluation team completed data collection. The evaluation also considered events and context that may have shaped the Programme before kick-off (including the design phase).

⁴ Development Assistance Committee, Organization for Economic Co-operation and Development

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The evaluation's thematic scope encompasses biodiversity governance in Mozambique and biodiversity conservation in Nampula and Zambezia Provinces and three targeted areas (Mount Mabu, Gilé National Park⁵ - GNAP and Ilhas Primeiras e Segundas Environmental Protection Area – APAIPS), including support to livelihood to adjacent communities.

The intervention's legal scope is defined by: i) The 11th EDF and its financial regulations, ii) The Financing Agreement signed between the Government of Mozambique and the EU FED/2019/040-054, iii) The Programme Estimate under the responsibility of ANAC (1st Component) iv) The Contract established between the EU and BIOFUND, v) Call for Proposal and related projects and vi) contracts signed by BIOFUND with NGOs Implementing partners, Research Consortia and other Partners (i.e. UCM and UNILURIO)

The MTE geographic scope covers all the national territory for the first component (Biodiversity governance) and the following conservation areas (see Map in **Annex 6**):

- Mount Mabu: Located in the Lugela District of Zambézia Province.
- Gilé National Park: Encompasses parts of the Gilé and Pebane districts in Zambézia Province.
- Ilhas Primeiras e Segundas Environmental Protection Area (APAIPS): The marine and coastal conservation area spans the coastal regions of the Angoche, Larde, and Moma districts in Nampula Province and Pebane in Zambézia Province.

The Terms of Reference for the evaluation are attached in **Annex 1**.

1.4 Evaluation methodology

The evaluation adopted a collaborative and transparent methodology grounded in the Theory of Change. During the inception phase, the evaluation team reviewed and reconstructed the Theory of Change, which was subsequently approved by the Evaluation Reference Group. Initial findings were rigorously validated through triangulation with multiple information sources to ensure their reliability. The evidence gathered provided a robust basis for developing the evaluation's conclusions and recommendations.

A mixed method approach is adopted to support data collection and analysis, covering both quantitative methods (i.e. progress indicators to measure effectiveness) and qualitative methods. Data collection tools included documentary reviews, semi-structured interviews with stakeholders (e.g. DUE, BIOFUND, ANAC, implementing partners, local authorities, and beneficiaries), focus group discussions, and field visits to conservation areas and direct observations of programme interventions. This approach is complemented by the analysis of similar biodiversity conservation programmes and reviews of the monitoring system.

Stakeholder consultations and focus groups allowed the gathering of qualitative insights into programme performance, impacts on livelihoods, and conservation practices. Triangulation ensured data reliability by cross-verifying findings from different methods, enhancing the robustness of conclusions and recommendations.

The detailed evaluation methodology is described in **Annex 9**.

⁵ Gilé National Reserve at the time of approval of the project

1.5 Evaluation challenges and limitations

The evaluation faced several challenges and limitations, primarily due to the sensitive electoral period in Mozambique, which affected the availability of institutional partners. Despite these constraints, the evaluation team demonstrated flexibility by carefully planning interviews, ensuring confidentiality, and adapting to the circumstances effectively.

One of the key challenges encountered during the evaluation was the political turmoil affecting Mozambique during the field phase of the work (November 2024). The short timespan allocated to field visits, combined with the difficult access and logistical challenges in reaching remote conservation areas, further compounded the issue. The evaluation team demonstrated professionalism and adaptability by prioritizing evaluation needs while addressing security risks and successfully completing the mission despite these difficulties in both Maputo and the provinces. To mitigate these challenges, the team maintained close coordination with implementing partners and local authorities, carefully assessing security risks throughout the process. For locations deemed inaccessible, virtual meetings were organized, and contingency data collection plans were developed. A second field visit was organized for APAIPS couldn't be reached during the first mission.

The evaluation mission also endured challenging weather conditions. Although, site visits were scheduled before the heavy rains anticipated in late November, the mission was caught by heavy rainfall in the last two days in Mount Mabu. Nonetheless, the field work was completed successfully.

Another significant limitation was the incomplete or unreliable data provided by partners, especially at the outcome and impact levels. This issue was mitigated by clearly detailing data requirements in the inception report and cross-validating information from multiple sources.

Secondary data, such as the ROM 2023 independent report, was leveraged to fill critical gaps. The team had anticipated potential challenges regarding the willingness of local communities to participate in the evaluation process. However, communities, stakeholders and beneficiary groups were highly receptive, engaging openly and enthusiastically in the evaluation, viewing it as a collaborative learning exercise. To build trust and facilitate effective communication, the evaluation team engaged implementers and employed participatory techniques, such as focus group discussions and beneficiary satisfaction monitoring. These measures meant to ensure inclusivity and enhance the reliability of the evaluation findings.

2. EVALUATION QUESTIONS AND FINDINGS

2.1 EQ 1- Project relevance: *To what extent PROMOVE Biodiversidade has been relevant to beneficiaries' and key stakeholders' needs and priorities?*

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The PROMOVE Biodiversidade programme is highly relevant to national priorities, institutional needs, and international commitments, aligning with Mozambique's Five-Year Government Plan, biodiversity strategies, and the Sustainable Development Goals (SDGs). It supports biodiversity conservation, sustainable resource management, and rural development, addressing gaps in governance, institutional capacity, and community engagement.

While the programme addresses beneficiaries' needs for alternative livelihoods and improved living conditions, relevance to local population has been diluted by the small-scale and fragmented interventions with minimal reach. The Programme aligns well with EU Cooperation priorities, particularly in fostering sustainable rural development and biodiversity protection

Judgement Criterion (JC) 1: Relevance to national priorities, targeted institutions' needs, strategies and plans for protected areas and to plans for local communities.

The PROMOVE Biodiversidade programme demonstrates strong alignment with national priorities, the needs of targeted institutions, strategies and plans for protected areas, and local community priorities.

At the institutional level, the programme is closely aligned with the objectives, needs and priorities of key stakeholders, including the Ministry of Land and Environment (MTA), ANAC, MIMAIP, BIOFUND, and provincial and district government authorities. All interviewed stakeholders at National, Provincial and District levels expressed a clear perception and a positive appreciation of the programme's relevance. The programme is aligned and contributes to the priorities of Five-Year Government Plan, of Mozambique in particular to priority 3 – Strengthening the sustainable management of natural resources and the environment.

The review of key national biodiversity strategies, such as Mozambique's National Biodiversity Strategy and Action Plan (NBSAP)⁶ and the National Climate Change Adaptation and Mitigation Strategy⁷ confirms that the programme fully aligns with Mozambique's national strategic priorities. PROMOVE Biodiversidade directly supports Mozambique's commitments under the Convention on Biological Diversity (CBD) by addressing the core objectives of biodiversity conservation, sustainable use of natural resources, and equitable benefit-sharing derived from biodiversity. It also contributes to achieving the Sustainable Development Goals (SDGs) by supporting sustainable management of natural resources (in marine and coastal ecosystems – SDG 14 in terrestrial ecosystems – SDG 15), enhancing resilience to climate change impacts (SDG 13), end poverty (SDG 1), end hunger, achieve food security and improved nutrition and promote sustainable agriculture (SDG 2), achieve gender equality and empower women and girls (SDG 5) and ensure sustainable consumption and production patterns (SDG 12),

The programme addressed critical gaps in institutional capacity, governance frameworks, and community engagement in biodiversity conservation. By focusing on protected area management,

⁶ Mozambique's National Biodiversity Strategy and Action Plan (NBSAP) emphasizes the importance of enhancing protected area management and sustainable use of biodiversity resources

⁷ The National Climate Change Adaptation and Mitigation Strategy highlights the need for integrating climate resilience into local governance and community engagement

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sustainable resource use, and participatory conservation, it aligns with ANAC's mandate and its strategic plan 2015 – 2024⁸ and BIOFUND's⁹ role in financing biodiversity protection.

District and provincial authorities highlighted the programme's integration of biodiversity objectives into local governance, reflecting decentralization policies outlined in the Local Development Strategy.

The programme also promotes sustainable agriculture, alternative income sources, and participatory conservation practices, demonstrating pertinence and relevance to both environmental protection and poverty alleviation. These activities align with Mozambique's Rural Development Strategy¹⁰ and ANAC's priorities for community-based conservation.

However, at the local level, while the programme aligns with plans for conservation areas and buffer zones, the absence of clearly defined development and conservation plans¹¹ significantly weakens its relevance to local priorities. In the case of APAIPS, although the intervention is meant to reduce pressure on fisheries and other coastal and marine resources, the evaluation found no clear linkage between inland communities' support in Pebane, and conservation goals set up for this conservation area.

JC 2 Relevance to targeted population Needs and priorities

PROMOVE Biodiversidade is relevant to the needs and priorities of the targeted population. Across all the communities visited, there is a strong and urgent need expressed by local populations to improve their living conditions and to find alternative sources of earnings, as their livelihoods have been and or will be affected by a decreased access to the natural resources of the protected areas.

The review of the programme activities evidenced in general their full relevance to beneficiaries' needs. Few exceptions have been evidenced by the evaluators visits and exchanges with targeted farmers: in the livelihood component the e-voucher system, FAO registration, and access to certified seeds did not align with small-scale farmers' needs. FAO registration was not a priority for farmers, as it did not provide immediate benefits or address their pressing concerns. E-vouchers were unnecessary, as farmers preferred direct support or traditional market access over digital transactions. Additionally, certified seeds are too expensive and often unsuitable for the local farming conditions.¹²

⁸ ANAC's strategic plan underscores governance in protected areas and Mozambique's obligations under CITES to combat wildlife trafficking and illegal trade (ANAC Strategic Plan 2020–2025).

⁹ The programme addressed critical gaps in institutional capacity, governance frameworks, and community engagement in biodiversity conservation. By focusing on protected area management, sustainable resource use, and participatory conservation, it aligns with ANAC's mandate and its strategic plan 2015–2024. It also supports BIOFUND's evolving role as a conservation trust fund increasingly focused on innovative financing mechanisms, resource mobilization, and effective disbursement strategies, as articulated in its strategic plan 2023–2027.

¹⁰ The Rural Development Strategy highlights the role of sustainable livelihood improvement in reducing environmental pressures in conservation areas (Rural Development Strategy 2020–2025).

¹¹ The evaluation evidenced lack of adequately developed territorial plans for the buffer zones of PNG, Mount Mabu and APAIPS. Only PNG developed so far, with the Programme support, a comprehensive management plan for the protected area (Plano de Maneio, 2024). The evaluation assesses the Programme as fully pertinent to this plan.

¹² Evaluators note: support to certified seed is assessed as marginally relevant to farmers priorities, as certified seed are too expensive for targeted farmers and farmers will be able to exploit only a portion of their potential productive potential. Improved adapted seed for local multiplication would offer a mechanism more adapted to farmers' needs.

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Despite this alignment, the programme's response to address these needs has been fragmented, operating on a small, non-strategic scale. Interventions have reached only a minimal proportion of the target population (in some cases as low as 1%), with minimal and delayed benefits and limited replication across communities. These factors significantly weaken the programme's relevance to local priorities.

JC 3 Relevance to EU Cooperation Priorities in Mozambique

The PROMOVE Biodiversidade Programme aligns with [the European Union's National Indicative Programme \(NIP 2014-2020\)](#) and [MIP 2021-2024](#), particularly within the Rural Development sector. This alignment is evident in the programme's emphasis on biodiversity conservation and sustainable livelihoods, which directly contribute to enhancing food security, nutrition, and rural competitiveness¹³. PROMOVE Biodiversidade' objectives of conserving biodiversity and promoting sustainable livelihoods in Mozambique's key ecosystems directly contribute to these goals. By supporting the management of protected areas and involving local communities in sustainable resource use, the programme addresses the NIP's aim to improve food security and nutrition status, as well as enhance rural competitiveness. Additionally, efforts to combat wildlife trafficking and promote inclusive sustainable livelihoods align with the NIP's emphasis on fostering inclusive and sustainable development models.

2.2 EQ 2 –Coherence: To what extent does the PROMOVE Programme fit and interact with other EU policies, initiatives, and projects, both within Mozambique and externally?

The PROMOVE Biodiversidade programme aligns with EU policies, including the Green Deal, Biodiversity Strategy for 2030, and GCCA+, as well as international initiatives like AFR100 and the Blue Action Fund, focusing on biodiversity conservation, climate resilience, and sustainable livelihoods.

Although designed to complement initiatives like MozBio and PROMOVE Agribiz, its operational capacity to establish meaningful synergies with other programmes, particularly in agriculture and local development, has been limited. Some continuity with past conservation efforts was achieved, but overall collaboration and shared frameworks should be improved.

JC 1 Coherence with other EU or international initiatives in the Region or in Mozambique

PROMOVE Biodiversidade demonstrates a strong coherence with EU global and regional initiatives promoting environmental, climate, and development priorities. It focuses on community-

¹³ Sections of the EU National Indicative Programme (NIP) for Mozambique (2014–2020) that support the relevance of the PROMOVE Biodiversidade Programme include: i) Section 3.3 – Focal Sector 1: Rural Development; This section highlights the EU's priority to "enhance food security, nutrition, and rural competitiveness" while promoting sustainable management of natural resources. ii) Section 3.3.1 – Specific Objectives; Under Rural Development, the NIP specifies objectives to improve resilience and sustainable management of natural resources while enhancing rural economic opportunities. iii) Section 3.3.3 – Expected Results; This section outlines expected results such as "improved sustainable management of natural resources, better integration of biodiversity conservation in rural economies, and enhanced community involvement." protected areas, combating wildlife trafficking, and engaging communities contribute directly to achieving these outcomes.

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driven biodiversity conservation, is aligned with and supports the EU Green Deal¹⁴ with emphasis on nature-based solutions for climate resilience and sustainable development.

- The intervention contributes to the EU Biodiversity Strategy for 2030 by supporting the restoration of degraded ecosystems, the preservation of biodiversity, and the sustainable use of natural resources, directly supporting the strategy's objectives.
- The programme also adds to the EU Global Climate Change Alliance (GCCA+) by integrating climate adaptation measures, particularly through the protection of biodiversity-rich areas that serve as climate buffers.¹⁵ Both initiatives promote resilience-building in vulnerable communities while supporting sustainable development
- At regional level PROMOVE Biodiversidade aligns with initiatives like the African Forest Landscape Restoration Initiative (AFR100)¹⁶ and Blue Action Fund¹⁷ emphasizing the conservation, restoration and sustainable livelihoods in coastal and marine ecosystems.

JC 2 Linkages to other programmes and sectors that affect livelihoods and biodiversity

The Action Document foresees opportunities for complementarities and synergies with other EU Programmes and international initiatives, such as MozBio, the Landscape Programme, and the Forest Investment Programme (FIP). It also foresees collaboration with civil society programmes like PAANE II and the Global Climate Change Alliance+ (GCCA+).¹⁸

The Programme successfully provided continuity to previous initiatives financing conservation efforts in Mount Mabu (e.g., initiatives implemented by *Iniciativas de Terras Comunitárias* – iTC and Justiça Ambiental), GNAIP (e.g. several initiatives implemented by IGF, COSV, Etc Terra, among other organizations) and APAIPS (e.g. the Blue Action Fund and Global Fund for Coral Reefs). However, the implementation contracts (between the EU and BIOFUND and subcontracts of BIOFUND with implementing partners) did not actively pursue or capitalize on synergies and complementarities with these initiatives. The evaluation did not evidence significant synergies and or collaboration with other EU-funded programmes, such as Justiça Ambiental in Mount Mabu, PAANE II, or MozBio.¹⁹

¹⁴ The EU Green Deal is a comprehensive strategy aimed at making Europe climate-neutral by 2050, focusing on reducing greenhouse gas emissions, protecting biodiversity, promoting sustainable energy, and fostering a circular economy to ensure a green and inclusive transition

¹⁵ Example: APAIPS effort to restore mangrove ecosystem to mitigate coastal erosion

¹⁶ The African Forest Landscape Restoration Initiative (AFR100) is an effort to restore 100 million hectares of deforested and degraded land in Africa by 2030, promoting climate resilience, biodiversity, and sustainable livelihoods.

¹⁷ The Blue Action Fund as a funding mechanism that supports marine and coastal conservation initiatives, focusing on biodiversity protection, sustainable livelihoods, and climate resilience in developing countries, particularly in vulnerable coastal regions. "The action is designed to "fill the gaps" and optimize complementarities with on-going actions during the period of its design, especially with the programmes supported by the World Bank (MozBio project in the former GNR, Landscape programme and Forest Investment Program (FIP) programme), with the IGF project and the EU-funded project in the former GNR (ending in December 2019), WWF-CARE alliance at APAIPS, and Justiça Ambiental, Alliance Earth/BOM in Mount Mabu. Potential synergies are also foreseen between this action and other prospective EU 11th EDF rural development and civil society programmes (PAANE II), as well as with the future support to Climate Resilience from the Global Climate Change Alliance + (GCCA+), targeting the same provinces (but not necessarily the same districts).

¹⁸ Action Document Action Document for "Biodiversity Actions for Mozambique under 11th EDF - PROMOVE Biodiversidade", section 3.2 Complementarity, synergy and donor coordination:

¹⁹ Note of the evaluators: During the implementation of PROMOVE Biodiversidade, MozBio was no longer supporting GNAIP, and it focused in other conservation areas.

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Moreover, limited interactions and shared governance frameworks were established with PROMOVE Agribiz, despite overlapping geographical areas, (GNAP buffer zones and Mount Mabu). The EU and BIOFUND supported the establishment of links with FAO and PROMOVE Agribiz in GNAP buffer zone and in Mount Mabu, under the assumption that common goals would be beneficial to PROMOVE Biodiversidade.²⁰

Overall, PROMOVE Biodiversity capacity to establish meaningful synergies with other interventions in related sectors, such as conservation, agriculture development, agro-processing, value chain development, ecotourism, infrastructure and renewable energy, has been very limited or absent.

While alignment with EU and regional priorities exists at a strategic level, the operationalization of partnerships and shared governance frameworks can be greatly improved.

2.3 EQ 3 – Effectiveness: To what extent has the intervention contributed to expected results related to conservation governance framework and for the three targeted areas?

Effectiveness is assessed for each of the 4 areas of intervention²¹ established under the programme PROMOVE Biodiversidade: Support to ANAC (SO 1, EQ 3.1), Gilé National Park (SO 2, EQ 3.2), Mount Mabu (SO 2, EQ 3.3), APAIPS (SO 2, EQ 3.4); an additional section is dedicated to the analysis of crosscutting priorities (EQ 3.5)²².

²⁰ Common goals of the two Programmes include: i) the enhancement of sustainable agricultural practices, 2) the strengthening of local resilience and 3) promotion of community-bases management of natural resources

²¹ Each of the 4 Projects correspond to a main contract established under the Programme, with and specific responsibilities delegated to implementers. In the context of this evaluation the words project or intervention are used as synonyms

²² The evaluation framework for analysis of effectiveness is aligned to the adjusted logical framework and contract amendments approved in June 2024 (see Annex)

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The PROMOVE Biodiversidade programme has contributed partially to expected results related to conservation governance frameworks in the targeted areas, but its overall effectiveness is mixed across the four components.

- 1) **Strengthened Conservation Governance:** The programme supported key national conservation instruments, including Mozambique's compliance with CITES regulations and capacity-building initiatives for ANAC and stakeholders. Achievements include the approval of updated CITES regulations and improved reporting capacities, such as internal preparation of NIRAP reports. However, the design lacked a strategic approach to governance, and challenges such as weak integration with other programme components, limited funding, and capacity gaps hindered greater progress. Synergies between ANAC and BIOFUND were not effectively leveraged.
- 2) **Targeted Conservation Areas:**
 - **Gilé National Park (GNAP):** Significant efforts in infrastructure, surveillance, and wild-life reintroduction improved park management and anti-poaching efforts. However, community livelihood support was poorly integrated with conservation activities, and issues like poaching, wildfires, and human-wildlife conflicts remain persistent challenges.
 - **Mount Mabu:** Progress toward establishing a community-managed conservation area included boundary delineation, basic facilities, and participatory governance structures. However, very weak capacities of local Communities and CONSERVAMABU, delayed implementation, and fragmented support for sustainable livelihoods limited effectiveness.
 - **APAIPS:** Early results indicate progress in strengthening institutional capacity, community awareness, and enforcement mechanisms. The recruitment of enforcement officers is a key achievement, but gaps in financial sustainability and alternative livelihood support remain significant barriers.
- 3) **Crosscutting Priorities:** The programme incorporated gender equality, human rights, and sustainable natural resource management, but efforts were limited in scope and impact. While some progress was made in gender equality and promoting environmentally friendly practices, broader initiatives to address strategic issues, such as land restoration and inclusive governance, were insufficiently prioritized.

The programme delivered notable contributions to strengthening governance and conservation in targeted areas but has been constrained by limited strategic integration, underfunding, and fragmented livelihood support. Long-term effectiveness will require addressing structural gaps, enhancing community participation, and fostering sustainability in governance and livelihoods

JC 3.1 Effectiveness of the project to strengthen ANAC Governance

The support to ANAC provided meaningful contributions to important conservation governance instruments, including the National Ivory and Rhino Action Plan (NIRAP), the MIKE (Monitoring the Illegal Killing of Elephants) programme and the Elephant Trade Information System (ETIS). Progress has been noted in developing legal instruments aligned with CITES, enhancing Mozambique's compliance and reporting capacity. The Mozambique's CITES Regulation, harmonized with the CITES Secretariat, was approved by the Council of Ministers in December 2024. This is a crucial step for the upgrade of the country's legislation to CITES's Category I. The capacity-building activities have strengthened ANAC's institutional framework, providing training

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to government officials and stakeholders at national, province and district level on CITES protocol compliance. Through training, the project contributed to the increase in ANAC's reporting capacities.²³ However, the Component had a limited impact on strengthening conservation governance at national and at local levels. While the Action Document initially identified ANAC as a key component, the intervention primarily offered budgetary assistance for activities of limited strategic value. The programme design and the contracts implemented with BIOFUND, and its implementing partners did not establish adequate linkages between national efforts and the pilot projects in Zambézia and in Nampula. The evaluation found scope for improved integration of ANAC Component with BIOFUND implementation and opportunities for accrued support in areas related to capacity-building, sector coordination, decentralized management and improvement of conservation enabling environment, reforms and governance.

Challenges such as ANAC leadership changes, institutional coordination, staff turnover, changes of ANAC's staff involved in the implementation of the project and limited human and technical resources hindered more substantial progress.

This Component reduced a state financial gap, by financing activities related to specific areas of ANAC mandate, particularly supporting the alignment to Mozambique commitments with the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES).

However, the design of the Component included the immediate needs at that moment, it did not specifically aim at strengthening the conservation governance at national and or at local levels through a systemic and comprehensive approach.

Formulation has been inadequate, lacking the assessment of ANAC capacities and gaps, analysis of its implementation capacity and risks, the adequacy of timeline and of financial resources to expected changes, overlooking the need of specialized support of technical assistance to support capacities and financial implementation.

The design did not capitalize on the opportunity to build synergies with other Programme Components for the three targeted areas. The Component design did not tackle with the risk of duplicating responsibilities for implementing conservation activities between ANAC and BIOFUND and did not find adequate solutions to build synergies across the two organizations.

The Component design did not seize the opportunity to promote a strong and strategic partnership of the EU and the International Community with ANAC to leverage funding for biodiversity and reforms and support at macro level the improvement of the enabling environment with national strategies, legislative and regulatory framework that in the long term may have impacted on Mozambique biodiversity and conservation.

The Component does not include a mechanism for monitoring changes related to national and local governance and the achievement of Programme results. The following paragraphs evidence progress achieved for the subcomponents at national (JC 3.1 a) and local levels (JC 3.1 b).²⁴

²³ For instance, currently ANAC is preparing NIRAP reports internally, overcoming the previous challenge of dependence on external consultants.

²⁴ These findings are supported by the evaluation team review of ANAC progress reports, interviews with ANAC staff and interviews with EU Delegation staff. Also, the analysis is supported by information gathered at local level across the three targeted areas.

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The evaluation has found evidence of progress in strengthening the governance framework at both the national and local levels. Additionally, there has been some development in improving co-management models.²⁵

R.1 Governance framework at National level

At the national level, advancements include the upgrading of the regulatory framework, capacity-building for CITES stakeholders, and improvements in inventory systems and storage facilities.

Upgrading the Regulatory Framework²⁶ As a result of the programme's support, Mozambique's updated CITES regulation, harmonized with the CITES Secretariat, was officially approved by the Government of Mozambique.

As part of capacity-building efforts, the Eduardo Mondlane University (UEM), designated as Mozambique's CITES Scientific Authority, received training in the procedures and preparation of Non-Detrimental Findings (NDF). This improved national capacity enabled the completion of NDFs three timber species²⁷ which were subsequently included in Annex II of CITES during COP19. However, compliance with NDF requirements remains constrained by the absence of an updated²⁸ comprehensive national census of flora and fauna species²⁹. Additionally, full compliance will require additional steps, delaying the country's reclassification to CITES Category I. CITES requested an NDF also for the African blackwood (Pau preto, *Dalbergia melanoxylon*) and the elaboration of a conservative quota for Mozambique, emphasizing the need for additional scientific capacity. This and other unmet requirements, delay the country's reclassification to CITES under Category I.

Under the Monitoring the Illegal Killing of Elephants (MIKE) programme, progress is registered in the three MIKE sites.³⁰ Twelve reports on the implementation of MIKE have been submitted to the Convention from 2020 to 2023, corresponding to one report for each site per year. Reports on the progress on the implementation of NIRAP as well as the report on the Elephant Trade Information System (ETIS) for 2022 and 2023 have also been submitted to CITES. According to ANAC, reporting quality and compliance to the reporting calendar have been improved within ANAC through the support from the programme.

An inter-ministerial dialogue group has been set up forwarding permanent policy dialogue; however, dialogue remains segmented across political, administrative, and scientific levels with need of further integration. The programme supported the development of two important documents of national coverage:

- *Normas complementares de mecanismos de gestão das áreas de conservação comunitária*

²⁵ These findings are supported by the evaluation team review of ANAC progress reports, interviews with ANAC staff and interviews with EU Delegation staff. Also, the analysis is supported by information gathered at local level across the three targeted areas.

²⁶ The Action Document expected under this result the full implementation of CITES regulations and systematic compliance, including finalizing standard operating procedures (SOPs) and achieving CITES Category I status.

²⁷ Chanfuta/pod mahogany – *Azelia quanzensis*, Umbaua/Red Mahogany – *Khaya Nyasica* and Umbila/African teak – *Pterocarpus angolensis*

²⁸ The existing national flora and fauna census are outdated

²⁹ Last elephant census in Mozambique was completed in 2018. The next census is planned for 2025 with possible support of the Swedish International Development Agency (SIDA).

³⁰ Limpopo National Park, Magoe district – Magoe National Parks and Chintopo unit of Tchuma Tchato community programme and Niassa Special Reserve

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- *Regulamento de Parceria de Gestão Colaborativa das áreas de Conservação (Decreto nº 52/2024, de 18 de Julho*

Key outstanding challenges limiting further progress include:

- A limited budget and slow implementation mechanisms (see further analysis under EQ 4, efficiency).
- Additional scientific support is needed for broader species coverage.
- Lack of a national biodiversity census to support NDF compliance and broader species coverage.
- Need to establish an archive for institutional knowledge.
- Finalize the institutionalization of the Scientific Authority.³¹

Capacity Building of CITES stakeholders; a range of training activities were undertaken under this result:

- Capacity building on CITES, with training sessions (ranging from 3 to 5 hours each), implemented at provincial level. Training was carried out with the support of local environmental services³² and the coordination with province Governors and State Secretary, municipalities and district authorities. Training reached so far 881 participants (73,4 % of the revised target),³³ including government officials, customs officers, natural resources and environment protection police, Attorney/prosecutors, immigration officers, border police, national services of crime investigation and community leaders. The training covered the CITES provisions and the regulations. This capacity development exercise is positively appraised by ANAC officials, including positive outcomes related to improved coordination at local level, increased awareness and capacities for CITES and positive visibility and appreciation of ANAC at local level;³⁴
- Set up of 5 groups of scientific authority; Two scientific committees (plant committee and animal committee) were established across four universities (UEM, UP, UniZambeze and UniLúrio), covering the three geographic regions of the country (south, central and north), enhancing the scientific foundation for implementing CITES. The increase in the number of universities involved ensured country-wide representation and domestication, expanded the capacity to generate scientific knowledge required to provide advice for decision making by the Administrative Authority (AA). The Scientific Authority is led by Eduardo Mondlane University (UEM). However, its institutionalization remains yet to be completed through the provision of appropriate office space and basic resources for the operation of the office.
- Participation in CITES national coordination events; under this item the Programme supported 1-day Commission meeting
- Set up of a Permanent Secretary of the Scientific Authority (SA) linked to the National Commission. The full achievement and consolidation of these results requires the strengthening of the SA through its institutionalization.
- A postgraduate course for an ANAC technician in Andalusia School was cancelled, reportedly for limited flexibility of the Programme
- Mentorship: the first one was implemented and a second one cancelled
- Support meetings of Committees for plants and animals
- Support to ANAC's participation in Permanent Committee for the Conference of Parties (COP 19) of CITES

³¹ Regulation approved in December 2024

³² Serviços Provinciais do Ambiente (SPA)

³³ Initial target of 2000 trainees was later reduced to 1200 (Interview with ANAC).

³⁴ Ibidem

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- Support to participation in SADC and African Union meetings, preparatory activities and regional and continental coordination and harmonization in decision making regarding CITES implementation

Overall, these activities are considered valuable and contribute positively to building capacities for CITES compliance and allow ANAC to implement part of its mandate. However, their impact on enhancing national conservation governance seems limited and not sufficiently focused on long-term effectiveness.

ANAC shows how capacity development was not accompanied by the monitoring of outcomes and how the scope of training activities is significantly limited by financial resources.

Improved Inventory Systems and storage facility; To address past incidents of theft of seized ivory, this initiative aimed to establish secure storage facilities, purchase necessary equipment, implement digital security systems, and create an inventory of poachers' seizures. While the initial plan was to set up three storage facilities, budget cuts led to the downsizing to a single regional facility. Despite this limitation, some progress has been recorded, including the safe collection and cataloguing of 2,610 kg of ivory and 68 kg of rhino horns. Additionally, procedures for handling CITES products are being developed, with a consultant engaged to finalize standard operating procedures for this purpose.

The collection, inventory, cataloguing, and secure storage of ivory and other CITES-related items are expected to reduce their vulnerability to theft. However, slow mechanisms and procedural delays have hindered timely progress in achieving these outcomes.

The reliance on additional storage facilities as a primary approach to address theft appears to have limited effectiveness. Alternative strategies, such as the destruction of seizures³⁵ the implementation of a DNA inventory and tracking system (see analysis in **Annex 10**) were not explored in the programme design, leaving critical gaps in addressing the underlying challenges comprehensively.

Note: Reportedly the possibility of destruction of ivory and horns seizures was not pursued for lack of consensus at political level. However, this lack of political consensus in a context of significant governance and transparency gaps, may be interpreted as an indicator of limited political engagement to biodiversity and conservation goals.

The EU Cooperation may question whether its financial support to store facilities may be counter-productive in its quest of building of a stronger national engagement in the pursuit to halt poaching and ivory trafficking.

R. 2 Governance framework at local level

At the local level, this component was meant to promote community participation in Conservation Areas management also through the creation and strengthening of Management Councils and

³⁵ Several African countries have conducted public ivory destruction events to combat elephant poaching and the illegal ivory trade showing commitment to wildlife conservation. Notable examples include Kenya: In 1989, Kenya held the first ivory burn, destroying 12 tons of ivory to signal its commitment to elephant conservation. The largest event occurred in 2016, with the incineration of 105 tons of ivory; Chad: In 2014, during the 50th anniversary of Zakouma National Park, Chad burned a ton of elephant tusks to discourage poaching. Nigeria: In 2022, Nigeria destroyed approximately 2.5 tons of seized ivory in Abuja, marking its first ivory crush to combat the illegal ivory trade.

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Committees to increase local involvement in decision-making and governance of conservation areas. However, this result, which falls under the responsibility of ANAC, was not directly linked to the BIOFUND component or the pilot initiatives in the three conservation areas. This design gap significantly limited the potential to upscale PROMOVE Biodiversidade' experiences at the local level. Additionally, it constrained opportunities to strengthen ANAC's ownership and commitment to governance frameworks and partnership models within these areas.

Community Engagement. A key result of the programme was the support to the design of “*Normas complementares de mecanismos de gestão das áreas de conservação comunitária*” approved by the Minister of Land and Environment. This document is meant to guide the relationship between local communities, the State, private sector and development partners through a community management structure that will improve communication and participation of local communities in decision making. The preparation of this document was preceded by visits of ANAC's staff to Namibia and Botswana to share experiences of community engagement in conservation. To avoid overlapping with implementing partners in other programme pilot areas, ANAC concentrated community engagement activities in the APAIPS. Activities included the revitalization of community resource management committees (CGRNs) and dissemination of conservation practices for some 300 participants.

Improved models of co-management: The Action Document anticipated the development and implementation of co-management frameworks and partnerships in multiple conservation areas.³⁶ Under the revised logical framework, a directive on co-management was approved by the Council of Ministers *Decreto nº 52/2024 – Regulamento de Parceria de Gestão Colaborativa das áreas de Conservação*), providing a framework for partnerships between the public and private sector, civil society organizations and local communities in the management of conservation areas. The ongoing discussion of the co-management agreement for GNAP and the effort to find a co-management partner for APAIPS are guided by this document. The delays in reaching an agreement between ANAC and IGF is affecting negatively the management of the PNAG, by reducing the motivation of IGF to raise funds for the park.

Key challenges include minimal participation in decision-making processes, insufficient community awareness and engagement, and limited ownership. The costs and benefits of community engagement should be more clearly presented to local communities to support informed decision-making and foster genuine participation. Capacity-building efforts have been shallow, with inadequate resources and a persistent gap in financial sustainability.

While these co-management models have contributed to improved governance structures in some protected areas, their scalability and potential for long-term impact remain uncertain.

Also, this result lacks measurability and monitoring of outcomes.

JC 3.2 Effectiveness of the component in GNAP (Gilé National Park)

Overall Assessment: The Programme supported over a period of over 3 years a remarkable 20-year effort of the international NGO FFS-IFG, in partnership with ANAC, to finance and improve conservation services in GNAP. The Programme financed an important portion of the costs over

³⁶ Partnership models have been developed with the support of USAID (source: ANAC)

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this period, making significant positive contributions to the conservation efforts in Gilé National Park (GNAP), including through enhancements in infrastructure, patrol services, wildlife reintroductions and research. The programme achieved improving operational capacities, promoted (to a limited scale) communities' awareness and engagement, and initiated a sustainable management plan. The integration of modern ecological monitoring systems and investments in infrastructure and training have positively impacted in park services for biodiversity conservation and anti-poaching efforts. The effectiveness of the Component has been limited by a disconnection of the community development component from GNAP management and conservation, compounded by the very limited scope, non-strategic efforts and low performances of the support to targeted communities to improve their livelihoods for conservation purposes.

Ongoing studies are positively appraised and need to be capitalized and used to support evidence-based policy making and management decisions.

Persistent challenges including poaching, uncontrolled fires, miombo degradation, limited increase and sightings of wildlife population, human-wildlife conflicts, financial sustainability, limited opportunities for tourism development underscore the need for different approaches for long-term strategies.

R.1 Improved structures, capacities, management plans and services

Significant progress was achieved with the development of GNAP infrastructures and facilities:

- **Infrastructure:** Completion of a 65 km southern boundary road and the construction of bridges over Rio Nwoto and Rio Malema. These developments have significantly enhanced accessibility within the park, particularly during the rainy season, allowing for uninterrupted patrols and monitoring.³⁷ The new infrastructure also plays a critical role in clearly delineating the park southern boundaries, contributing to a better understanding of local communities of protected areas.³⁸
- **Facilities Development:** Major upgrades include the installation of a digital radio communication system, electrification of patrol posts powered by solar energy and the construction of staff housing at the Musseia camp. These improvements contribute to more effective patrol, coordination among patrol teams and improved living conditions for park personnel, leading to improved patrolling and conservation services.³⁹
- **Water Access:** Musseia Camp was supplied with a new water system including borehole, water tower, pumping powered by solar energy and water pipeline, allowing a consistent and clean water supply, addressing a critical operational need.⁴⁰
- **Wildlife:** A major effort of wildlife repopulation was the translocation of 200 buffaloes (2024), establishment of the ramp, road repair and bridge improvements completed to facilitate this effort. The effort was accompanied by awareness of building local communities, close monitoring of the buffalo population (10% of buffaloes had installed tracking devices) and organization of rapid patrols interventions whenever buffaloes would reach bordering

³⁷ Sources include: IFG progress reports, BIOFUND reports, presentations to CNS and evaluation team visit to infrastructures in GNAP, interviews with Park management and staff, observation and focus group discussion with park surveillance team

³⁸ Evaluators note: Park management and local communities adopt a narrative that part of the poaching problem derives by an unclear definition of park boundaries. While the evaluation has no element to probate or refute this hypothesis, it appears unrealistic that local communities established since generations in the area may not know exactly the boundaries.

³⁹ Ibidem

⁴⁰ Source: Reports, interviews and evaluation team inspection and use of water facilities

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communities. The translocation was completed with 1% of animal casualties, underlying a positive performance for a particularly complex operation.

- **Preparation of a Management Plan, business plan and internal regulation for the Park.** The document offers a comprehensive and flexible framework to develop a strategy and operational action plans. Some aspects need further development, particularly long-term strategy for eco-tourism development; financial plan and business plan, cost benefit analysis for strengthening the physical external boundaries of the park (strategic fencing) and detailing internal regulations. The management plan was approved by the Ministry of Land and Environment in December 2024.

Opportunities and Challenges: Exchanges with GNAP Management evidence concerns related to:

- Positive trend of exchanging poaching tools with farming tools (SCAMBIO)
- Records of illegal activities decreased from 252 (2023) to 150 (2024), a positive indicator of effectiveness of conservation services
- Opportunity for improvement of the dialogue between ANAC senior management (at national level) and BIOFUND.
- Need for follow up of ANAC strategic Plan 2015 – 2024, including stipulations related to the surveillance plan for GNAP and the community development plan within GNAP management plan.
- Raise of wildfire and additional need of monitoring and fire control mechanisms
- Need to study costs and benefits for strategic fencing
- Concerns about lack of effectiveness of BIOFUND contract for livelihood support in buffer area
- Follow up meetings and support to magistrates
- Escalation of human-wildlife conflicts in the buffer zone and beyond
- Lack of meetings of CGRNs to prepare the participation in CONGEP meetings and limited feedback from the community representatives at CONGEP to other CGRNs, which creates the perception of limited inclusiveness of CGRNs in this park management advisory body
- Need for follow-up support (accommodation, rations, equipment, vehicles) for the recently recruited 30 staff for surveillance. The investment required is estimated at approximately € 100,000.00.

R.2 Improved patrol and surveillance Services; PROMOVE Biodiversidade has been effective in the improvement of GNAP patrol and surveillance services. Results include:

- Recruitment, training and equipment of surveillance staff. The increase of the number of law enforcement officers will strengthen the capacity of surveillance that is needed to protect the biodiversity of the park, including the recently reintroduced wildlife. Law enforcement services, traditionally reputed as an area of work for men, now include also women.
- Purchase of surveillance vehicles and motorbikes
- Modernization of surveillance and digital monitoring – a result assessed as a very satisfactory achievement - allowing informed patrol planning, real-time monitoring of patrolling teams and monitoring of movements of wildlife species (elephants and buffaloes) equipped with tracking devices from an operation room in the park's headquarters in Musseia. This system also supports an improved response of the park to human-wildlife conflicts, although this still needs significant improvement to manage the increasing incidence of these conflicts

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- Improved access and southern boundary delimitation (see result 1)
- Improved coordination with the judicial system. The building of awareness of magistrates about the conservation law improved the prosecution and sentencing of environmental crime cases. The challenge is that trained magistrates are often transferred to other provinces or districts, which creates the need of continuous training and sensitization programs to staff of justice administration institutions.
- Support to surveillance operational costs

Overall, the evaluation observed a remarkably well organized and professionally managed surveillance crop, and outstanding accomplishment result of many years of support to GNAP, to be largely credited to the joint efforts of ANAC and FFS-IGF and the positive contributions of the Programme. A focus group discussion with surveillance services evidenced aspects most appreciated by rangers as well as areas for improvement, findings summarized in table 2.

Table 2: Strengths of support to surveillance systems and areas for improvement

Strengths	Areas for improvement
<ul style="list-style-type: none"> • Highly appreciated support from IGF • PROMOVE Biodiversity support to: <ul style="list-style-type: none"> - Infrastructure, access roads, water - Communication radios - Capacity building - Mulela well 	<ul style="list-style-type: none"> • Low salaries (perceived in general as excessively low, with guards earning 6,826.95 MZN (€100.00), less than the national minimum wage of public servants set at 8,758.00 MZN (€127.00), is a key constraint for the surveillance team). The salaries of law enforcement officers range from 9,980.55 MZN (€144.00) to 17,738.05 MZN (€257.00). This salary is within the range of salaries applied in other conservation areas of the country. • System of financial incentives such as rewards for outstanding performance (e.g. apprehension of perpetrators of environmental crimes or their equipment) • Improvement of infrastructures in outposts (some staff were sleeping in tents for over three years) • More water pumps • Need for additional equipment (for instance binoculars, improved tents for outposts and camping material) • Need for continuous capacity building to provide law enforcement officers with updated approaches, techniques and skills to deal with evolving strategies of perpetrators of environmental crimes (e.g. training and equipment for crime investigation) • Need to develop counterintelligence • Decentralization of law enforcement planning and implementation through the establishment of a northern section camp to assist the outposts located in this region of the park • 1 more vehicle to support law enforcement operations in the northern section of the park • Additional techniques for fire detection, including the installation of fire detection and monitoring unit using

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Strengths	Areas for improvement
	<p>remote sensing, as outlined in the park management plan and in the report of the wildfire study</p> <ul style="list-style-type: none"> • Increase number of signposts and warnings along the main roads of the park • Boreholes and water systems in outposts • Park's guards not equipped with uniforms and boots • Need to expand the access road infrastructure • Continuous awareness and capacity building of judiciary institutions to reduce the effect of staff turnover in these institutions in the handling of cases of environmental crime

Source: Evaluation focus group discussion with GNAP surveillance services (13 November 2024)

The Park has been gathering evidence of a reduction in illegal activities. Also, the surveillance staff monitoring points to an increased number of wildlife sightings (direct and indirect).

Performance indicators of these services include:

- Conducted 274 foot-patrols and 104 vehicle-patrols, covering over 27,000 kilometers in the second half of 2023
- Confiscation of Illegal Tools: Services seized 235 traps, 77 snares, and multiple illegal hunting and fishing implements
- Monitoring Technology: Transitioned to real-time tracking systems using CyberTracker and Earth Ranger software

R.3 Sustainable Financing Mechanisms: Establishing sustainable financial mechanisms remains a critical component of the programme. While significant progress has been made, key challenges persist. Progress includes:

- **External Partnerships:** Collaboration with BIOFUND, FFS-IGF, and ANAC has been instrumental in securing financial support beyond the programme's duration. These partnerships aim to bridge gaps in funding and ensure continuity of conservation activities. The Programme allowed the financing of a critical transition period for the FFS-IGF to negotiate with ANAC a co-management agreement spanning over a 10-year period ⁴¹
- **National budget allocation and increased patrol personnel:** The recruitment and training of an additional 30 rangers will significantly improve the operational capacity of GNAP, enabling more comprehensive patrol coverage. The appointment of new rangers, with salaries paid by the State, represents a milestone showing national commitment to GNAP, improving patrolling and chances for long term environmental sustainability through the protection of biodiversity from anthropogenic threats such as poaching, uncontrolled fires, illegal fishing, illegal logging, illegal mining, among others. Currently, the State only covers the wages of five staff members (three law enforcement officers, one head of law enforcement and one park administrator)
- **Resource Mobilization:** With PROMOVE Biodiversidade support, BIOFUND and the EU contributed to identifying external funding opportunities, such as the Millennium Challenge Corporation (MCC) and Millennium Challenge Account (MCA) project Coastal Livelihoods and

⁴¹ These negotiations, by December 20124 were ongoing (sources ANAC and IGF). A concern is that a failure in reaching a co-management agreement will result in a setback in conservation results achieved, due to lack of funding to cover park management costs.

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Climate Resilience (CLCR).⁴² The effort is positively appraised in consideration of a proactive approach to diversify funding sources, a strategy adopted over the past decade by IGF and ANAC to secure GNAP operations.

After 20 years of external support, reliance on external funding remains very high, with positive but partial integration of national budgetary support, lack of tourism revenues and absence of short- or medium-term prospects for tourism development. Key constraints for tourism development include high costs of flight ticket, bad roads, low wildlife visibility, limited marketing of tourism potential of the park, inadequate tourism infrastructure and services inside and in the periphery of the park, among others.

R.4 Community Engagement and Awareness; Community engagement was intended to become a central focus of the programme, but its effectiveness has been low also in consideration of i) the disconnection of the contract between RADEZA and BIOFUND from the ANAC – FFS/IGF Park management set up,⁴³ ii) the very limited scope of community governance and awareness building and iii) shallow results achieved so far by this component. Activities included:

- **Logistical support to Park Management Council/CONGEP.** PROMOVE Biodiversidade covers the costs (transport, refreshment, stationery, etc.) of two annual meetings of the CONGEP, a body established by the Conservation Law⁴⁴ to allow the participation of stakeholders from district government authorities, local communities, civil society organizations and private sector in decision making regarding park management.
- **Support to Community Governance:** The revitalization of Community Natural Resource Management Committees (CGRNs) has been a positive achievement, providing local communities with a structured platform to participate in resource management. Capacities of CGRN are very weak as evidenced by exchanges with the evaluation team. The need to revitalize previously established CGRN structures suggests their project driven nature and limited sustainability.
- **Awareness Campaigns:** Targeted environmental education initiatives have raised awareness among CGRN members (and to a limited extent to other community stakeholders) about the importance of conservation and school pupils and teachers integrated in environmental clubs created and supported in the buffer zone of the park.

However, these efforts have been very narrow in their scope, primarily focusing on the revitalization of select CGRN groups, in general a cluster of 50 people within communities ranging more than 1000 people. These groups have limited authority and representativity across the community. Participation of members is often motivated by the opportunity to seize project-driven

⁴² The CLCR project will focus on supporting the development of sustainable livelihoods in the buffer zone of GNAP and APAIPS

⁴³ Evaluators' note: Community engagement was intended to be central to the programme but it has been ineffective. This is attributed to a disconnection between RADEZA and BIOFUND's contract from the ANAC – FFS/IGF Park management setup. The evaluation team's exchanges with Park Management and the RADEZA Team revealed the following key issues: i) RADEZA is working with 13 selected CGRN (Community Natural Resource Management) groups, but this process does not involve the GNAP-appointed focal person ii) The GNAP focal person is likely intended to ensure coordination with broader park and conservation management efforts iii) Park Management is not involved in decision-making, implementation, or monitoring of the programme's livelihood component. This means that RADEZA's activities on livelihoods are disconnected from ANAC – FFS/IGF's conservation and park management work. The lack of coordination creates a fragmented approach, where livelihood interventions do not align with conservation priorities.

⁴⁴ Lei nº 16/2014, de 20 de Junho, alterada e republicada como Lei nº 5/2017, de 11 de Maio -.Lei de Protecção, Conservação e Uso Sustentável da Diversidade Biológica

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benefits. CGRNs, activated over the 3 years span of project, are not articulated with IGF long term support to community awareness' and capacity building.

The evaluation visits evidenced significant underlying tensions amongst bordering communities, particularly amongst youth (see example in box below)

Note: Lessons on Community awareness, CGRN support and tensions with youth groups

The limited effectiveness of CGRN set up was evidenced during the evaluation visit to a community bordering with the southern limit of the Park. While the group was showing to the evaluation team the work achieved with a local nursery for the restoration of degraded forests and the local farmer field school, a conflict was arising between the park rangers and a group of the community' youth, as the rangers seized some illegally harvested wood and bicycles from the youth. The youth, angered by the seizure, expressed their frustration by attacking, destroying and burning the nursery installations set up by the community CGRN members. This unfortunate episode provides an important lesson, highlighting the critical limitations of the current narrative that supporting CGRNs may slow or halt poaching and other illegal activities within the Park's boundaries. A deeper reflection needs to be encouraged, whereas stopping illegal activities must not be the outcome of a calculus of short term benefits for a small group of people, but as the result of the respect of a norm in support of conservation goals, defined in agreement with all the community.

Conservation stakeholders and community members should consider how the long-term respect of the norms need to rely on i) a larger scale awareness, ii) adequate mechanisms to secure Park boundaries, controlling illegal activities and human-wildlife conflicts, such as fencing of specific boundary sections, iii) effective measures to mitigate conflicts and iv) impactful and sustainable strategies to improve livelihoods

Several examples show how awareness, enforcement, conflict resolution, and livelihoods must be integrated for long-term conservation success: In Namibia, the Community-Based Natural Resource Management (CBNRM) program has increased awareness through local governance structures (*WWF Namibia, 2021*), while in Kenya's Mara Conservancies, revenue-sharing models secure park boundaries and illegal activities (*Conservancy Development Programme, 2020*). Mozambique's Niassa Reserve has implemented conflict-mitigation measures through ranger-community collaboration (*Wildlife Conservation Society, 2019*), and Rwanda's Volcanoes National Park promotes sustainable livelihoods via tourism revenue reinvestment (*Rwanda Development Board, 2022*).

R.5 Increased availability of studies and research on conservation areas; Research and knowledge dissemination were supported by PROMOVE Biodiversidade as a strategy to contribute to evidence-based conservation strategies in GNAP. Overall results have been positively assessed. Key studies included:

- **Study on wildfires:** A study focused on the analysis of fire regime on the park's ecosystem. An important result of the study is that fires do affect not only the park periphery but their frequency and extent in the center of the park is alarming, as 47% of the Park is affected by a high frequency of wildfires and that several plant species of the miombo ecosystem do not reach adult stage. The result allows the zoning of the park for decision making and fire management.
- **Monitoring of Mammals:** The study points how the Park's medium and large herbivores population is slowly increasing, including duikers and the reintroduced buffalo. This may offer opportunities for the expansion of carnivores.

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- **Demography and Conservation:** The study covers the relationship between local population dynamics and conservation outcomes exploring how human activities interact with ecological systems. The study found during the first campaign of data collection and analysis that the population growth of the buffer zone is more than double of the documented in official statistics⁴⁵, which is likely to result in high pressure on the Park's natural resources, mainly through organized poaching. The study also documented a 50% reduction of early pregnancy among girls of the buffer zone when comparing data collected in two campaigns, taken 12 months apart.
- **Study dissemination:** In November 2024, a seminar was organized in Naburi (village in the buffer zone of GNAP) to share the results of the wildfire with stakeholders, including park's authorities, local communities and local government.

BIOFUND established a virtual library for sharing research findings.

Meetings and seminars organized by PROMOVE Biodiversidade also support sharing research results, experiences and explore synergies and opportunities for collaboration among researchers. The programme scheduled for February 2025 for a national event for study dissemination, aimed at sharing results and their management implication, but also fostering informed participation in park governance.

The final study's findings are expected to be disseminated through scientific publications, student's thesis, policy briefs and websites of ANAC, BIOFUND and the Academia. The dissemination effort also needs to consider which national platforms should be supported to promote effective and sustainable dissemination of research related to conservation areas.⁴⁶

A follow up step is the integration of the studies and their findings in the Park Management Plan and in the Operational Plans. Also, studies can offer lessons and evidence-base for conservation policies at national level. The studies have also contributed to the training of BSc and MSc students, contributing to the increase in national technical capacity.

However, the limited involvement and ownership of national ANAC authorities in these studies, contracted by BIOFUND, may dilute the effectiveness of contributions at national level.

R.6 Adoption of sustainable and diversified mechanisms of production, harvest and income generation are likely to improve in medium term livelihoods of local communities, including for women and vulnerable groups

This component was contracted by BIOFUND to RADEZA; the contract with RADEZA brought in the opportunity to work with an organization with a well-established record of development and environmental work in the provinces. Positive features of RADEZA for the implementation of the contract with BIOFUND include its strong linkages with all local institutions and local administrations, its active presence at national and international level, a pro-active management and a positive record of projects implemented in the area. Also, RADEZA boosted specific experiences in the contracted activities, including strengthening of CGRN, Farmer Field Schools, Beekeeping, fish farming and reforestation.

⁴⁵ Instituto Nacional de Estatística (INE). 2017. IV Recenseamento Geral da População e Habitação. Maputo, Moçambique

⁴⁶ A research strategy for ANAC is being developed, funded by a France Development Agency (AFD) project implemented by BIOFUND.

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The effectiveness of this component is appraised as not satisfactory in view of lack of concrete benefits emerging for targeted communities and the disconnection of these activities with conservation efforts in the park. Below the analysis of factors constraining the effectiveness of livelihood support in GNAP buffer zone:

- **Fragmented Approach:** The fragmented and non-strategic nature of the Component for improved livelihoods resulted in disjointed activities targeting a small percentage of beneficiaries rather than providing a cohesive, well-integrated framework for economic and social development of the targeted area. The evaluation evidences the need for an inclusive and strategic Territorial Plan (Plano de Ordenamento Territorial) for the buffer area, to be aligned with GNAP management plan
- **Limited Scale of Operations:** Activities are restricted to only few (13) Communities and within these only targeting members of Community Natural Resource Management Committees (CGRN), representing only a tiny fraction (less than 1%) of the local population. This narrow scope excludes other key community groups who could play a crucial role in achieving conservation goals. The project's evaluation acknowledges that limited funding and the short project timeline constrain the scope and reach of livelihood support results. However, this rationale should support the formulation of a more strategic approach. The approach of starting with a small group of beneficiaries to later replicate the benefits to reach more community members did not materialize.
- **High Dependency on Subsidies:** The intervention is heavily reliant on project grants, which contributes to reinforcing a well-established culture of dependence on projects and donations, limiting scalability and sustainability. Everything is donated by the project; the evaluation evidenced in several cases a passive approach in absence of project support.
- **Lack of integration with park operations and other Initiatives:** This Component has been implemented with lack of integration with GNAP Conservation Component (contract BIOFUND – FFS/IFG) and absence of synergies with other interventions. However, there is a planned approximately €300,000 addendum to support FFS-IGF in implementing community livelihood focused conservation activities for the follow up phase after completion of the MTE.
- **Slow and ineffective support to agriculture, fish farming and bee keeping:** The project is still in an experimental phase: following three years of implementation only one agricultural campaign has been piloted in 10 Farmers Field Schools.⁴⁷ Fishponds and chicken/broiler producers; while a few techniques are being tested, there is yet a lack of benefits for producers. There is no progress in beekeeping apart from initial negotiation with private sector to support production and purchase honey. Costs and benefits for suggested techniques are not calculated and compared; clear guidelines and operational frameworks are lacking, delaying the effective deployment and scaling of these initiatives. To date, RADEZA project has delivered very few tangible benefits to local communities as less than 20% of the few targeted households report some direct benefits from the project: the evaluation visited 10 different groups related to farmers field schools, nurseries, bee keeping and fish farming. In only 2 cases some partial benefits have been evidenced by beneficiaries.
- **Inadequate approach to value chain development:** While the project has supported some activities with economic potential, such as cashew phytosanitary treatment, these efforts remain partial and incomplete due to lack of a strategic value chain approach. Cashew

⁴⁷ Note: Some seeds and implementing tools have also been provided to farmers (source evaluation team exchange with farmers and project staff, project communication (January 2025) ; the project and farmers report as well that “el niño” may have contributed to negative impacts on yields - although the evaluation visual observation around Mount Mabu did not provide evidence of significant effects of drought on crops for 2024 season)

processing has reached 50 farmers, but without commercialization pathways, the intervention has not generated substantial income gains.

- **Focus on equipment delivery rather than on capacity building:** in almost all visited communities RADEZA after three years of implementation started a delayed delivery of some equipment and small infrastructures (i.e.: fishponds ⁴⁸ or aviary); however, the project did not start the capacity building of beneficiaries, suggesting a limited understanding of the time and efforts required to promote transformational changes in livelihood support.
 - **Satisfactory consultation but lack of participation in decision making:** Although RADEZA development approach is founded on extensive beneficiary consultation, the evaluation found lack of evidence of participation of beneficiaries to decision making processes; this mechanism may undermine the establishment of self-development capacities while consolidating a culture of project-driven, top-down development.
 - **Absence of microfinance mechanisms:** There are no microfinance facilities to promote self-development or entrepreneurship within communities. Initiatives such as microcredit programmes have not been implemented, limiting opportunities for local enterprises to grow and contribute to the broader conservation economy.
 - **Insufficient focus on women and vulnerable groups:** Women and vulnerable groups have not received adequate attention or targeted support within the project. Participation rates of women in CGRNs are at 20%, far below the intended target of 40%. Additional training and incentives are needed to close this gap.
- Revitalization of the Nokalano Association:** The Nokalano Association has been revitalized as part of the project, but key activities related to the “hunting concession” or “Coutada” initiative have not yet started⁴⁹. For instance, the project is still waiting for an operator to lead the implementation, delaying progress on this critical component. Without strong leadership and operational clarity, the association’s potential impact remains unrealized. Following a long interview with the association, the evaluation assesses capacities of the association as very low and inadequate to support the development of Community hunting concession. Under the new agreement being negotiated by IGF with ANAC, IGF proposes to play a proactive role in developing the hunting concession business and support in the process of identification of a hunting operator. ⁵⁰

JC 3.3 Effectiveness of the component in MOUNT MABU

Contextualization of the assessment of Mount Mabu Project: The assessment of Mount Mabu’s project demands the analysis of the complex context, shaping both the challenges and opportunities influencing the achievement of results:

- **Geographical isolation and limited access:** Mount Mabu’s remote location, precarious access roads and lack of other economic infrastructure, more than in the other sites, poses logistical challenges for implementing conservation activities, monitoring progress, and engaging communities in conservation and development of livelihoods

⁴⁸ Fishponds implementation started in 2022 - the drought affected the 2022 to 2023 production but over 720 Kg were harvested (Source: Progress reports and BIOFUND communication to the evaluators, January 2025)

⁴⁹ The lack of an operational plan and leadership structure has stalled efforts to engage with 300 community members expected to benefit from the Coutada initiative (Interview with Nokalano members)

⁵⁰ Under the new agreement being negotiated by IGF with ANAC, IGF will play a proactive role in developing the hunting area business and support in the process of identification of a hunting operator (Source: BIOFUND communication to the evaluators, January 2025)

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- Isolation is compounded by the heavy rainfall (over 2000 mm) when during about 7 months most activities are severely limited and access to the mountain terrain road is almost prohibitive
- Ecological and scientific value: As part of the inselberg network across Mozambique and Malawi, Mount Mabu is a critical biodiversity hotspot with a valuable scientific and eco-tourism potential.
- Absence of a formal protected status
- Community pressures and interests: neighboring communities traditionally depend on Mount Mabu's resources, placing significant pressure on its ecosystem. However, their willingness to define borders and collaboration offered significant opportunities to the project.
- Very low community capacities: Limited capacities in governance, resource management, and conservation practices among local communities are a critical bottleneck
- Environmental degradation in areas adjacent to the proposed conservation area: The severe degradation threatens the conservation area and the livelihoods of surrounding communities.
- Consortium-driven implementation: The intervention relies on a consortium of three NGOs, each contributing with specific expertise

R.1 Improved structures, management plans and services; Partial progress was achieved to establish the foundation for the community-based conservation and sustainable management of Mount Mabu:

- Community Engagement and Delimitation: Community consultations were extensively conducted to define and georeferenced the boundaries of the proposed conservation area with the four bordering communities.⁵¹ This supported community ownership of the conservation initiative. These activities included producing cartographic maps and a final draft of the conservation area layout.
- Proposal for formal designation of Mount Mabu Conservation Area (MMCA): the proposal to create a 9,300 ha of rain forest, was submitted to ANAC in August 2024, awaiting approval by Minister of Land and Environment. This is a milestone toward formalizing conservation efforts and lays the groundwork for further environmental protection activities. The creation of this conservation area will reduce the representation gap of Afromontane forests in the current Mozambique's conservation areas network.
- Participatory Inventory and Mapping: A participatory inventory of about 250 points of touristic, cultural, and socio-economic interest was conducted, a positive result of the community-driven approach.
- Set up basic facilities for conservation management, research and visitors; a camp with essential services (including water, electricity, and communication) was established to support research and visitor activities. This includes 10 camping tents, a gazebo, 20 solar-powered lamps, and a kitchen kit capable of serving 15 people.
- The layout for a permanent center has been finalized, and topographical data has been collected to guide construction. However, no progress is yet recorded for construction of a permanent structure⁵². Progress on facilities has been very limited and basic compared to plans, the contract budget and the need to ensure core services.

⁵¹ Nvava, Ndavo, Ndoda, and Nangaze

⁵² The explanation provided by the Consortium is that the delay is largely due to the high cost of the construction. However, the evaluation concludes that issues of design, financial mechanisms, inadequate planning of delivery and management are all factors that have contributed as well to the delays incurred

Note: The research center; The future structure, defined as a “research center” has been planned and designed without the participation (intended as active involvement in decision making) of beneficiary communities and does not cover the needs for a community-managed conservation area. The evaluation points that Mount Mabu does not need an expensive permanent research facility while it urgently needs the set up for a Community Managed Conservation Center.

Logistics and facilities are currently very basic and split across two centers, one on the outside and one on the inside of the proposed conservation area. In both cases the infrastructure developed is assessed as not adequate to the project goal and the needs of a community-based protected area.

Capacity Building: local facilitators were trained in using mapping tools to identify and georeferenced points of interest within the Mount Mabu forest and surrounding communities. While the progress in mapping and infrastructure development has been notable, capacity development is yet at a very preliminary stage, with very low capacities established at all levels. The evaluation proves that capacity development, particularly in the context of Mount Mabu should be considered a long term transformational process that may require many years, even decades.

This result has yet a weak relevance in the context of Mount Mabu as the Conservation Area has not been established. This result aims to establish a functional community-based monitoring system to enhance conservation and resource management efforts. Facilitators have been trained in data collection techniques, and tools such as phones and tablets have been provided. Although the groundwork for a patrol and monitoring service has been initiated, this system remains in its infancy and requires further structuring, capacity development and ownership.

Despite the training provided, local capacities for effective patrol and the management of a monitoring system are not yet established. The monitoring service has yet to evolve into a fully functional system, with critical gaps in operational frameworks and institutional support.

R.2 Sustainable financial mechanisms in place A collaborative effort amongst BIOFUND, the European Union and the project consortium has been actively promoting the mobilization of additional financial resources. A partial achievement has been the acquisition of funds by [ReGeCom](#) from the Rainforest Trust. However, this covers only a minimal portion to what will be needed to establish in the long term a sustainable community managed conservation area. The intervention so far explored only to a very limited extent alternatives that may contribute to the generation of future financial inflows, including for instance: i) seeking a regional programme to support Mulange Mountain – Mount Mabu and other inselbergs ii) develop a long-term strategy plan (and capacities) for eco-tourism development, iii) identifying partners willing to be associated for long term collaborative efforts, iv) accelerating the formal contribution of a national protected area and seek for opportunities for mobilizing national resources ⁵³, v) exploring opportunities of support from EU Partner States and other international financiers vi) establish collaborative partnerships with other NGOs and private sector working in Mount Mabu area, vii) develop local strategies and plans that may contribute to boost sustainable management of local forests with revenues for local populations (for instance promoting coffee production under forest canopy).

⁵³ Evaluators’ note: The proposed community conservation area will not receive national/government resources. Government resources are only channelled to conservation areas managed by ANAC

The potential for ecotourism is largely due to the scenic landscape, biodiversity and cultural values. However, the development of this activity is constrained by the lack of an enabling environment, including the difficulties in reaching Mabu (bad roads, airflight costs and connections, etc.) and the lack of basic facilities and services at local level. These aspects need yet to be explored and developed.

R.3 Communities increased awareness and capacities on participatory management of natural resources

The project made some progress toward this result, contributing to building the capacity and awareness of communities for the establishment of a community managed conservation area in Mount Mabu. ReGeCom phased approach is positively appraised also in consideration of its participatory nature and alignment with project goals. However, this approach, meant in theory to work when a very long timeline is available, in the context of the project short period, proves strong practical limitations, as it does not adjust the need to deliver results within the duration of the contract, ensuring tangible benefits and trust-building already within project year 1 and 2 of implementation.

The evaluation evidences a limited effectiveness (i.e. the capacity to achieve expected changes) of the methodology pointing to the need to shift from a theoretical approach to a practical implementation plan, tailored on project expected results, timeframe and financial resources. Effectiveness is constrained by ambitious targeting, as the intervention targets its limited resources on a relatively large number of communities (11) over a broad area of very difficult access. Considering that only 4 Communities have a direct border with the prospected conservation area, a more conservative targeting could have strengthened the effectiveness of capacity development and local governance mechanisms.

Progress toward results included:

- Community engagement and awareness: Intensive sensitization campaigns were conducted across the 11 targeted communities, promoting ownership and building a sense of environmental stewardship within local populations. The work has been capillary. However, effectiveness is still limited, in consideration that community engagement is often motivated by perceived opportunities of benefits deriving from a project rather than real ownership⁵⁴. The effort needs to be continued and sustained in the long term. There are emerging signs of community support to conservation and a reduction of illegal activities such as poaching. However, without alternatives to unsustainable use of land and natural resources, the long-term sustainability of conservation is uncertain
- Establishment of local governance structures: local governance set up is being shaped with the formation of community facilitators, community committees, the participatory delimitation of proposed conservation area borders for four neighboring communities and the creation of the CONSERVAMABU association, representing all 11 communities surrounding Mount Mabu. These steps represent significant milestones in establishing a community-led conservation framework. While communities and the association are formally established, with internal organization and regulatory mechanisms, in practice capacities, ownership and engagement are yet very incipient. Despite partial achievements, the capacity of governance structures remains weak, hindering meaningful participation in decision-making processes.

⁵⁴ Meetings with several local communities evidenced a limited sense of ownership and very low capacities at all levels (November 2024)

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- Community facilitators were elected and trained, and CONSERVAMABU initiated capacity-building activities to support governance and decision-making.

Result 1.4 Increased availability of studies and research on conservation areas

The project made significant steps in enhancing the visibility and scientific understanding of Mount Mabu through dedicated studies, research, and communication efforts. These activities have successfully positioned Mount Mabu as a site of international interest while deepening knowledge about its unique biodiversity and natural resources. Progress includes:

- Scientific expeditions and international visibility: Three scientific expeditions have been conducted, yielding valuable insights into Mount Mabu's biodiversity. Particularly the production of a BBC documentary proved meaningful in bringing Mount Mabu visible to an international audience
- Hydrological Studies: preliminary findings from a comprehensive study (not yet completed) on water sources, hydropower potential, and overall hydrological capacity provide important data for future strategies and water resource management.
- Knowledge-sharing platform: plans are underway to establish a platform for organizing and sharing research results. This initiative will ensure accessibility to scientific findings, facilitating collaboration and furthering conservation efforts.

Local communities have been positively associated with expeditions and studies, including through the support of guides and with some dissemination of result studies. However, the very limited capacities, understanding and ownership of the communities and of the governance structures hampers strategic contributions in terms of decision making for future developments. Participation at this stage is perfunctory, limited to a formal but shallow association to project activities.

R. 1.5 Communities Empowered in Sustainable and Diversified Livelihood Technologies

Activities, under this result, were aimed at empowering communities in adopting sustainable and diversified livelihoods with a focus on women and vulnerable groups; while some progress has been achieved, overall several challenges limited considerably progress, including the lack of a strategic approach, very small scale of efforts, delayed implementation (only 1 agricultural campaign supported after three years of implementation); by the time of the evaluation no tangible benefits are yet emerging for targeted communities.

Positive progress of this component includes:

- The project achieved a positive gender balance across its activities, ensuring inclusivity and prioritizing women's empowerment in its activities
- Participatory identification of values chains to be supported by the project. All livelihood activities, being implemented or in a planning stage, were selected by the communities
- Farmers Field School (FFS) ⁵⁵ emerged as a valuable platform for collective learning. The mechanism has facilitated knowledge sharing among community members, promoting improved agricultural practices. Government extension officers from SDAE have also been trained by FAO in improved agricultural practices, which created an opportunity to expand project benefits to farmers beyond Mount Mabu, positively supporting sustainability. The training also aimed at ensuring that the extension officers could continue providing technical assistance after the project end. Horticultural production has, on a very small scale, contributed to diet diversification and generated some limited income for 138 beneficiary

⁵⁵ In Portuguese: Escola na Machamba do Camponês (EMC)

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households.⁵⁶ However, the late initiation of FFS activities and the tiny scale of the operation limited its potential to support impacts. Evidence needs yet to be provided that FFS accrued benefits will balance the increased costs met by farmers, including labour provided by beneficiary households. The diminished rainfall experienced in 2023, as a consequence of El Niño, reportedly affected crop and seed production in Gilé. In Mount Mabu, maize production only began in the 2024/25 season. The evaluation team did not find evidence that irrigated vegetable production in Mount Mabu was significantly affected by the reduced rainfall patterns associated with El Niño.

- Agricultural diversification. A nursery with 20,000 citrus plants has been established, showing some progress in agricultural diversification and potential future improvement of household nutrition and income. However, the distribution of these plants to the community has also yet to commence further delaying opportunities of impact.

Initial steps in apiculture have seen the identification of beneficiaries, training, acquisition of beehives and the establishment of essential infrastructure, such as apiaries. While these efforts lay a foundation for beekeeping, an important activity for income generation, nutrition and protection of forests, considerable work remains to establish capacities⁵⁷, market linkages and ensure the sustainability of these activities at an adequate scale.

Challenges for the set-up of livelihood component include:

- Small scale and very limited outreach: initiatives, including FFS and apiculture, operate on a very small scale, limiting their benefits to few small groups (e.g., some 25 members each pertaining to four committees). There is no upscaling of benefits to a larger number of community members.⁵⁸
- Delayed delivery of promised tangible benefits has affected overall effectiveness but also eroded the trust established with the communities.
- Small nurseries have been established but with limited emphasis on native plant species and diversified fruit production.

⁵⁶ Interviews with beneficiaries pointed that each farmer gathered limited number of vegetables (in average about 1 bag) in general for family consumption with very small surpluses sent to the market.

⁵⁷ Capacity development should embrace practical training on hive management, bee behavior, and honey harvesting. Technical support should include hive construction using local materials, disease prevention, and colony maintenance. Market access training is vital for sustainable income and community-based knowledge-sharing networks

⁵⁸ Evaluator Note: the group represents a small fraction of community members (FFS multiplication mechanisms tend to be very slow and need long term external support; upscaling needs to be based on evidence of good results for at least 3 to 5 campaigns. The rate of adoption can range between 10 % to 15 % per year (that is for 130 farmers some 15 or 20 news may adopt eventually the good practices); sustainable mechanisms need to be put in place; expected results need to be based on realistic (low) expectations. While early adoption efforts are visible, actual upscaling and impact require time, continuity, and enabling conditions — none of which are sufficiently present in this case.

The evaluation agrees that the principle of Farmer Field Schools (FFS) is indeed to promote the broader adoption of improved practices. However, the evaluation assesses realistic, evidence-based opportunities of likely outcomes within the timeframe and scale of this programme .While 200 participants may correspond to around 1,000 community individuals (considering household size), this figure does not equate to 1,000 direct adopters or beneficiaries of sustainable impact. In contexts of subsistence farming, the adoption of new practices is typically slow, and requires repeated cycles of observation, trust-building, and demonstrated benefit, often over 3 to 5 agricultural campaigns. Literature and field experience suggest annual adoption rates among non-participant farmers are often in the range of 2% to 10%. In the case of Promove Biodiversidade, the testing of key crops like maize only started in 2024/25 , meaning there is no time to observe consistent results, adaptation, or wider replication before the programme ends. Without long-term support or structured scaling mechanisms, it is unlikely that any meaningful or sustained impact at community level can be achieved within the current project cycle.

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- Experimental nature of farmer field schools and absence of outcomes; several technologies are proposed with limited understanding of costs and benefits. For instance, sowing in rows may provide some benefit in production, but with accrued costs in labour. No analysis and comparison of costs and benefits is carried out to support a technological choice.
- Several FFS plots are abandoned after one season, diluting opportunities for learning and capitalization.
- In several cases, on sites visited by the evaluation, inputs are delivered late for two consecutive years, in relation to the start of the sowing season/first rains, which results in lower yields. By the third year of implementation, seed and input supply are still being delivered too late for the agricultural campaign, after the onset of rains.
- E-vouchers and Input supply: the system of registration under FAO database and issuance of e-vouchers is assessed as not relevant to needs and priorities of local farmers; the system is not effective and lacks sustainability (see EQ 6), particularly in the conditions of remoteness of Mount Mabu.
- The introduction of certified seeds is assessed as not relevant to local farmers' needs, as certified seeds are too expensive and not affordable; also certified seed can hardly express the genetic potential under the low input agriculture and hand laboured plots around Mount Mabu.
- On the other hand, the setup of local informal multiplication for improved seeds has not been considered by the project.
- Environmental restoration: despite extensive deforestation in the area, no concrete strategies, plans or actions have been taken to restore the thousands of hectares of degraded land, most of it featuring steep slopes and lack of vegetation cover; considering the existing environmental degradation linked to slopes and intense rainfall, this appears as a critical gap in the project approach. The established tree nursery (about 20,000 trees) may produce plants to cover as little as 10 to 20 has; the nursery does not include native species, only a few species of exotic fruit trees.
- Fish farming. Potential sites for the opening of fishponds have been identified. However, there is no progress in this activity. There is no certainty regarding the source of production inputs for the feasibility of this activity in Mount Mabu. Although SDAE services have mobilized a local extension service with specific competences in fish farming, in consideration of the very difficult access to the area, the difficulty to access fingerlings and fish food and the absence of an established practice and farmers' know-how of fish farming, the evaluation assesses negatively the opportunity to establish successful fish farming businesses with small scale farmers, with the support and within the timeline of the project.
- Important value chains with opportunities for local population, including coffee and small animal species, have not been considered by the project.
- The lack of targeted interventions for vulnerable populations and nutrition-specific programming undermines the goal of inclusive development.
- The project did not consider the participatory development of a territorial development plan to address community needs, a tool to promote long-term ownership of sustainable livelihoods strategies.

The limited duration of the contract necessitates a strategic focus, prioritizing high-impact activities within the available timeframe and an urgency to produce results and establish some level of sustainability.

JC 3.4 Effectiveness of the component in APAIPS

Contextualization of the assessment; The evaluation of the APAIPS component must consider its unique contextual factors and challenges. As the component has only recently started, its progress and impact remain in the early stages of implementation. The initial contract with CTV was discontinued, necessitating the establishment of a second contract with WWF, which was only signed in June 2023. This transition period may have delayed the full operationalization of planned activities and created gaps in continuity.

The contractual arrangement between BIOFUND and WWF, supported by the active engagement of the beneficiary conservation area, provides a collaborative set up for biodiversity conservation. WWF's extensive experience in conservation work strengthens the component's implementation capacity, offering expertise in managing complex projects and engaging with stakeholders. WWF entered a consortium with AENA and KULIMA for these NGOs to lead the community livelihoods component by developing agriculture and value chain of fisheries products, respectively.

APAIPS focuses on maritime and coastal conservation. It faces threats such as high fishing pressures, destructive fishing gears, deforestation of mangroves and other coastal vegetation types, slash and burning agriculture, expansion of settlements and climate change related disasters. The presence of well-structured community-based organizations (CBO) is a key strength, as they facilitate grassroots participation and local stewardship of natural resources. The intervention of these organizations is limited by the lack of legal power to enforce the law (arrest or fine to perpetrators of environmental crimes), restricting their intervention to community sensitization and awareness building about conservation. These CBOs are currently weakened due to deteriorating conditions following the conclusion of the Conserve the APAIPS project, funded by the Blue Action Fund (BAF), highlighting the need for renewed support.

The evaluation considered the promising institutional setup and community engagement with the challenges posed by delayed implementation, high pressures on terrestrial/coastal and marine natural resources, and gaps in financial resources.

R.1 Improved structures, management plans and services

The evaluation evidences an effective implementation of the new contract, with visible progress emerging already after the first 8 months of implementation, enhancing services, capacities, plans, and infrastructure. Progresses under this result include:

- The contribution of the project to the rehabilitation and equipping of APAIPS offices has provided a functional workspace, improving operational coordination.
- Recruitment of human resources by WWF for APAIPS has strengthened institutional capacity, ensuring skilled personnel are available for key responsibilities.
- The graduation and equipping of 47 enforcement officers allow the establishment of the first law enforcement team since the creation of APAIPS in 2012, to increase operational capacity in terrestrial and maritime patrols and law enforcement against illegal activities. Therefore, it is a project's landmark achievement. Their salaries will be paid by the State, which represents a key step towards the sustainability of conservation efforts.
- Vehicles and communication tools have improved mobility and access to remote areas, facilitating fieldwork and monitoring efforts. The procurement for the acquisition of a boat for maritime patrolling and other activities is in an advanced stage

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- The allocation of interns from the PLCM programme ⁵⁹has reinforced the human resources available for biodiversity conservation, integrating young professionals into key activities.

There is a multisector enforcement team (Maritime Administration, District extension services, ⁶⁰coastal, riverine and lacustrine police) that promotes collaboration among various stakeholders, enhancing the effectiveness of enforcement operations in the APAIPS and its proximities.

Community-based organizations actively contribute to patrolling and raising awareness, complementing the formal enforcement structure. Their involvement ensures grassroots participation, bridging the gap between communities and conservation efforts. However, the weakening of these organizations due to deteriorating working conditions following the conclusion of the Conserve the APAIPS project poses a challenge. The capacity building and logistical support from the PROMOVE Biodiversidade programme is restricted to SMOG agents and community agents, who benefit from subsidies and basic equipment and materials to perform their activities. Apart from training, no support is planned for other CBOs (CCPs, CGRNs and community sanctuary monitors). This discontinuity in the support to CBOs has impacted on the sustainability of their contributions and underscores the need for renewed support to sustain their engagement. Currently, there are community sanctuaries no longer functional due to weakened or absent patrolling by formerly active sanctuary monitors.

With the graduation of enforcement officers, patrolling and law enforcement will be secured by APAIPS enforcement officers, multisector enforcement team and community agents. APAIPS will take a leadership role in the management of enforcement services, ensuring centralized and coordinated oversight, improving accountability and operational effectiveness.

R.2 Strengthened and sustainable financial mechanisms in place

The annual income amounting to an average of U\$ 25,000.00 generated by the endowment fund of 1M U\$ from Conservation International has been a long-term key resource in covering basic logistic needs, creating the foundation for the financial sustainability of conservation initiatives in the APAIPS.

Additional support is anticipated from a 5-year CLCR⁶¹ project, funded by the US-funded Millennium Challenge Account (MCA), which aims to address climate resilience and enhance livelihoods in coastal areas of Zambézia province, reinforcing the integration of environmental and socio-economic goals.

WWF's continuing efforts to secure funding, both for conservation activities and improving community living conditions, are very positively appraised. Currently, WWF is implementing the MozNorte programme, funded by the World Bank through BIOFUND. This programme will also support law enforcement, environmental education and strengthening of CBOs, complementing

⁵⁹ PLCM is the "*Programa de Liderança para a Conservação de Moçambique*," (Mozambique Conservation Leadership Program)." This initiative, implemented by BIOFUND, aims to develop personal and institutional capacities in Mozambique's conservation sector by attracting and motivating young talents, enhancing skills within the National Conservation Areas System

⁶⁰ SDAE, "*Serviço Distrital de Actividades Económicas*," which translates to "District Services of Economic Activities." These public entities are responsible for managing and monitoring sectors such as agriculture, livestock, commerce, and industry at the district level

⁶¹ the acronym "CLCR" stands for "Coastal Livelihoods and Climate Resilience." This project, part of the Millennium Challenge Corporation's Mozambique Connectivity and Coastal Resilience Compact, aims to enhance the productivity and resilience of coastal ecosystems in Mozambique.

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the PROMOVE Biodiversidade programme in providing support for the continuity of activities implemented by BAF-funded conserve APAIPS project.

The expected financial contributions to APAIPS from mining companies operating inside and/or in adjacent areas, designed to offset environmental residual impacts, have not yet materialized. ANAC is leading actions to identify a co-management partner for the APAIPS, but progress has been slow. There are still no mechanisms to fine companies whose activities harm the environment.

R.3 Communities increased awareness and capacities on participatory management of natural resources

The result reflects efforts to strengthen and sensitize communities regarding their role in the management of natural resources. Community-based organizations, established in previous WWF initiatives, continue to play a critical role in awareness-raising, supported by actors such as CGRN, CCP, SMOG,⁶² sanctuary monitors and community agents.

Most community sanctuaries remain functional, providing a framework for local participation in conservation. Mangrove restoration efforts are underway, promoting ecological health and resilience. However, while the capacity-building of CBOs is planned, it has not yet commenced, highlighting a gap in fully equipping communities for active involvement. Environmental clubs in schools have been revitalized and new ones established, to promote conservation awareness among younger generations.

Community radio stations are effectively disseminating messages about conservation, enhancing outreach and engagement, an awareness building activity positively appraised for its reach, adaptation to the environment and effectiveness amongst isolated rural communities.

Despite these achievements, challenges persist in providing alternative livelihood and income sources, especially during the fishing moratorium, which impacts local subsistence and economic stability. The project's support in agriculture/horticulture contributes to diversified sources of income and nutrition. However, it will unlikely generate income comparable to what community members gain from fisheries, which suggests the need to support sustainable fisheries along its entire value chain, to improve the livelihoods of the community while conserving marine and coastal biodiversity.

R.4 Increased availability of studies and research on conservation areas

During the MTE research activities were still in the planning phase.

R.5 Adoption of sustainable and diversified mechanisms of production, harvest and income generation are likely to improve in medium term livelihoods of local communities, including for women and vulnerable groups

⁶² CGRN: *Comitês de Gestão de Recursos Naturais* (Natural Resource Management Committees). These committees are established within communities to oversee and manage the sustainable use of local natural resources. CCP: *Conselhos Comunitários de Pesca* (Community Fishing Councils). These councils are community-based organizations that manage and regulate fishing activities, ensuring sustainable practices and equitable resource distribution among local fishers. SMOG: *Sistema de Monitoria e Observação da Governança* (Governance Monitoring and Observation System). This system is designed to monitor and evaluate governance practices, promoting transparency and accountability within various sectors.

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In agriculture, the implementation of Farmers Field School (FFS) supporting associations in horticulture has seen positive development for the first agricultural campaign, on a small scale, with potential for replication. Greenhouses have been constructed, supported by irrigation systems to ensure year-round production, technology transfer, and commercialization of horticultural products. Techniques promoted include adoption of biofertilizers and bio pesticides.

The revenue generated from the sale of vegetables is saved and/or invested in business that will benefit the association. Access to markets for horticultural products remains uncertain.

Challenges persist in the practical application of the Farmers Field Business School (FFBS) concept. Beneficiaries lack essential tools such as business plans, limiting their ability to maximize the system's potential.

There is dependence of farmers on the project for the provision of seeds and other inputs. No local mechanisms are being set up for improved seed multiplication.

There is yet limited progress in fish processing and conservation, although this is the single most important support to community livelihoods. Support infrastructure has yet to be built (e.g. fish drying pads), and essential freezing infrastructure and equipment has not been provided, leaving a critical gap in this area.

In apiculture, beekeeper' selection and capacity building have begun, but the pilot phase has not yet been initiated. The short timeframe for replication following the pilot phase presents a challenge in ensuring that the initiative can be scaled up effectively.

The revitalization and establishment of community savings and loan groups have been a notable achievement. These groups enhance access to credit and promote sustainable self-development. An additional positive feature, of these saving groups, which was evidenced during a focus group exchange with a beneficiary association, is their contribution to empower women allowing for financial independence and promoting women entrepreneurship and self-development within households and communities.

JC 3.5 Effectiveness of the Crosscutting Priorities

The intervention is supporting effectively crosscutting priorities of gender equality and women empowerment, human rights-based approach, good sector governance and natural resources management

The Action Document shows commitment to mainstreaming EU crosscutting priorities related to gender equality and women empowerment, human rights-based approach (HRBA), good sector governance, and sustainable management of natural resources, across its results;⁶³ nevertheless programme design did not provide specifications on how these priorities should be implemented and which changes should be expected.⁶⁴ The analysis of delivery across the ANAC and BIOFUND components shows that crosscutting priorities have been pursued across contracts and results; however, the evaluation shows as well that opportunities to leverage changes on crosscutting priorities could be further expanded and upscaled.

⁶³ Evaluator review of the Programme' Action Document.

⁶⁴ Ibidem

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Women Empowerment: Most conservation and livelihood activities sought gender equal participation and included women (for instance CGRN, FFS); the evaluation visits evidenced how in several farmers' groups women represent the majority of participants. Best practices of women participation and empowerment have been spotted with the support of women leadership in Mount Mabu, and women being recruited for patrol services in GNAP. A positive example for the livelihood component is the organization of Saving and Loans Groups promoted under APAIPS, almost entirely composed by women. Some activities, as for example vegetable gardening, have been also promoting women entrepreneurship.

However, by and large, few activities are specifically designed across the programme to empower women in conservation or in income generation. In general, PROMOVE Biodiversidade could have done significantly more to empower women through initiatives as capacity development, leadership training, financial literacy, access to land, to credit and to inputs, entrepreneurship support and more emphasis on saving and loans associations.

Right based Approach: The programme intended to address needs and priorities of marginalized and vulnerable groups and communities; this criterion was fulfilled in Mount Mabu, where all targeted communities can be categorized as "vulnerable". However, across the three pilot areas the intervention lacked mechanisms for specifically reaching and supporting marginalized and vulnerable groups.

Sustainable management of natural resources; This priority was the main objective of the conservation component; across the livelihood component, although some small scale activities featured an environmentally friendly approach (as the promotion of beekeeping, extension of organic fertilizers and bio pesticides), these efforts were very small in scale and reach and the three projects lacked of specific territorial strategies to promote the sustainable use of natural resources; in Mount Mabu, although a nursery was established to produce a few thousands trees that would allow reforestation of a few hectares, no strategy was proposed to address one of the main problems: to restore vegetation in large surfaces of degraded areas; no coffee project under forest coverage was strategically promoted⁶⁵; field school were at times prepared in fields with excessive slopes; in Gilé buffer area the approach was similar and annual crops were favored, without an adequate attention to support permanent crops and cashew development. It appears that support to food security, very relevant to the intervention, has not been adequately matched to attention to strategies that may address also priorities of nutrition security, environmental conservation and to economic development.

Leguminous crops such as *Cajanus Cajanus* (feijao guandu), *Vigna unguiculata* (feijao caupi) and, whenever possible, *Arachis ipogea* (amendoim) and trees were not promoted on a significant scale.

These findings evidence on one side a certain level of compliance with crosscutting priorities; on the other hand, the evaluation suggests opportunities to further work, expand and upscale benefits related to women empowerment (both in conservation and in livelihoods), vulnerable groups, good governance and sustainable management of natural resources.

⁶⁵ The Mabu team did not follow through with the plantation, due to disagreement within the consortium on introduction of exotic crops in Mabu (sources: Consortium Team and BIOFUND communication to the evaluation Team)

2.4 EQ 4 – EFFICIENCY: Is PROMOVE Biodiversidade being efficiently delivered, according to technical and financial plans?

PROMOVE Biodiversidade has delivered products and services at national and local levels, with different degrees of efficiency; notable progress has been observed in the delivery of conservation efforts for GNAP and for the new contract in APAIPS. However, significant delays in ANAC, Mount Mabu, and livelihood components jeopardize the achievement of expected outcomes. Financial execution remains slow, particularly in the ANAC component, due to procedural challenges and limited capacity.

While the programme demonstrates flexibility in addressing macro-level challenges like COVID-19, its ability to adapt to local operational constraints and align components strategically is limited. A lack of unified management and results-based orientation further hampers efficiency and impact. Stakeholder participation and communication efforts have improved but require greater focus on results and community ownership.

Despite some successes, delays, fragmented management, and insufficient results-based focus hinder PROMOVE Biodiversidade's efficient delivery to match its technical and financial plans

JC 4.1 Delivery of products and services both at national and local levels

The analysis of efficiency evidences some positive performances in PROMOVE Biodiversidade delivery but also important delays across all projects, reinforcing ROM findings by end of 2023 *“Nearly all projects faced delays in execution. The ANAC component and other key projects (e.g., Mount Mabu and RADEZA) are unlikely to fully recover within the remaining project timeline, jeopardizing some of the expected outcomes”*⁶⁶

Positive performances include: IGF implementation of the Conservation Component of GNAP and launching of initial activities of the WWF-led Consortium for the new contract in APAIPS.

Also, the evaluation evidenced important delays across activities related to:

- ANAC Component, with significant delays across most expected results; delays were so important that in 2024 several results have been significantly scaled down
- Mount Mabu project, particularly for results related to infrastructures, the establishment of capacities across associations and CONSERVA MABU and the livelihood component
- GNAP livelihood Component
- APAIPS livelihood component and research

Annex 11 provides a detailed analysis of performances, including review of strengths and weaknesses for ANAC, GNAP Conservation, GNAP livelihoods, Mount Mabu and APAIPS.

JC 4.2 Financial performances, financial procedures and procurement arrangements

⁶⁶ ROM Final Report, December 2023

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The initial financial allocation across ANAC and BIOFUND and the programme 4 Components is presented in the following table, ⁶⁷ showing a balanced resource distribution across the different goals, where conservation (Component 2) and applied research were allocated almost 50% of financial resources, 27% to livelihood and 17% to ANAC. The allocation to livelihoods appears quite limited in comparison to important challenges and the scope of the component.

Table 3: PROMOVE Biodiversidade allocation across the 4 components

Component	Euro, M	% of total
Comp 1 ANAC Governance	2,2	16,9
Comp 2,3,4 BIOFUND	10,8	83,1
2 Conservation	6,0	46,2
3 :Livelihoods	3,5	26,9
4: Applied Research	0,7	5,4
Total PROMOVE Biodiversidade	13,0	100,0

Source: Action Document

Accounting and procedures, aligned to the EU, National Authorizing Officer ⁶⁸and BIOFUND mechanisms, are ensuring overall good quality of financial management supported by adequate transparency and accountability, a very positive feature for the implementation of the programme.

On the other hand, EU, GON and BIOFUND procedures are heavy and rigid; ⁶⁹ all implementers have been experiencing challenges in accounting and replenishment of accounts. This finding is aligned with end of 2023 ROM assessment of financial performances” *execution rates across nearly all projects are below expectations, reflecting the difficulties encountered during implementation. The ANAC component showed significant underutilization, with financial execution reaching only 4.17% by April 2023 after a year of implementation” and “The project has utilized only 56% of its budget, despite 67% of the implementation period having passed”.*

The following points assess the financial performance of key contracts implemented by the Programme:

- ANAC: Delays in procurement (e.g., vehicles) and hiring key personnel have hindered financial execution. Construction of the warehouses is yet unresolved, further stalling expenditures. ANAC has limited capacities to implement the complex requirements of the Programme Estimate established with the GON and supervised by the EU; ANAC financial performances as a result are very low and results had to be downsized for the impossibility to engage resources within the contractual timeline. The challenge is compounded by a design gap which did not consider the very predictable risk associated to financial implementation of the Programme Estimate and did not allocate technical assistance to ANAC that may have smoothened implementation

⁶⁷ An additional 5% is allocated for evaluations, audits, and other related activities; The MTE is financed under this budget item

⁶⁸ Gabinete do Ordenador Nacional, (GON)

⁶⁹ Finding supported evaluation exchanges with both contractors and implementers, confirming perceptions of slow and difficult procedures hampering significantly performances

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- IGF contract has positive performances, with adequate absorption of resources; most activities have been completed and resources used; the execution rate is at 95%, with an expected end date set for October 2026.
- Contract for livelihoods in GNAF: Financial execution has been low, with expenditures by January 2025 covering only 63% of the budget. Also, for this contract the timeline could be extended to October 2026. Delays included staff recruitment, training, building, construction of Nokalano association office and most livelihood activities. The small scale of interventions contributed to the low financial execution. It should be noted that for livelihood investment the largest share of financial resources should be absorbed in project years 1 and 2 and not in the last months of implementation.
- Mount Mabu Consortium contract: as evidenced in JC 4.1 the delivery of products and services is assessed as not satisfactory; this reflects a slow financial execution as only 63% of the budget has been absorbed so far. Both community conservation and livelihood face important delays, with inadequate planning. Access and infrastructure challenges are slowing progress. The small scale of interventions, slow procurement, recruitment and financial procedures contributed to the low financial execution.
- APAIPS Consortium contract: Execution rate stands at 38 % of the budget due to the dissolution of the original consortium and a relatively slow procurement, recruitment and financial procedures in the current contract.
- Research and Study contracts: the four grants were awarded and related activities implemented with overall satisfactory progress.

The important delays that occurred in financial disbursements for the livelihood support risk eroding beneficiaries' trust and engagement.

The following table shows progress (expenditures versus allocation) for the main components.

Table 4: PROMOVE Biodiversidade budget allocation and expenditure by component ⁷⁰

Component	Initial Total Budget (€)	% of Total	Budget After Addendum 1 (€)	Budget After Addendum 2 (€)	% of Total After Addendum 2	Total Expenditure (€)	% Budget Spent	% Timeline (for the duration)	Expected End Date
ANAC (Comp 1)	2.200.000,00	18%	2.200.000,00	456.451,70					
BIOFUND (Comp 2, 3 and 4)	10.200.000,00	82%	10.685.000,00	10.935.000,00		7.161.797,59	65%		oct-26
GNAF Conservation / IGF (C2)	2.267.842,50	22,20%	2.267.842,50	2.381.235,50	21,8%	2.257.508,00	95%	62%	oct-26
GNAF Livelihood / RADEZA (Comp 3)	791.703,36	7,80%	791.703,36	974.203,36	8,9%	614.410,97	63%	51%	oct-26
Mount Mabu / WWF (Comp 2 and 3)	1.502.573,63	14,70%	1.502.573,63	1.527.573,63	14,0%	959.142,10	63%	55%	oct-26
APAIPS / WWF (Comp 2 and 3)	3.060.941,63	30,00%	3.060.941,63	3.085.941,63	28,2%	1.187.638,01	38%	37%	oct-26
C.4 Applied Research (UEM, UniLurio, UCM)	418.350,00	4,10%	418.350,00	418.350,00	3,8%	221.588,70	53%	44%	oct-26
COVID Allocation (allocated to several conservation areas)			700.278,48	655.814,34		655.795,93	100%		ended 2022
BIOFUND (Admin cost)	1.065.731,78	10,40%	1.115.731,78	1.184.362,05	10,8%	797.271,72	67%	73%	oct-26
BIOFUND (Indirect Cost)	637.500,00	6,30%	690.019,50	707.519,50	6,5%	468.442,16	66%		
BIOFUND (Contingencies)	455.357,10	4,50%	137.559,14		0,0%		0%		
TOTAL	12.400.000,00	100%	12.885.000,00						

Source: Financial data provided by EU, BIOFUND and ANAC, January 2025 ⁷¹

⁷⁰ The scope of this evaluation extends until November 2024. Following this, but before the final version of this report in accordance with the EUD, an Addendum 2 to ANAC OP was introduced to reduce the total budget to €456,451.70. The first pre-financing installment of €412,078.70 is expected to reach 70% execution by the end of Q1 2025.

⁷¹ Note on timeline - the contracts with partners were signed in different periods and all had an initial end of February 2025. Column % of timeline duration considers the 82 months duration up to end of the second addendum to the agreement BIOFUND-EU. Theoretically this will allow extension of all partner contracts. However, the final duration will depend on resources for operational costs (e.g. salaries) (source: BIOFUND, January 2025)

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The programme reallocated part of the budget to address pandemic-related challenges, including operational costs, prevention measures, and salaries for conservation areas. This added complexity to financial management but did not significantly disrupt overall funding availability.

BIOFUND mechanisms have contributed to slow down financial performance, including:

- Delays in fund disbursement:
- Lengthy and bureaucratic approval processes within BIOFUND result in delays in releasing funds to implementing partners.
- Complex administrative requirements: BIOFUND's stringent financial reporting and administrative procedures create additional workload for project implementers, diverting time and resources away from core activities.
- Cash flow constraints: Implementing partners often experience cash flow challenges due to slow reimbursement processes, limiting their ability to pre-finance critical activities.
- Compliance with BIOFUND's requirements incurs additional administrative and staffing costs, further straining project budgets
- Projects variation in budget categories across different projects created challenges in consolidating and reporting expenditures

JC 4.3 The Programme had adequate flexibility to adjust to external challenges

The programme adjusted effectively to certain macro-level challenges, such as COVID-19; however, its ability to respond to structural and operational constraints, including challenges at local level was less performing, reducing its overall flexibility. The evaluation highlights the following opportunities and challenges for the Programme flexibility:

- A positive indicator of flexibility is the EU and BIOFUND capacity to adjust the programme's result framework and scaling down some results following ROM assessment.
- Evidence indicates the programme responded by the important challenge posed by the COVID-19 pandemic, reallocating funds to support conservation areas with operational needs, including salaries, prevention materials, and logistics.
- Flexibility in adapting to operational factors, such as procedural delays, procurement challenges, and resource shortages, was limited.
- the dissolution of the initial consortium for APAIPS delayed implementation, requiring significant time to on board a new consortium; the current consortium is manifesting some challenges of internal procedures to adjust to implementation
- Implementers have been slow to face the remarkable challenges of Mount Mabu and after 3 years of implementation, basic services are not yet in place.
- ANAC component showed as well limited flexibility in face of procedural challenges

The Programme flexibility was also limited by:

- the rigid and compartmentalized contractual arrangements that constitute the Programme
- the focus of the programme and of implementers being more on contractual stipulations than on expected results, was also a factor eroding flexibility and adjustments needed to achieve results (see also analysis in JC 4.4)
- the limited capacity of change within the different organizations: BIOFUND had limited tools to react to unsatisfactory performances in livelihood support; EU and BIOFUND showed limited capacity to improve BIOFUND monitoring system; several implementers struggled for the recruitment of staff
- Implementers found it difficult to respond and to timely meet comply with BIOFUND and EU financial reporting requirements, which caused delays in the disbursement of funds and in the

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implementation of activities. The training of implementers financial officers and monitoring by BIOFUND seems not to have resulted in improved capacity of implementers in financial reporting

JC 4.4 Management and focus on results at level of EU, ANAC, BIOFUND and Implementing Partners

The evaluation highlights that one of PROMOVE Biodiversidade key assets is its well-coordinated and proactive management team. This team, comprising representatives from EU, GON, BIOFUND and ANAC, designated as the reference group, has demonstrated a strong commitment. Their collaborative efforts in administrative, financial, and technical management of contracts have been instrumental in driving progress. Additionally, implementation has benefited from a well-structured governance mechanism (CNS) (see analysis in JC 4.7). Both formal and informal dialogue and consultation mechanisms are in place to facilitate coordination and decision-making.

However, management and governance face several constraints that limit the programme's ability to effectively steer the intervention toward the achievement of its intended results.

The Programme deserves to strengthen its result orientation, as it is currently lacking a result framework based on measurable changes, particularly a level of outcomes (benefits). Outcomes measurability is not specified by the Action Document, by the different versions of the logical Frameworks, by the Call for Proposals and – importantly – by contracts with Implementers, by the Programme Estimate with ANAC, by BIOFUND monitoring system and by its reports; most indicators are followed up at level of activities and outputs. Consequently, both EU and BIOFUND management do not have the tools to orient implementation toward results and apply result-based management (RBM) techniques.

Box: Result definition; In the context of this evaluation, we adopt the following definition of result: *“a measurable change caused by activities and products attributable to the intervention”*

The intervention shows limited accountability for results across management and stakeholders, with a stronger focus on ensuring administrative compliance, financial execution, and activity implementation rather than achieving substantive outcomes.

Adequate tools for result orientation, including the absence of result-oriented design, contracts, calls for proposals, programme estimates, as well as monitoring and reporting mechanisms focused on outcomes – are also missing.

Specific management strengths and challenges related to the key stakeholders include:

- **EU management:** The EU demonstrated several strengths, including its organization of the Action Document design, delegation of implementation responsibilities to ANAC, the Government of Mozambique (GoM), and BIOFUND, and ensuring a steady financial flow. Excellent relationships were established with BIOFUND and implementing partners.. However, challenges remain. The follow-up of contracts by different personnel limited opportunities for integration between the programme components. The EU has limited prior experience in biodiversity and conservation support in Mozambique and did not establish a programme-level monitoring system. While the daily EU involvement in programme follow-up is evident, the focus has been more on contract-level oversight than

on results. . EU management could have leveraged through the programme additional added value (see EQ 7) and policy dialogue for the sector. EU management is increasingly overburdened by the Delegation administrative chores, with limited possibilities to establish an operational monitoring and develop a strategic vision for its biodiversity cooperation; due to its resources' constraints, the EU would have benefitted from an ad hoc support of technical assistance. EU management needs to be supported by a substantial improvement in the quality of programme formulation; the evaluation shows the need as well to establish a monitoring system at the programme level and to set mechanisms to address disconnections across components and contracts, were inadequate.

- **ANAC management** featured committed staff but was affected by discontinued organization leadership, staff turnover, limited resources, shallow reporting capacities, lack of adequate external support for programme management, inadequate design of the component and lack of an outcome-oriented monitoring system. Reporting capacities have been recently improved significantly.
- **BIOFUND management:** BIOFUND demonstrated good management capacity of its contracts (although with limited result orientation) with significant improvements in reporting capacities over the past year. It boosts an excellent coordination and dialogue with the EU and with other Donors. However, its dialogue with ANAC was limited.

Stakeholders at the national level questioned whether BIOFUND statutory role should be more focused on its original mandate (financial mechanisms) rather than as implementer, noticing the risk of a duplication with ANAC responsibility as implementer for conservation.

This question calls for a reflection on how and to what extent responsibilities for good financial management, financial accountability and transparency could be separated from implementation management and technical responsibilities, and how the two mandates should effectively coordinate for a common goal.

While BIOFUND managed contracts effectively, its monitoring systems lacked the tools necessary for steering the programme toward expected outcomes, with limited focus on results-oriented management.

- **FFS-IGF** features a remarkable coordination with ANAC for GNAP conservation, with strong technical and financial management of their contract and operation.
- **RADEZA** is a very active stakeholder, with strong linkages, well embedded in its territory with a significant record of both livelihood and biodiversity support. However, the design, planning and management of its contracts proved ineffective, as evidenced under analysis of both effectiveness (EQ3) and efficiency (EQ4).
- **Mount Mabu Consortium** offers a joined management approach, where all three partners contribute to all results. While the formula is potentially interesting, in the context of the project it evidences also limitations as the “shared approach” dilutes management responsibilities and accountability on results; on site the consortium has remarkably committed staff but the Directors (and decision makers) of the three organizations, based in Maputo or abroad, are not sufficiently present to support local decision making and strategic guidance of the project. Both conservation and livelihood components suffer of strong delays and limited progress toward results. The creation of the Mabu Technical Committee (*Comité Técnico de Acompanhamento de Mabu*) provided a platform for wide participation of relevant institutions at district and province levels, sharing of experience, guidance and better alignment of the project with Government priorities.

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- **APAIPS**, WWF led consortium, in action since March 2024, is showing strategic vision and pro-activity, but difficulties in timely meeting financial reporting requirements.

JC 4.5 Monitoring, evaluation and learning mechanisms

PROMOVE Biodiversidade can be defined more as a group of contracts under a common cooperation arrangement rather than a “programme”.⁷² The finding is supported by converging evidence that the different projects implemented under the intervention have limited connections, synergies and lesson sharing mechanisms, as previously explained. The evaluation evidences as well the disconnection between ANAC and BIOFUND components and lack of programme level mechanisms for monitoring and reporting.

The quality of reports produced by BIOFUND and ANAC saw notable improvement throughout 2024. While BIOFUND and the EU enhanced communication and monitoring visits since 2023, these efforts had a minimal impact on performance and effectiveness.

External assessment has been positively supported by the Result Oriented Monitoring (ROM, 2023) and this Mid Term Evaluation (2024/25). The MTE is conducted relatively late in the programme's timeline, which may limit its potential to inform and steer course corrections.

Each pilot conservation area conducts an annual evaluation of management effectiveness using the Management Effectiveness Tracking Tool (METT). By analysing the 30 indicators within this tool, it identifies areas of weak performance that require attention to enhance the overall effectiveness of protected area management.

While some lessons from the ROM review are being capitalized upon, the overall process of lesson-learning and experience-sharing remains insufficient. Key gaps include:

1. **Linking National and Local Governance:** The programme has yet to establish mechanisms to feed lessons learned from local-level pilot projects (Component 2) into national conservation governance frameworks (Component 1).
2. **Cross-Site Learning:** Opportunities for sharing experiences and reflections among partners at different project sites are not adequately supported. For example, there has been no strategic analysis of why livelihood support activities are by and large ineffective in improving quality of life and contributing to conservation goals across the three pilot areas.
3. **Dissemination of Studies:** Platforms and mechanisms to share and disseminate study findings and programme lessons and best practices have only been partially established⁷³ and not yet put into use, limiting the programme's ability to inform policy and practice at a broader scale. Upon reviewing BIOFUND's Virtual Library, it appears that results, data, research, studies, or practices specifically from the PROMOVE Biodiversidade programme have not been published there. While the programme has produced newsletters detailing its activities and progress, these documents are not currently available in the Virtual Library.

⁷² Programmes typically encompass multiple interconnected projects that collectively aim to achieve broader, strategic objectives

⁷³BIOFUND has a platform for publication of biodiversity conservation research and studies; https://www.biofund.org.mz/en/biblioteca_virtual/ a review of the platform did not evidence the publication of result, data, research, studies and or practices from PROMOVE Biodiversidade – see comment above.

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4. The CNS meetings have been effective in facilitating information-sharing among stakeholders, but their potential to drive strategic integration and collaboration across components remains underutilized.

JC 4.5 Intervention approach

Including the design of the action document, the choice of results and the adjusted intervention logic, the PE with ANAC, the contract with BIOFUND, the Call for proposals and contracts with Partners.

The design of the Programme with the preparation of the Action Document, had several merits:⁷⁴ it identified relevant opportunities to establish a first flagship programme for EU Cooperation to support biodiversity conservation in Mozambique, defined the need to work at macro level (Governance) with ANAC and to establish pilots on the ground, the support to community management approaches; The Action Document also set opportunities to build synergies with other interventions of the PROMOVE family (infrastructure, agri-business, renewable energy), and emphasized inclusivity and gender equality. Programme design consultation with key stakeholders is also positively assessed.

The formulation process, however, was shallow and not adequate to support an intervention of this scope and complexity. Shortcomings were important and have significantly affected implementation:⁷⁵

- Preparation failed to achieve measurability for the expected results and to formulate adequate strategies (how results were going to be achieved), failing to develop a credible theory of change for each result, explicitly linking financial resources to activities, deliverables, expected outcomes and to impacts, defining adequate interactions with the external context and risks to be incurred.
- In general, the livelihood components were significantly underestimated, lacking definition and strategic approaches, allowing activities to be defined according to the approach and the initiative of each implementer
- Initiatives at macro and micro levels were not adequately connected, including the definition of interactions between the BIOFUND component and ANAC
- The design of GNAP livelihood component was not adequately connected with the conservation component
- Synergies with other interventions were not designed, for instance defining clear results related to production and value chain development and infrastructure to be supported by other PROMOVE programmes for the targeted areas
- Sustainability factors were not adequately assessed, including the policy environment, institutional set up, capacities, markets and organizational and cultural factors and capacities at community level

⁷⁴ Several merits were also recognized by 2023 ROM study that assessed and concluded that the PROMOVE Biodiversidade demonstrates a strong alignment with biodiversity conservation priorities and sustainable development goals in Mozambique. The design reflects clear objectives, stakeholder engagement, and coherence with national policies. It incorporates innovative approaches and robust monitoring mechanisms to ensure effective implementation. However, challenges remain in ensuring the feasibility of activities within the given resources and timelines. Sustainability measures, including capacity-building and financial strategies, need reinforcement. While gender and inclusivity considerations are evident, these require further integration to maximize impact. Overall, the project design is well-structured but requires adjustments for enhanced effectiveness and resilience.

⁷⁵Source: Evaluation Team review and assessment of the action document and interviews with stakeholders.

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- Low capacities of ANAC were not anticipated as well as the need to establish harmonized management, technical assistance (TA) support and M&E at programme level, as a tool supporting decision making
- Non-strategic activities were identified for the ANAC component, missing opportunities to further support the enabling environment, national conservation capacities and sector reform
- No measures were specified to overcome the disconnection amongst contracts and to build a harmonized intervention with interactions across components

Lack of specificity and inadequate result orientation affected the programme contractualization, including the Programme Estimate with ANAC, the delegated agreement with BIOFUND, the call for proposal issued by BIOFUND and the contracts established with Implementers.⁷⁶

JC 4.6 Strategic vision to guide governance and coordination

PROMOVE Biodiversidade governance body (CNS) is assessed positively for meeting at regular intervals, providing a sound platform for consultation, review of progress and support information and lesson sharing with a broad group of programme stakeholders.

The CNS has limited capacity to ensure an inclusive participation of beneficiary communities.

Implementation delays and challenges are regularly picked up during CNS and relevant recommendations formulated. However, the implementation of the recommendations by the implementing partners remained limited.

The Programme through EU, BIOFUND and ANAC, positively contributes as well to promote sector coordination, dialogue, partnerships, and policy alignment.

However, the programme has yet to establish a cohesive strategic vision across its management entities (EU, ANAC, and BIOFUND) that may allow improvements to PROMOVE Biodiversidade impacts on biodiversity conservation and improved livelihoods.⁷⁷ Programme management, monitoring, governance and implementation, focus mainly on contractual delivery of stipulated activities rather than at the level of outcomes and goals. Programme management challenges are compounded by the lack of unified management for the two components and overburdened managers with limited time to develop strategic contributions.

A technical assistance support might have been helpful to strengthen strategic vision across PROMOVE Biodiversidade and strengthen the programme internal coherence (see also recommendation 2).

JC 4.7 Consultation and participation with stakeholders at the national and local levels

The Programme has been actively supporting dialogue and consultation at national and at local levels, contributing to covering the costs of regular meetings of CONGEP for GNAP and

⁷⁶ Source: Evaluation Team review and assessment of PE and contractual documents

⁷⁷ Finding supported by interviews (EU, BIOFUND, ANAC, partners), review of CNS minutes and recommendations and the observation of limited contributions at strategic level for governance support (at national and local level), building synergies across components, development of strategic planning, support result orientation and accountability, promote reforms, build additional synergies with other players, explore longer term solutions (for GNAP, Mount Mabu and APAIPS).

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CGAPAIPS as well as of the Mabu Technical Committees, which are platforms for wide consultation and participation in decision making.⁷⁸

The evaluation evidences the need to further strengthen participation of stakeholders in decision making, for livelihood activities and community management of conservation areas. In several cases, during field visits, the evaluation evidenced how participation mechanisms were formally set up but with yet very limited ownership, capacity and commitment of beneficiary communities, suggesting a top-down approach, where communities decisions are largely project-driven.⁷⁹

JC 4.8 Partnerships with civil society and national and international stakeholders supporting the implementation

The programme is actively engaging with NGOs, local institutions (very good linkages established with district and provincial institutions and administrations). There is complementarity and collaboration with NGO Nitidae on cashew tree pulverization and on research in the GNAP.

Limited interactions are however noted with international organizations, although some synergies were sought with FAO as implementer of PROMOVE AGRIBIZ.

The evaluation makes evidence scope for stronger multi-stakeholder approach at local level, seeking synergies and collaboration for both livelihood and conservation goals. By and large the three pilot projects work with limited interactions, well within the boundaries of their contracts. In Mount Mabu collaboration with JA is for instance absent and value chain development needs a stronger cluster approach. Coordination mechanisms and platforms with local stakeholders need to be strengthened.

JC 4.9 Communication and visibility mechanisms

The launching of a large programme on biodiversity conservation provided an opportunity for visibility, to benefit not only from the intervention but also visibility for EU, BIOFUND and ANAC. Several events, including CNS, conferences, applied research projects and their dissemination and training have positively contributed to visibility.

Good visibility was developed by expeditions in Mount Mabu, the applied research projects, a BBC documentary and the exposition in the international conference on marine biodiversity.⁸⁰ Noticeable improvements have been recorded in programme communication and reporting.

The evaluation proves however that reach, and scope of communication and visibility are still quite limited beyond the insiders of Mozambique biodiversity, programme stakeholders and beneficiaries.

An important point about visibility is that visibility needs to be anchored on results; the programme should strengthen its achievements related to conservation and livelihoods to amplify its visibility. Particularly the livelihood component has very little to offer yet to develop visibility.

⁷⁸ These platforms include government at national and local level, local communities, NGOs, private sector and academia

⁷⁹ Instances of these project driven participation mechanisms include Mount Mabu associations and CONSERVA MABU, CGRS in GNAP, Nokalano Association.

⁸⁰ Conference (Nacala-Porto, June 2024) organised by BIOFUND in collaboration with MIMAIP and several national and international partners, with PROMOVE Biodiversidade contributing to funding the event.

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PROMOVE Biodiversidade offers several interesting best practices, including: strengthening of digital conservation monitoring in GNAP, reintroduction of 200 buffaloes, community participation in the definition of the boundaries Mount Mabu conservation area, set up of CONSERVA MABU association, submission of a proposal for the creation of community managed conservation area in Mount Mabu, opportunities for and research on endemic flora and fauna and eco-tourism development, research results and their implication in management decisions and policy making, progress on national CITES compliances and local governance capacities. However, the visibility on such achievements has been explored only to a limited extent and the consistency of communication efforts needs to be strengthened.⁸¹

2.5 EQ 5 – IMPACT: To what extent is the intervention supporting long term changes for the sustainable improvement of livelihoods, the sustainable management of natural resources and the management of conservation areas and biodiversity?

The PROMOVE Biodiversidade programme potential for long-term impacts is exploited to a very limited extent due to its short timeline, modest budget, and ambitious goals. Livelihood components are small-scale, project-driven and lack sustainability. Community management in Mount Mabu is in its infancy and requires a long-term effort of follow up support. GNAP conservation shows progress in surveillance and wildlife recovery but faces challenges like wildfires, habitat degradation, and limited tourism appeal. (note: APAIPS activities are too recent to assess impact opportunities yet).

Overall support long term for transformational changes is substantially limited by the programme's timeframe, resources and significant design issues.

JC 5.1 Impacts on improvement of livelihoods and conservation in the three targeted areas

The brief lifetime of PROMOVE Biodiversidade, and the relatively modest financial envelope, particularly contained when related to the ambitious goals set for conservation and livelihood, did not allow the onset of significant long term transformational changes.

Only GNAP conservation component, being part of a twenty-year effort, is consolidating significant changes related to the conservation and the surveillance set up. The Programme has been the main source of funding for IGF in the last 4 years and provided critical support to the consolidation of key management components of GNAP such as radio communication, boundary delimitation, law enforcement staff and modern equipment, infrastructure, development of management and business plan, wildlife reintroductions, improved communication and coordination with stakeholders, including the judiciary system, among others.

The positive evolution of METT scores across the different areas suggests that PROMOVE Biodiversidade programme is positively contributing to conservation management. However important limitations, listed in the points below, constrain considerably opportunities to achieve long-term impacts:

Livelihood Components are unlikely to produce impacts in consideration of:

⁸¹ In the context of this evaluation, we define transformational changes as “profound, systemic shifts in structures, systems, and mindsets that fundamentally alter how a system or society functions”

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- Too short timeline: In most cases only one or two agricultural campaigns have been so far supported by Farmers Field Schools.

Box: timeline for livelihoods and agricultural value chains. Small scale farming systems may adjust in face of improvement of practices or technology, but results need to be clearly demonstrated over long periods, at least 3 to 5 production cycles, and farmers need to be convinced of: i) low risk, ii) limited capital and labour investment, and iii) good return on labour and investment. If and when benefits are made evident, techniques will be eventually applied and with time, slowly upscaled; the upscaling process will proceed at a relatively slow (or even a very slow) rate: in best cases at a 10 % rate of increase per year, because poor farmers are very risk averse and very conservative, this being part of their resilience and survival strategy.⁸² As a consequence, theory of change assuming that livelihood impacts can be achieved with short time projects, supporting small groups of farmers with donated inputs during two or three campaigns, appear disconnected from the reality, suggesting limited understanding of dissemination practices in traditional agriculture. The Programme has the merit of starting a long term very needed process; however, the evaluation evidences the need for a long-term strategy coupled with an efficient and effective approach, required to attain livelihood development and conservation goals

- Very modest targeting (at times as low as less than 1 % of targeted population)
- Very small scale of operations and very marginal benefits (field schools, honey production, fish farming)
- Lack of sustainable mechanisms and full dependence on project support (donations, e-vouchers, certified seed)
- Capacities of beneficiaries not established, often training being delayed to the last period of project implementation
- Project driven operations, with shallow ownership

Mount Mabu, impacts for community management: Community management support recently started in Mount Mabu. This is a very long process and real ownership, with full community engagement (without external support) may require

1. the evidence of strong financial incentives
2. additional external support provided over a very long time: may be as long as 20 years of continued support and capacity building. No short-term transformational changes related to community management and conservation should be expected in the short project time horizon for Mount Mabu.

GNAP: impacts on conservation: The effectiveness section (EQ 3) shows encouraging signs of improvement of wildlife population and surveillance services. However, this evaluation supports a constructive reflection on the challenges of achieving long term impacts on biodiversity conservation in the park with the current approach:

- Although the surveillance system is modernized and quite efficient, alone will not be enough to face the increasing challenges of anthropic pressure and provide conditions for GNAP to become a frequented tourist attraction
- Wildfires keep occurring with high frequency and severity within the park⁸³

⁸² Observation based on the Evaluator' over 40-year experience of small-scale farming systems across Africa

⁸³ See study on wildfires; the evaluation mission assisted to 5 different fires during one-day visit to the conservation area,

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- Anthropogenic pressures on the population of larger herbivores, particularly poaching and the impact of wildfires on habitats. These threats might be affecting population demography, spatial and temporal distribution ⁸⁴
- The ecosystem of miombo is largely degraded
- Very few wildlife sightings ⁸⁵
- Absence of large carnivores ⁸⁶
- Challenges for potential tourists: large distances, high cost, limited infrastructure, few services
- Better offer in the region of alternative tourism destinations (GNAP lacks competitive advantage)

Following more than two decades of committed effort to conservation, different strategies need to be sought to provide chances for long-term impacts on tourism and Park conservation (including strategic fencing, see Chapter 3, recommendation section)

APAIPS: Activities started in March 2024, too early to assess impact opportunities

2.6 EQ 6 – SUSTAINABILITY: To what extent is the benefit flow likely to be maintained after the end of PROMOVE Biodiversidade and external support provided at national and local levels ?

The PROMOVE Biodiversidade programme has established several positive mechanisms to promote sustainability, including strong partnerships with ANAC, improved conservation governance, and collaborative efforts with international and local NGOs. However, the programme's limited budget, short timeline, and reliance on external support present significant challenges. While some conservation efforts may continue, livelihoods components, such as honey production, lack the capacity, market integration, and community ownership needed for sustained success. Ensuring long-term benefits will require continued external funding and strategic planning to build on these initial gains.

Mechanisms promoting sustainability are positively integrated in the programme, particularly the close partnership with ANAC, support to national and local conservation governance, collaborative efforts with international and national NGOs interested in providing long term services and efforts to establish capacities at all levels.

Nevertheless, PROMOVE Biodiversidade scope, budget and timeline are too modest to adequately address sustainability challenges related to livelihoods and to conservation.

Important dimensions of sustainability, including financial sustainability and the policy environment sustainability, are not adequately addressed by the Action design and the

⁸⁴ The GNAP lacks recent wildlife census and demographic data to assess the status of wildlife populations.

⁸⁵ The evaluation team (only one large herbivore sighted during a 10-hour visit and about 200 km drive within the park. Also, the team did not find additional wildlife tracks and signs

⁸⁶ Interview with park rangers

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implementation contracts. The evaluation evidences as well how adequate exit strategies are not in place.⁸⁷

By and large the benefits achieved as the effect of project implementation are not likely to be sustained in absence of further Donor assistance.

Conservation and livelihood activities have been implemented in the GNAP and APAIPS for more than 15 years, largely as a result of the capacity of the supporting organizations in raising additional external funding for continuity, rather than investment of national resources.⁸⁸

The table below provides details of the assessment of sustainability' strengths and weaknesses for the different components and results of the Programme.

Table 5: PROMOVE Biodiversidade, analysis of sustainability opportunities and limitations by Component and activity

Component	Sustainability Opportunities	Sustainability Challenges
ANAC	<ul style="list-style-type: none"> • Full ownership and alignment (direct implementation with Programme Estimate) • Strong political commitment • Favourable legal framework • Capacity development contributing to sustainability • Improved compliance with CITES will be sustained after the end of support 	<ul style="list-style-type: none"> • Frequent change of leadership • Staff turnover • Limited State budget allocated to conservation • Institutional capacity still in a building stage • With the Programme the EU is providing extra cash supporting institutional responsibilities. It is likely that several of these activities will be discontinued and or scaled down in absence of external assistance, in consideration of budgetary constraints
Conservation		
Community management and governance (Mount Mabu)	<ul style="list-style-type: none"> • Community support through CGRN • In the long term this should ensure ownership and commitment • Formal structures in place • Proposal for CMCA submitted • Boundary delimitation and other activities by community 	<ul style="list-style-type: none"> • Capacities are only incipient • Appropriation is yet very low • Lack of strategy and plan for tourism development • Initiative largely project driven

⁸⁷ An exit strategy for a Promove Bioversidade programme or contract is a planned approach to ensure the sustainable continuation or responsible closure of activities. It includes capacity-building, stakeholder ownership, and clear transition plans to minimize disruptions and maintain long-term impact.

⁸⁸ According to the EUD, though not verified by the evaluation: "Nearly 100% of capital investment under the GoM budget is externally financed, particularly since the hidden debt scandal. The GoM struggles to cover its wage bill and debt service. However, despite this challenging financial situation, ANAC has added 30 additional scouts to its payroll in PNAG, as confirmed by your assessment."

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Component	Sustainability Opportunities	Sustainability Challenges
ANAC management and governance (GNAP, APAIPS)	<ul style="list-style-type: none"> National engagement and commitment, including for financial resources 	<ul style="list-style-type: none"> External support needed in the medium term and until tourist and other revenues will be set up
Infrastructure	<ul style="list-style-type: none"> In GNAPS capacities in place for operation and maintenance. Not so in Mount Mabu 	<ul style="list-style-type: none"> Future expansion of infrastructure will have to rely on external support
Surveillance and monitoring	<ul style="list-style-type: none"> In GNAPS capacities in place for operation and maintenance Costs partially covered by national budget Not so in Mount Mabu 	<ul style="list-style-type: none"> Wildfire and poaching are continuing, despite 20 years of efforts. Alternative strategies need to be devised for sustainability of ecosystems and wildlife
Long term sustainability of conservation areas	<ul style="list-style-type: none"> This may rely on future allocations of national budget and diversified revenues Significant national commitment in GNAP and APAIPS with recruitment of additional staff 	<ul style="list-style-type: none"> Lack operational plans for tourism development, services, infrastructures and capacities In GNAP need to increment offer of wildlife sightings and interest for tourism. Strengthen strategies for ecosystem and wildlife sustainability
APAIPS conservation	<ul style="list-style-type: none"> Strong local government ownership and support Increase of State paid law enforcement officers Community support through different CBOs 	<ul style="list-style-type: none"> Lack of co-management partner Lack of revenue generation (e.g. from tourism, biodiversity offsets, etc.) Limited State budget allocated to conservation Limited livelihood diversification, high dependence on fisheries resources Weakening interventions of CBOs due to reduced donor support
Livelihoods		
Farmers Field Schools	<ul style="list-style-type: none"> Based on group learning and local informal mechanisms Some (limited) capacity development Opportunities for limited accrued production and marketing 	<ul style="list-style-type: none"> Project driven and based on grants E-vouchers and input supply not sustainable Certified seed not sustainable Low capacities Cost and benefit not established (to be verified by farmers) Unlike to be pursued and upscaled in absence of project support
Honey production	<ul style="list-style-type: none"> Opportunity for increased income 	<ul style="list-style-type: none"> Project driven Based on grants Capacities not established Absence of market (and very challenging conditions for marketing in Mount Mabu)
Fish farming	<ul style="list-style-type: none"> Opportunity for increased income 	<ul style="list-style-type: none"> Project driven Based on grants Capacities not established

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Component	Sustainability Opportunities	Sustainability Challenges
		<ul style="list-style-type: none"> • Absence of market (and very challenging conditions for marketing in Mount Mabu)
Nurseries	<ul style="list-style-type: none"> • Opportunities for community tree production and fruit trees 	<ul style="list-style-type: none"> • Project driven • Based on grants • Capacities not established • Limited ownership and engagement • No incentive for community engagement
Milling units	<ul style="list-style-type: none"> • Unit visited appear adequately operated and maintained by the association 	<ul style="list-style-type: none"> • Project driven • Donated equipment • Community was not willing / capable to retrieve and install units for 5 years • Overall culture of strong dependency from project assistance
APAIPS livelihoods	<ul style="list-style-type: none"> • Saving and Loan associations are one of the few livelihood support activities positively assessed for their sustainability 	<ul style="list-style-type: none"> • Over exploitation of fisheries resources • Limited opportunities for the diversification of sources of subsistence and income • Post-harvest losses of fisheries resources due to inadequate conservation facilities • Inadequate provision of basic services (roads, electricity, water, education, health, access to markets) • Restriction in the access to fisheries and other coastal and marine resources due to strengthened law enforcement

Source: Evaluator assessment of sustainability strengths and challenges

2.7 EQ 7 – EU ADDED VALUE: To what extent has the EU's involvement through the PROMOVE Biodiversidade programme contributed to biodiversity conservation in Mozambique in ways that would not have been possible through individual Member States Support? ⁸⁹

⁸⁹ The question embraces the following dimensions of added value: leverage and scale, coordination and synergy, policy influence and institutional strengthening, long term commitment, knowledge transfer and innovation, multilateral diplomacy and global impact.

The programme provides significant opportunities for the EU to enhance its added value in biodiversity conservation in Mozambique by leveraging its financial and technical resources, fostering policy dialogue, and aligning with regional and global initiatives like the Global Gateway and Team Europe. It positions the EU as a potential leader in the sector, offering synergies with other EU programmes and initiatives. However, these opportunities remain underutilized. The programme has yet to fully capitalize on its potential for strategic influence, including policy dialogue and synergies with EU bilateral and regional interventions. Design and operational constraints have focused efforts more on implementation than on leveraging the EU's leadership role. While future strategic initiatives, such as Team Europe and regional connectivity, present opportunities, the programme has not yet fully harnessed them.

PROMOVE Biodiversidade, offers significant opportunities to contribute to EU added value: i) To position the EU as a leader in biodiversity conservation and sustainable development in Mozambique ii) by leveraging its financial and technical resources, the EU can strengthen its visibility and influence in the biodiversity sector, iii) Leverage for dialogue and collaboration at national and local levels, including policy dialogue and sector reforms and iv) Supporting synergies with other EU programmes (including the PROMOVE family) and regional initiatives.

So far, however, the EU has exploited only to a limited extent the potential added value provided by PROMOVE Biodiversidade as the programme has not yet fully harnessed the opportunities for policy dialogue at a strategic level, nor has it optimized potential synergies with other EU bilateral and regional cooperation interventions.

Challenges contributing to the limited EU added value include the programme's design and implementation framework as these do not adequately allow the EU to assume a leadership role in biodiversity conservation. The current focus is more on operational aspects rather than leveraging strategic influence. Also, operational constraints limiting strategic vision hinder the opportunity for sector leadership and added value.

The evaluation evidence accrued strategic opportunities for added value with the new EU political orientations for its cooperation including the Global Gateway and Team Europe Initiative (TEI): i) the EU's leadership in promoting sustainable biodiversity conservation can enhance connectivity between regional conservation efforts and broader development priorities in Mozambique and in the region; ii) Team Europe Initiatives emphasize coordinated actions among EU member states and partners; iii) Innovation and knowledge transfer: EU's capabilities in biodiversity monitoring and conservation technologies can be leveraged to provide high-quality, evidence-based solutions, supporting decision-making, strengthen capacity building, and ensure the sustainability of conservation outcomes.

These opportunities are yet to be fully exploited.

3. CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNT

3.1 Conclusions

Overall Conclusions.

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- 1- The PROMOVE Biodiversidade program sets a landmark for EU Cooperation in Mozambique with a first important intervention at national scale to support biodiversity conservation. EU and partners are actively learning from this experience. The evaluation assesses very positively a two-pronged approach, with a component dedicated to support national conservation governance with ANAC and a second one supporting three very different pilot experiences, with opportunity to learn from a variety of approaches, ecosystems and capacity levels.
- 2- Each pilot addresses both conservation needs and livelihoods of local communities, another positive trait of the set up. Implementation is assured by different mechanisms, all supporting alignment and national ownership.
- 3- The programme - demonstrates a high degree of relevance to Mozambique's national and local biodiversity conservation priorities and the European Union's development cooperation framework. The programme has successfully initiated activities aimed at addressing biodiversity loss and improving community livelihoods, with the evaluation evidencing meaningful results and good practices.
- 4- The Programme sets ambitious goals, backed by limited resources and short timeline in a context which is particularly challenging. Effectiveness, sustainability and impact opportunities are considerably constrained by several factors, including a shallow design, insufficient integration between components, ANAC component focusing on specific and non-strategic aspects, limiting potential contributions to national and local governance, a contract and activity oriented approach with limited attention to the achievement of results, limited accountability on results at all levels and an approach that often lacks of a strategic vision to achieve expected goals.
- 5- While conservation activities are producing mixed results, with overall satisfactory performances in GNAP and APAIPS and some important initial steps set for Mount Mabu, livelihood support efforts are unable to provide significant benefits, narrow contributions are provided to conservation efforts and limited opportunities are evidenced for sustainability and future impacts. The effectiveness of the livelihood component is affected by the choice of few, non-strategic value chains, a project-driven approach based on grants, very small scale, very limited reach, low performances and an overall inadequate attention to capacity building.

Conclusions by Evaluation Questions

EQ1: Relevance The programme aligns well with Mozambique's biodiversity strategies, such as the National Biodiversity Strategy and Action Plan and its commitments to international conventions like the Convention on Biological Diversity. However, inadequate integration of conservation and development plans and the small scale of the intervention undermines its relevance to needs and priorities of local populations.

EQ2: Coherence PROMOVE Biodiversidade is coherent with EU global and regional priorities, including the EU Green Deal and the Biodiversity Strategy for 2030. Nonetheless, operational synergies with other EU-funded initiatives in Mozambique, remain weak, limiting the programme's ability to amplify its impact through collaborative approaches.

EQ3: Effectiveness The programme has contributed to strengthened governance frameworks for biodiversity conservation, such as the approval of Mozambique's CITES regulation and the establishment of management plans for key conservation areas. However, community-based governance and livelihood improvement activities have had limited reach and effectiveness, often failing to engage broader community participation. By the end of the third year the intervention achieved satisfactory results for GNAP, while additional work is required for conservation in APAIPS and Mount Mabu. Overall livelihood support activities failed to achieve expected results and goals.

EQ4: Efficiency The intervention is supported by committed management and a well-set management body. Financial and technical implementation is satisfactory for some contracts (GNAP conservation, start-up of WWF consortium, while is lagging behind for other (ANAC, GNAP livelihood, Mount MABU). Performances are negatively affected by issues of design, procedures, capacities, challenges for accessibility (Mount Mabu) and quality of Community engagements. Budget constraints have further restricted the programme's ability to scale up its activities.

EQ5: Impact Initial results indicate positive contributions to biodiversity conservation, particularly in areas like Gilé National Park (GNAP) and Mount Mabu. However, design, short timeline, limited resources and need for a deeper integration of conservation and livelihood activities are factors considerably limiting opportunities for long term changes.

EQ6: Sustainability While the programme has laid foundations for long-term conservation, such as strengthening ANAC's governance capacity, its financial and institutional sustainability remains uncertain, with high reliance on external funding and limited capacities of institution and local communities.

EQ7: EU Added Value The Programme offered important opportunities to leverage EU added value and assert EU leadership in biodiversity governance in Mozambique, but these opportunities have not been fully capitalized.

3.2 Recommendations

Operational recommendations for programme follow-up

Recommendation 1: Improved Programme level planning and result orientation for the last phase of implementation

Recommendation 1 is linked to finding EQ 3, JC 3.1, and conclusion 3.1 about improving planning and result orientation to enhance programme effectiveness

Based on the evaluation outcomes and considering the limited opportunities to change significantly contracts' stipulations during this final stage of implementation, opportunities for adjustments are very limited.⁹⁰ The Programme should organize very early in 2025 a result-oriented, participatory planning exercise, to improve planning, quality of design, result orientation, effectiveness, performance, relevance to beneficiary needs and sustainability of each contract.

⁹⁰ See areas for improvement in operational recommendations 4, 5, 6 and 7.

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- Such result-oriented planning mechanism should be renovated every 12 months, back-to-back with the CNS.
- The programme needs to apply a focus on results, result-oriented planning, to be aligned as much as possible to the findings of this evaluation. Plans need to be agreed and in the contract with implementers with a participatory, negotiated approach.
- Improved planning should define specific targets and timelines for each result and within each result a detailed timeline should be set for activity implementation, to be the base for follow-up management and monitoring.

Addressed to	Priority	Recommended time frame
EU Delegation, BIOFUND, ANAC	High	Immediate up to March 2025

Recommendation 2: Mobilize a Technical Assistance to support the next phase of implementation. *The recommendation 2 connects to finding EQ 4 on efficiency, JC 4.1 about capacity gaps and limited coordination, and conclusion 4.1 regarding technical assistance.*

The evaluation recognizes that Programme managers are overburdened with administrative concerns and multiple tasks, with limited opportunity to provide “strategic vision” and support to result orientation, aspects that have been reiterated throughout the evaluation and therefore services of technical assistance need to be mobilized.

The proposed TA services should be posted in ANAC and support EU, BIOFUND and ANAC; support should include in the following tasks:

- Improving performances (including financial performances) and building capacities in ANAC, including for aspects of governance, monitoring, coordination
- Pursue dialogue with development partners and sector
- Mobilize a study on how to strengthen linkages across ANAC and BIOFUND Component and build a road map for implementation of findings
- The EU, supported by TA services, should establish a programme level monitoring system; , the programme monitoring systems within ANAC and BIOFUND should be significantly strengthened, with focus on outcomes programme
- Visit implementers at least at two-month intervals, following the planning framework established (Recommendation 1)
- Support the Programme strategic vision
- Facilitate and provide inputs for the programme governance meetings
- Support learning, cross-sharing of experiences

Mechanisms could be through EU framework contract of EU relevant facilities. Design of services should be carefully prepared, with a participatory approach and be fully result-oriented.

Addressed to	Priority	Recommended time frame
EU Delegation, ANAC, BIOFUND	High	Short term: mid 2025

Recommendation 3: Strengthen the effectiveness of ANAC Component; *corresponds to EQ 3, JC 3.1, focusing on ANAC governance challenges and conclusion 3.3 on strategic capacity-*

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building needs

- Appoint targeted Technical Assistance in ANAC (see R2)
- Study and set up mechanisms to better liaise ANAC's role with BIOFUND and implementing NGOs to strengthen programme coherence. (EQ2/JC 2.1)
- Dedicate support to the financial and technical implementation of ANAC Programme estimate with GON and its performing implementation
- Contribute to capacity development in a number of strategic areas related to ANAC mandate, including sector governance, monitoring, coordination, dialogue, policies and reforms
- Improve planning and delivery according to PE stipulations
- Leverage increased dialogue and improved relationship between ANAC and the EU
- Reinforce dialogue of ANAC with BIOFUND
- Reinforce links between ANAC and the three BIOFUND projects
- Establish learning mechanisms at national and local level for biodiversity conservation interventions
- Establish programme level monitoring system

Rather than implementing a new store the evaluation recommends exploring for alternative solutions (See details in **Annex 10**)

Addressed to	Priority	Recommended time frame
EU Delegation, ANAC	High	Medium term: 12 – 18 months

Recommendation 4: Improving GNAP Conservation Effectiveness: The recommendation relates to EQ 3, JC 3.2 on GNAP's operational weaknesses and conclusion 3.2 emphasizing community alignment with conservation goals.

The evaluation for GNAP conservation presents only few operational recommendations for a contract which overall has been performing quite satisfactorily.

- Seeking opportunities to improve salaries and incentives for rangers
- Improve logistics in camp sites
- Raise funds to implement the Park Management Plan, with flexibility to adjust and address the gaps identified by this evaluation
- Research and studies supported by the Programme should be adequately disseminated and findings used for policy development and operational planning
- Improve internet access in the park' Center
- Strengthening linkages between conservation and livelihood support, to be managed with the full involvement of the Park Administration
- Assess the cost and benefit of longer-term measures for protecting the park from poaching and wildfires, including an investment plan for strategic fencing
- Establish a detailed operational plan for tourism development
- Establish an operational plan for Nokalano Game Reserve
- Support the finalization of a long-term contract between IGF and ANAC
- Increase visibility of GNAP and PROMOVE Biodiversidade performances and lessons / best practices

Addressed to	Priority	Recommended time frame
EU Delegation, ANAC BIOFUND, FFS-IGF	Medium	Medium term: 12 – 18 months

Recommendation 5: Enhancing Mount Mabu Management; *Recommendation 5 links to EQ 3, JC 3.3, highlighting Mount Mabu's infrastructure and eco-tourism gaps, reflected in conclusion 3.4.*

- ReGeCom approach to community participation shall be adjusted, establishing a clear timeline and results to be established during project life
- While local communities have been consulted for orienting project activities, it is important to achieve a pivotal change in the project / beneficiary's relationship; local communities need to be regarded as owners and decision makers and the project as a facilitator
- Look for opportunities to establish a regional programme linking Mulanje Mountain, Mount Mabu and other inselbergs supporting conservation and a tourist trail; eventually finance a feasibility study to this effect
- The consortium shall pursue its joint-management approach but responsibility and accountability on results need to be clarified for each partner
- Improve the presence of directors and decision makers on the site
- Revise urgently the plan for the infrastructure; the research center should become a "conservation area management center and visitor site".
- Revise and adjust the plan with full participation of CONSERVA MABU
- Establish a long-term plan for eco-tourism development (with strategy, operational plan, business plan)
- Establish a phased and realistic plan for infrastructure implementation, with full ownership of local association
- Improve urgently the Center (toilets, tents, water, electricity, internet, common area, vehicle access (last km) particularly for the rainy season
- Scale down the second center outside the boundaries
- Establish a capacity assessment of CONSERVA MABU and local associations with gap analysis (based on a goal of full ownership and management of the conservation area) and support a long-term plan of capacity development with full measurability and definition of expected outcomes
- With participation of the beneficiary communities establish a study for coffee development (under forest canopy) for the deforested areas around Mount Mabu, including strategy, investment plan and capacity development plan.
- Look for opportunities for financing under EU, TEI and other Donors
- Establish urgently quantifiable benefits at community level, with tangible results (social or economic benefits) for local population as a mechanism to build dialogue and trust for future development
- Explore with urgency opportunities for follow up

For the livelihood component see further details in recommendation 7.

Addressed to	Priority	Recommended time frame
EU Delegation, ANAC BIOFUND, Consortium,	High;	Medium term: 12 – 18 months

Recommendation 6: Strengthening Livelihoods Contracts in APAIPS; *Recommendation 6 ties to EQ 5, JC 5.1, concerning livelihoods and sustainability, and conclusion 5.1 on strengthening women's empowerment and realistic agricultural planning.*

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- Allocate law enforcement funds for direct management by APAIPS, given that WWF policies do not allow the management of paramilitary and military operations
- Create and equip law enforcement camps for effective law enforcement operations
- Revitalize and support CBOs through capacity building (training and exchange of experience)
- Provision of equipment and incentives for key activities such as community patrolling, sensitization and collection of ecological monitoring data not only to SMOG and community agents, but also to CCPs, CGRNs and community sanctuary monitors. The equipment should include boats, t-shirts, hats, boots, notebooks, cellular phones, flashlights, among others
- Support the fisheries value chain through activities such as the provision of motorized fishing boats to CCP' associations, to support deep sea fishing and high fish catches, acceleration of the development of infrastructure and equipment for the processing and conservation of fisheries products
- Conduct a rapid technical and financial feasibility study for beekeeping, whose results will be used to decide on the development of this activity rather than implementing the pilot phase which will require not less than 6 months
- Train and support communities in the production and storage of seeds, both for horticulture and for the warm season agriculture
- Advocate for the implementation of biodiversity offsets by the mining companies operating in the APAIPS and adjacent areas
- Improve internal communication and management of procurement and financial documents within WWF, to improve its capacity to deliver financial reports

Addressed to	Priority	Recommended time frame
EU Delegation, ANAC BIOFUND, WWF Consortium	Medium	Medium term: 12 – 18 months

Recommendation 7: Enhancing APAIPS Operations and Community Livelihoods; *Recommendation 7 is aligned with EQ 3, JC 3.4, addressing APAIPS's early implementation issues and conclusion 3.5 on financial and operational sustainability.*

Options for improvements of ongoing contracts are quite limited in consideration of the low effectiveness, impact and sustainability, the very limited scale and reach of activities, the limited performances achieved so far and the limited capacities. Improvements of the effectiveness of livelihood interventions will therefore require a detailed design, with assessment of timeline, resources, and identifying the limited opportunities of improvement within each contract and for each result. Follow a number of guidelines to steer this effort.

- Support a Territorial Plan for the buffer zones, based on value chain cluster approach for high impact value chains (Cajun, coffee horticulture)
- Finalize with urgency foreseen activities for fish farming (focus on capacities - very urgent), sustainable acquisition of fingerlings and feeds and product marketing
- Finalize with urgency foreseen activities for bee keeping (focus on capacities - very urgent), sustainable acquisition of inputs and marketing
- In the GNAP, concentrate beekeeping in few sites to increase the feasibility of honey processing and marketing.
- Set beehive fences in areas most affected by human-elephant conflicts, to target honey production for income generation while also mitigating potential conflicts with fauna

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- If time allows, consider the establishment of saving and loan associations for CGRN and Farmers Field School as a sustainable mechanism to support access to inputs and seeds
- Establish urgently a connection between livelihood activities and park conservation
- Continue with the ongoing plan for a new contract with IGF for livelihoods
- Reinforce RADEZA and WWF capacities for finance, accounting of expenditures and account replenishment
- The evaluation sees no point in continuing with the FAO registration and e-voucher system
- Establish informal mechanisms for improved seed and planting material multiplication
- Very monitoring of progress of RADEZA contract, with clauses based on delivery and achievement of results
- Calculate cost and benefit of techniques promoted by Farmer Field Schools, including biofertilizers, biopesticides, and planting in rows
- Promote nutritional value of agricultural activities, with protein rich and vitamin rich food and diet diversity
- Strengthen women empowerment and inclusivity of targeting across all activities
- Extensive planting of fruit trees (papaya, mangoes, citrus, guayaba, others)
- Importantly, for livelihood support in the context of biodiversity conservation, stakeholders should be wary of simplistic theories where benefits from livelihood will decrease pressure on conservation and where these benefits are pursued with minimalistic non-strategic interventions, with very limited reach.
- Realistic planning should consider that Increases in production should require at least 5 agricultural campaigns, which is more than 7 years of implementation

Addressed to	Priority	Recommended time frame
EU Delegation, ANAC BIOFUND, Implementers	High	Short-term: 6 to 12months

Strategic recommendations for future cooperation support to Biodiversity

Recommendation 8 Reinforce EU Value Added and policy dialogue for biodiversity conservation; *Recommendation 8 relates to EQ 7, JC 7.1, discussing EU added value and policy dialogue and conclusion 7.1 emphasizing strategic leadership.*

- Increase the EU Delegation's added value engagement in leading biodiversity policy reforms and dialogues at national and regional levels, with support of specialized TA services (see Recommendation 2)
- Seek to provide continuity for the next programming period and provide long-term commitment to biodiversity conservation
- Explore opportunities available with Regional Instruments
- Seeking opportunities for involvement of TEI and Global Gateway in biodiversity conservation
- TA services shall leverage opportunity of dialogue for improved conservation governance, national budgeting and sector reforms

Addressed to	Priority	Recommended time frame
EU Delegation	High	Long term (next programming cycle)

Recommendation 9: Improve EU mechanisms to support biodiversity conservation in Mozambique; *Recommendation 9 corresponds to EQ 6, JC 6.1, on programme sustainability and conclusion 6.2 on integrating measurable results and performance-based mechanisms.*

- Reinforce EU specific expertise on biodiversity conservation, eventually with support to dedicated TA. TA services could provide coordination and integration across contracts and results and support strategic orientation
- Establish in the EU a single manager at programme level, focus being the management of the programme and the achievement of its goals rather than contract follow up
- Significantly improve of the design of future actions (to be result oriented, with full specification and measurability of results, with results adequately linked to financial resources and timeline; full feasibility studies supporting sustainability, very careful design of implementation arrangements)
- Avoid in the future the setup of programmes composed of compartmentalized contracts and establish by improved design and good practices of programme formulation strong synergies across components and results
- Establish a nationally owned programme level monitoring system with lesson learning and capitalization of experience
- Abandon project-driven approaches based on donation of equipment and inputs
- Strengthening gender orientation, inclusivity, right-based approach across biodiversity support and livelihood
- Agreements and contracts should be result oriented and disbursements should be linked to performances
- Provide Technical Assistance support whenever capacities are considered not adequate for performing implementation

Addressed to	Priority	Recommended time frame
EU Delegation	High	Long term (next programming cycle)

3.3 Lessons learnt

As the first initiative of its kind in Mozambique, PROMOVE Biodiversidade offers valuable insights to guide future biodiversity programmes. These lessons are crucial for enhancing decision-making, improving performance, and supporting the achievement of better results in this and similar interventions.

1. Importance of integrated planning and synergies

Fragmented approaches and insufficient integration between programme components significantly reduce effectiveness. Aligning planning processes across conservation and livelihood activities is critical to achieving synergies and maximizing outcomes. Improved coordination mechanisms can ensure that all implementing partners are working toward unified objectives, as evidenced in areas like GNAF and Mount Mabu

2. Community participation enhances sustainability

Local ownership and community-driven approaches are essential for the long-term sustainability of conservation efforts. Projects that adopt a top-down implementation model, often fail to build trust or achieve meaningful engagement. In contrast, participatory models foster ownership, commitment, inclusivity and ensure that interventions are relevant to local needs

3. Full result orientation supported by clear and realistic targets improve performance

Ambitious goals without detailed operational plans or timelines lead to inefficiencies. Defining specific, measurable targets is essential for guiding programme activities and evaluating progress. This is particularly true for livelihood contracts, where delays and lack of scalability have limited impact

4. Technical Assistance to address capacity gaps

Capacity constraints among implementing agencies hinder programme performance. Deploying Technical Assistance to support strategic vision, capacity building, and monitoring can mitigate these challenges. TA should play a facilitative role, enhancing the ability of the EU and institutions like ANAC and BIOFUND to lead effectively

5. Long-Term commitment is necessary for biodiversity conservation

Short-term interventions are insufficient to address the complex and systemic challenges of biodiversity conservation. Achieving impactful results requires multi-year investments, strategic partnerships, and continuous learning. The need for sustained engagement is evident in programmes like APAIPS and Mount Mabu, where foundational work needs reinforcement over time.

ANNEXES

Annex 1- Evaluation terms of reference

1 BACKGROUND INFORMATION

PROMOVE Biodiversidade is a EUR 13 million programme fully funded by the European Union under the 11th EDF, implemented by BIOFUND and ANAC. It is currently the main EU funded initiative for the biodiversity conservation sector in Mozambique.

The overall objective of the programme is to contribute to sustainable, inclusive and broad-based economic growth, to poverty and vulnerability (against climate change impacts) reduction through the sustainable use of natural resources, in Zambézia and Nampula Provinces.

The specific objective is to protect biodiversity and contribute to improve the livelihoods of rural communities through sustainable management of natural resources in 3 target areas of Mozambique: Ilhas Primeiras e Segundas (APAIPS) and its adjacent coastal areas, the Gile National Reserve (GNR) and the Inselberg of Mabu, in Nampula and Zambézia Provinces. These areas were selected for their biodiversity importance but also for their high/ population density, i.e. where natural resources are suffering from important pressure from local communities. The ecosystems are namely coastal and marine, low land, miombo forest and Afromontane forest.

The main components of the action are: (1) Governance framework of the Institutions dealing with natural resources management; (2) Initiatives and strategies for the sustainable management of natural resources and biodiversity conservation in and around target areas; (3) Sustainable livelihoods of communities living inside the biodiversity areas or in the buffer zones; and 4) Applied research and targeted participatory studies on natural resources management to influence planning and policies at local and national level.

Following COVID 19 epidemics a small component was added to support COVID emergency response in the main conservation areas of the country.

1.1 *Relevant country sector background*

Mozambique is rich in biodiversity, with a total land area of about 786,000 km², and about 13,000 km² of freshwater lake territory. .

The country has over 5000 species of flora and over 4000 species of terrestrial wildlife, several of which endemic¹. Communities use a larger forest area out of the 32 million ha estimated in the 2018 forest inventory; deforestation stemming at 267 000 ha/yr, forestry ecosystems provide essential goods and services to local communities (food, energy, construction materials and furniture) and support the production of timber and non-timber products for commercial use. More than 25%² of the territory is designated as conservation areas (national parks, game hunting areas, wildlife farms and community conservation areas). Mozambique is also endowed with a large biodiversity with globally important terrestrial and marine ecosystems that are under significant pressure.

Some of the **main threats** to biodiversity in Mozambique include:

1. Habitat Loss and Degradation: Deforestation, agricultural expansion, urbanization, infrastructure development, and mining;
2. Illegal Wildlife Trade and Poaching: Mozambique serves as a source, transit, and destination for illegal wildlife trade.

3. Climate Change: induces changes in ecosystems, species distributions, and ecological processes.
4. Invasive Species: native species, alter ecosystem dynamics, and disrupt ecological processes.
5. Overexploitation of Natural Resources: Timber logging, overfishing, and unsustainable hunting
6. Pollution and Habitat Degradation: Industrial activities, agriculture, mining, urbanization, and improper waste disposal.
7. Human-Wildlife Conflict: Crop raiding by elephants, predation by lions and crocodiles, and human encroachment into wildlife habitats.

Agriculture development and agriculture related practices remain a major driver of habitat and biodiversity loss in Mozambique³. Recent analyses indicate that 220,000 hectares of Mozambique's natural forests are lost annually, being largely driven by the expansion of land for agriculture in addition to fuelwood demand for domestic energy. It is estimated that two-thirds of forest losses and degradation in Mozambique are attributed to small-scale agriculture.

National policies

Adopted in 2015, the National Strategy and Action Plan of Biological Diversity of Mozambique (2015-2035- NSAPBD) pursues a better share of the benefits from biodiversity and ecosystem services for all sectors of the population, in addition to its specific objectives of biodiversity and preserving ecosystems loss. Several regulations related to biodiversity are included in a comprehensive number of national laws and policies and associated regulations⁴.

The Five-Year Government Plan 2020-2024 (Programa Quinquenal do Governo, PQG), contains indicators and specific priorities of "Strengthen the Sustainable Management of Natural Resources and the Environment" to mitigate environmental and climate challenges, while ensuring economic growth and promoting inclusive sustainable development⁵.

EU policies

At the time of the formulation of PROMOVE Biodiversity, the EU's strategic priorities on biodiversity conservation in Africa were framed by the *Larger than Elephants (LtE, 2015)*⁶ guidance document.

A new version of LtE is currently being finalized, serving as a significant inspiration of the NaturAfrica flagship initiative. NaturAfrica is the Green Deal approach for EU support to biodiversity conservation in Africa. This initiative focuses on the "meso" scale of intervention that is the key landscape, simultaneously addressing three interconnected subjects in an updated way: i) conservation with a focus on areas with a high level of governance/management (e.g. parks under delegated management and conservancies), ii) development with a focus on green/blue value chains, and iii) new, territorial governance which links the other two topics.

In preparation of the NDICI programming exercise in 2020, the EUD jointly with its Member States adopted the Team Europe Initiative (TEI) Green Deal for Mozambique structured around the following pillars:

(1) Protection, preservation and restoration of natural capital; (2) Low-carbon, resilient and sustainable infrastructure; and (3) Enabling environment, investment capacity and strategic outlook.

The Mozambique's Green deal TEI has been transposed in the EU 2021-2027 Multi Annual Indicative Programme (MIP) for Mozambique under the "Growing Green" pillar.

Key Stakeholders

The Ministry of Land and Environment (MTA) is primarily responsible for environmental policy, land management, and rural development, including biodiversity conservation.

The National Administration for Conservation Areas (ANAC) oversees the management of national parks, reserves, and other protected areas in Mozambique.

The Ministry of Sea, Inland Waters and Fisheries manages marine and freshwater biodiversity, including the regulation of fishing activities and protection of aquatic ecosystems.

The BIOFUND – Foundation for the Conservation of Biodiversity Conservation Foundation is a Conservation Trust n Environmental Fund, a private Mozambican institution, non-profit, with public utility status, which mobilizes, allocates, and manages financial resources exclusively for the conservation of biodiversity and natural ecosystems in Mozambique. BIOFUND plays a crucial role in sustaining biodiversity conservation in Mozambique through its strategic financial support, capacity-building efforts, and collaborative partnerships.

In addition to those institutions, the biodiversity sector includes numerous actors from International organizations (IUCN, WWF, UNDP), NGOS (Conservation International, WWF, Greg Carr Foundation, PPF, WCS, IGF-FFS, FFI, Nitidae), donors (EU (FR, EC, SE, IT, KfW, IR), WB, USAID), private sector (privately managed reserves hunting areas (*coutadas*), tourism operators, agriculture and forestry companies) as well as academia (Eduardo Mondlane University, UniLúrio, UCM).

1.2 The intervention to be evaluated⁷

This evaluation covers one intervention financed by the EU in the biodiversity sector as follows:

Title of the intervention to be evaluated	Biodiversity Actions for Mozambique under 11th EDF - PROMOVE Biodiversidade (DEC FED/2016/040-054)	
Budget of the intervention to be evaluated	Total Cost: EUR 13,000,000 (EU Contribution: EUR 13,000,000)	
CRIS and/or OPSYS number of the intervention to be evaluated	DECISION FED/2019/040-54 ACT-D-40054-00 The following contracts under this decision are to be evaluated: <ul style="list-style-type: none"> FED/ 2021 / 420-668 - Orçamento Programa: PROMOVE Biodiversidade - Melhoria da capacidade institucional da ANAC – EUR 456,451.69 FED/2019/411-549 - PROMOVE – Biodiversidade: Apoio á BIOFUND para proteção da biodiversidade e melhoria na gestão dos recursos naturais em Moçambique – EUR 10,685,000.00 	
Dates of the intervention to be evaluated	Start date:	02/12/2019
	End date:	Entire period of the Action to date

1.2.1 Rationale for the provision of the EU support

The intervention was developed in line with the priorities identified in National Indicative Programme (NIP) for the years 2014-2020. Biodiversity conservation is part of the rural development priority sector of the 11th European Development Fund (EDF). The overall objective of the rural development component is to foster sustainable, inclusive and broad-based economic growth and reduce poverty and vulnerability against climate change impacts in targeted rural areas of Mozambique. After a study on regional disparities in the realm of rural development, it was agreed with the authorities to concentrate rural development related interventions in the provinces of Nampula and Zambézia.

The programme is an integral part of the 11th EDF Rural development overall objective "to foster sustainable, inclusive and broad based growth and reduce poverty in the target areas of Mozambique and vulnerability against climate change impacts". The NIP clearly identifies environmental aspects as a "rural development major bottlenecks", and calls for "complementary actions" on these to "ensure synergies and sustainability to actions/objectives identified under the rural development focal sector".

Globally, the EU Agenda for Change recognizes inclusive and sustainable growth as crucial to long-term poverty reduction. It notes that development is not sustainable if it damages the environment, biodiversity and natural resources and increases vulnerability to natural disasters. It promotes sustainable practices, including safeguarding of ecosystem services, giving priority to locally developed practices and focusing on smallholder agriculture.

The EU Biodiversity Strategy to 2020 reflects the EU's commitment to the protection and sustainable management of biodiversity through strengthened governance, restoring ecosystems and sustainable agriculture, forestry and fisheries as well as averting global biodiversity loss.

The EU actively promotes sustainable forest management and biodiversity conservation through the Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan and the Biodiversity for Life Flagship Initiative (B4Life). One of the initiatives of the B4Life is the newly established Biodiversity Finance Initiative (BIOFIN).

The EU Strategic Approach to wildlife conservation in Africa and the EU Action Plan against wildlife trafficking (2016) as well as the Larger than Elephants publication identify key landscapes for conservation and promotes active participation of the communities in the management of communal wildlife areas. At regional level, a "Regional Wildlife Conservation Programme in Eastern, Southern and Horn of Africa" is currently being developed with 11th EDF funding (EA-SA-IO regional envelope), with two priority areas for intervention, namely: i) strengthened Transfrontier Conservation Area (TFCA) management; and ii) improved law enforcement on wildlife crime.

There is a wide variety of legal instruments regulating activities related to biodiversity conservation in Mozambique, which reveals Government of Mozambique's (GoM) recognition of the importance of biodiversity and its impact on sustainable development.

The Constitution of the Republic of Mozambique (2004) states that all citizens have the right of living in a balanced environment and the obligation to protect it from degradation. Accordingly, the State has adopted policies and laws to protect the environment and encourage sustainable use of natural resources.

The most relevant for this EU action are: Conservation of Biodiversity Law (5/2017), Environmental Policy (Resolution nº 5/95, of 3rd August) and Environmental Law (Law no 20/97 of 1th October), Forests and Wildlife Strategy and Development Policy (Resolution no 10/97, of 7th April), Forests and Wildlife Law (Law no 10/99, of 7th July) and its Regulation (Decree nº 12/2002, of 6th June), Conservation Policy and Implementation Strategy (Resolution no 63/2009, of 2nd November), Conservation Areas Law (Law no 16/2004, of 20th June), Fisheries Law (Law 3/90), Mining Law (Law 20/2014) and its regulations (Decree 26/2004), Regulation on Coastal and Marine Pollution (Decree 45/2006) and Regulation for Environmental Impact Assessment (Decree no 54/2015, of 31st December).

1.2.2 Description of the intervention(s) approach, intervention logic and theory of change

The **overall objective** of this program is to contribute to sustainable, inclusive and broad-based economic growth, to poverty and vulnerability (against climate change impacts) reduction through correct use of Natural Resources.

The **specific objective** is to improve the livelihoods of rural communities through sustainable management of natural resources in target areas of Mozambique.

The target areas are the *Área de Protecção Ambiental do Arquipélago das Ilhas Primeiras e Segundas (APAIPS)* and its adjacent coastal areas, the Gile National Reserve (GNR) and its buffer zone, and in the Inselbergs of Namuli and Mabu, in Nampula and Zambezia Provinces.

The target groups will be the rural communities living in the target areas of the programme, and relevant local and national authorities. The final beneficiaries of the action will be the population of the target rural communities in Zambezia and Nampula.

Result Component 1: *Governance framework, dialogue and financial sustainability in natural resources management is strengthened*

R 1.1. Relevant institutions and other stakeholders at province and district levels are strengthened for the sustainable management of natural resources. These include the provincial directorate of environment, land and rural development; district services of planning and infrastructure, district services of economic activities and local NGOs.

R.1.2 Compliance with the international normative and regulatory framework on environment and natural resources is enhanced.

R.1.3 Multi-stakeholder and multi-level dialogue on sustainable management of natural resources is enhanced.

R 1.4 Co-management models of conservation areas are enhanced, including their financial sustainability, and consolidated in the target protected areas.

R 1.5 Institutions are more effective in the combat to poaching and illegal trade of wildlife products.

Result Component 2: *Livelihood through community-based biodiversity conservation is enhanced*

R 2.1 Alternative livelihoods are identified in collaboration with local communities (with a special attention to more vulnerable groups) living in the target geographical areas.

R 2.2 Economic and environmental sustainable activities are supported through Public-Private-Community Partnerships (PPCPs).

Result Component 3: *Initiatives and strategies for the sustainable management of Natural Resources and biodiversity conservation in and around target areas with the involvement of communities are implemented*

R 3.1 Management structure and basic infrastructure are in place and functioning in the target areas.

R 3.2 Ecosystem services identified, provided and sustainably managed in the target areas.

R3.3 - Biodiversity monitoring systems further developed and operational in the target areas.

Result Component 4: *Applied research and targeted participatory studies on natural resources management (to influence planning and policies at local and national level) are enhanced.*

R 4.1 Applied research conducted and results widely disseminated targeting different audiences, including informing planning and policy making.

R 4.2 Country's capacities to track and monitor the international targets and indicators related to biodiversity, natural resources and environment are enhanced.

Intervention Logic

Deficient law enforcement, weak coordination among the stakeholders, low capacity of the main Conservation Institution (ANAC) and of district government institutions and limited engagement of local communities are bottlenecks for a conducive legal, policy and institutional framework for biodiversity conservation.

The action will contribute to address these challenges through its activities (coordination with government institutions and engagement of local communities, improved dissemination of legislation and law enforcement on the ground, strengthened co-management mechanisms and creation of scientific capacity within ANAC for the coordination of research and for evidence-based decisions). The support to district government institutions will contribute to the implementation of government priorities outlined in district economic and social plan (PESOD). This component will be complemented by other larger programmes.

Improved governance, policy dialogue, and better engagement of local communities in biodiversity management will be effective if concrete conservation actions are implemented in the field. Yet, all the biodiversity areas considered for support are underfunded, with most lacking the minimum financial and human resources to implement their management plans. For this reason, the action intends to strengthen community's institutions engaged in natural resources management and to further support conservation actions already in course in all selected sites, by improving operational infrastructures where needed and ecosystems management and their services, and by supporting the implementation of management plans, restoring degraded ecosystems and promoting awareness raising for communities. Promoting links between academic and research institutions, CAs management, communities and decision-makers can lead to experimental innovative approaches and enhanced compliance of the Country with international biodiversity-related commitments.

In response to the COVID pandemic, in 2021 the budget was modified (internal reallocation) to support BIOFUND's COVID emergency response programme.

During the ROM conducted end of 2023, the expert highlighted that the general structure of the Logical Framework Matrixes (LFW-M) of each programme component (ANAC and BIOFUND contract's LFW) reflect the programme approach, but there are gaps in harmonisation between them, which makes monitoring difficult. The horizontal logic of the LFW is appropriate, but there are shortcomings in terms of better adapting it to the reporting needs, particularly a lack of indicators at the upper levels of the LFW-M of sub- grantees under BIOFUND component.

Upon recommendation of ROM report, the Delegation requested ROM SDL service to review the LFWs of the Financing Agreement as well as those of ANAC and BIOFUND contracts. This revision was finalized in April 2024 and rider to the Financing Agreement (rider n°3) is currently being processed to update the LFW. Riders to update the LFW's of BIOFUND and ANAC contracts shall be approved subsequently.

1.3 Stakeholders of the intervention

The following table describes the key stakeholders of the intervention and their interaction with the intervention.

Stakeholder groups	Role and involvement in the intervention	How the intervention is expected to impact on the stakeholder group
Implementing partners	<p>Component 1 – Implemented by ANAC (Program Estimate)</p> <p>Component 2 to 4 – implemented by BIO-FUND (grant contract) and following sub-grantees: PNG: IGF-FFS and RADEZA</p> <p>Mabu: WWF/ReGECOM/RADEZA</p> <p>APAIPs: WWF/Ku-lima/Aena Research consortiums:</p> <p>PNG:</p> <p>(i) Faculty of Agronomy and Forestry Engineering (FAEF), Eduardo Mondlane University (UEM)</p> <p>(ii) Faculty of Agricultural Sciences at Lúrio University (UniLúrio)</p> <p>(iii) Faculty of Communication of the Catholic University of Mozambique (UCM)</p> <p>Monte Mabu:</p> <p>(i) National Irrigation Institute (INIR) and Eduardo Mondlane University (UEM)</p> <p>(ii) UniZambeze, UCM and UniLúrio responsible for research into the use of resources on Mount Mabu.</p> <p>APAIPs: Potential research areas have been identified. There is need to produce a series of temporal data about habitats such as coral reefs, seagrass beds, mangroves as well as assessing the effectiveness of community conservation areas through analysis of ecological indicators of fishing around these areas. UniLurio and InOM were invited to share proposals to conduct the above analysis.</p>	<p>ANAC as a direct beneficiary by strengthening the institutional capacity to deliver on CITIES commitments</p>
National partners / counterparts	<p>Local Administrations</p> <p>Provincial Administration</p> <p>Ministry of Land and Environment</p>	<ul style="list-style-type: none"> - Provision of technical and financial means to support conservation policy implementation; - Provision of financial means to ensure effective management of

		<p>CAs and contribute to the legalization of a community conservation area (CCA – Monte Mabu);</p> <ul style="list-style-type: none"> - Enhance knowledge and visibility of targeted conservation areas.
Target groups	<p>Law Enforcement Authorities (Criminal Investigation Services, Customs, Judiciary chain key actors)</p> <p>Conservation areas management structures (ANAC and co-managers)</p> <p>Community based organization</p>	<ul style="list-style-type: none"> - Provision of trainings to enhance knowledge and capacity - Support operational and investment costs of CA management and governance structures - Improve scientific knowledge towards evidence-based decision-making - Support towards strengthening of participatory decision-making processes
End beneficiaries	<p>Communities in and around conservation areas</p> <p>Conservation areas management structures (ANAC and co-managers)</p>	<ul style="list-style-type: none"> - Provision of incentives towards enhanced and more sustainable livelihoods - Increased awareness on the importance to preserve and protect natural resources and related ecosystems services that support their livelihood. - Provision on training and tools to better manage Human Wildlife Conflict (HWC)

1.4 *Previous internal and external monitoring (incl. ROM), evaluations and other studies undertaken*

#	Title and date of the exercise (ROM, Evaluation, other study)	Key findings and recommendations
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1	“ROM Promove Biodiversidade 040-054 Financing agreement ”	<p>CCL 1.The programme is relevant and locally supported. But implementation faces significant delays, and it is necessary to consider what can be achieved in the remaining time.</p> <p>REC. 1 a. — Contracting short-term TA to readjust and simplify the project – with corresponding budget adjustment (ANAC);</p>
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		<p>REC. 1b. — Increase the level of follow-up and scrutiny of the ANAC component.</p> <p>CCL 2. The programme and its projects have a coherent logic, but need improvements in the harmonisation of LFW, the definition and revision of indicators. In addition, Monitoring and Evaluation systems have limitations that influence the quality of the reports of implementation.</p> <p>REC 2 - Carry out a review of the LFW.</p> <p>CCL 3. Projects are carried out in Mozambique areas which ensure a focus on vulnerable populations, but do not incorporate specific selection criteria to take into account the most vulnerable.</p> <p>REC 3 — Integrate simple elements and concepts of financial management into training courses as well as vulnerability criteria in the selection process of beneficiaries.</p> <p>CCL 4. APAIPS project not yet it officially started and will be an extension of the previous WWF project in the CA. The need for consolidate work with communities and improve communication to raise awareness.</p> <p>REC. 4 — Certify that the vessel to be purchased in the draft APAIPS complies with essential requirements</p> <p>CCL 5. PNAG project is aligned with the original plan in terms of infrastructure and capacity, but its performance needs to be analysed in greater depth. The perception of the surrounding communities about the project as an asset still it is not clear, and some visibility elements need to be realised.</p> <p>REC 5. — Consider measures in making sure the PNAG is an asset for communities</p> <p>CCL 6. The RADEZA project presents progress on implementation of various activities such as beekeeping, fish farming and conservation agriculture, but lagging behind and the real contribution of these activities is unclear.</p> <p>REC. 6 — Analyse the effects of micro-projects and focus on the project of RADEZA on the most impactful actions.</p> <p>CCL 7. In Mabu progress towards the establishment of the Conservation Area are progressing positively, but those related to livelihoods are at risk and have made little progress so far.</p> <p>REC.7 — Consolidate the infrastructure of the research centre in Mabu.</p> <p>CCL 8. Although it does not have an explicit gender strategy, the programme incorporates gender considerations.</p> <p>REC 8. Rectify gender issues with the relevant indicators and allocate gender expert from BIOFUND.</p> <p>CCL 9. Lack of visibility of EU funding and the contribution to the region and the sector.</p> <p>REC 9. — Improve visibility</p>
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2	SDL ROM 399,400 and 401	Logical framework revision for the FA and the 2 contracts have been updated in April 2024.
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2 OBJECTIVE, PURPOSE, AND EXPECTED RESULTS

Type of evaluation	Mid-term
Coverage	The intervention in its entirety (all 4 components)
Geographic scope	Mozambique
Period to be evaluated	the entire period of the intervention to date from 2/12/2019 to date

2.1 *Global Objective of the evaluation*

Systematic and timely evaluation of its programmes and activities is an established priority⁸ of the European Commission⁹. The focus of evaluations is on the assessment of achievements, the **quality**, and the **results**¹⁰ of interventions in the context of an evolving cooperation policy, with increasing emphasis on **result-oriented approaches and the contribution towards the achievement of the SDGs**.¹¹

From this perspective, evaluations should **look for evidence of why, whether and how the EU intervention(s) has/have contributed to the achievement of these results** and seek to **identify the factors driving or hindering progress**.

The **global objectives** of this evaluation are to provide the relevant services of the European Union, the interested stakeholders with:

- An overall independent assessment of the performance of the PROMOVE Biodiversidade intervention, paying particular attention to its different levels of results measured against its expected objectives and to the reasons underpinning such results;

2.2 *Key lessons learned, conclusions and related recommendations in order to inform decision makers on how to improve current and future interventions. Specific objectives of the evaluation*

- The **specific objectives** for this evaluation are to: Assess the performance of the intervention gauging the extent to which the planned inputs/activities are leading to the achievement of the anticipated results (outputs, outcomes, and early signs of impact);
- Analyse programme barriers to implementation and challenges and the determinants for success, (including any broader consequences, positive or negative, intended or unintended, which have occurred as a result of the intervention);
- Provide recommendations based on solid evidence and lessons learned to inform relevant programme adjustments especially with a focus ensuring sustainability of the programme approaches;
- Provide recommendations on best strategies and approaches to promote biodiversity conservation, sustainable livelihoods of communities in and around conservation areas and integrated landscape management inform future EU interventions under the MIP 2021-2027.

The evaluation will assess the intervention(s) using the **six standard DAC evaluation criteria**, namely: **relevance, coherence, efficiency, effectiveness, sustainability** and early signs of **impact**. In addition, the evaluation will assess the intervention(s) through an **EU specific evaluation criterion**, which is the **EU added value**.

The **definitions** of the 6 DAC + 1 EU **evaluation criteria** are contained for reference in **Annex III**.

Furthermore, the evaluation team should consider whether gender equality and women's empowerment¹², environment and adaptation to climate change were mainstreamed; the relevant SDGs 15, 1, 14 and 13 and their interlinkages were identified; the principle of Leave No One Behind (this includes persons with disability, indigenous peoples, children, and the elderly) and the Human Rights-Based Approach was followed during design, and the extent to which they have been reflected in the implementation of the intervention, its governance and monitoring.

In light of the security and humanitarian situation in northern Mozambique, the evaluation team should also reflect on the conflict sensitivity of the intervention in particular in the province of Nam-pula. Analysis should also extend to the effect on the youth of implementing MIMAIP's directive on beach sein removal.

2.2.1 Indicative Evaluation Questions

The specific EQs, as formulated below, are indicative. They outline what the evaluation should focus on, have a primary impact on the methodology that the evaluators will develop, and determine the findings that will be produced by the evaluation. Following initial consultations and document analysis, and further to the finalisation/reconstruction of the Intervention Logic of the intervention(s) to be evaluated, the evaluation team will discuss these with the evaluation manager¹³ and the Evaluation Reference Group and propose in their Inception Report a complete and finalised set of Evaluation Questions. This will include an indication of specific judgement criteria and indicators, as well as the relevant data collection sources and tools.

Once agreed through the approval of the Inception Report, the Evaluation Questions will become contractually binding.

The suggested EQs are:

1. *To what extent the intervention is progressing towards the achievement of the specific objectives and expected results and contributing to achieve the relevant SDGs? Analysis of relevance, effectiveness, efficiency, impact, sustainability of each result component, coherence of the intervention. Have there been improvements on intervention/efficiency/relevance/effectiveness/sustainability and communication dimensions since ROM 2023?*
2. *To what extent has the program contributed to strengthening the **governance framework** for the management of biodiversity and natural resources in protected areas. What results have been achieved? What were the challenges that might have undermined the achievement of the results? What are the specific adjustments would be necessary to enhance progress?*
3. *To what extent has the program contributed to improving the livelihoods of the communities living in targeted protected areas? What are the challenges observed? How were they addressed? What are the specific adjustments that would be necessary to enhance progress (increase scale, benefits, sustainability)?*
4. *To what extent has environmental education been effective in changing behavior and practices of different strata of communities (school children, youth, women, and others) in the target areas? What were the gaps? What actions could enhance the results?*
5. *How did the program promote social inclusion and gender equity? To what extent was the approach effective? What actions can be used to enhance inclusion and equity?*
6. *To what extent have the research/studies financed under the program contributed to inform and influence the management of the targeted protected areas?*
7. *What are the key recommendations – based on lessons learnt and evidence for program*

adjustments (including activities, approaches, resources, governance)?

8. What are the long-term perspectives *for this action*? What are the key elements for developing an exit strategy? *What are the key stakeholders and the resources they have/need to carry forward the intervention initiated under this Action?*
9. What are the evaluation team recommendations – based on lessons learnt and evidence – for an EU intervention under the multiannual programming (MIP 2021-2027, priority area 1 – Growing Green)?

2.2.2 The main users of this evaluation will be EU Services and PROMOVE Biodiversidade stakeholders

#	Users of the evaluation	Key uses (how they will use the evaluation)
1	European Union - including the EU Mozambique Delegation	Help prioritise funding decisions and make recommendations to improve the current implementation of the intervention and to inform future programmes under the MIP 2021-2027
2	National counterparts (relevant Departments, Ministries involved, provincial and district authorities, local actors)	Gain evidence on the programme progress as well as recommendations for their involvement in the programme and lessons learnt on the operationalisation of the sector's national strategies (both central and provincial levels)
3	PROMOVE Biodiversidade implementing partners: ANAC, BIOFUND and related sub-grantees	Obtain a thorough assessment of the programme progress in relation to planned results, including recommendations for the programme continuation
4	Implementing partners of 11 th EDF PROMOVE programmes (Agribiz, Nutrição, Comercio, Transporte, Energia) and implementing partners in the sector financed under MIP 2021- 2027	Gain relevant learning to develop potential synergies and complementarities
5	Others donors and civil society organizations supporting conservation and rural development sectors	Knowledge on intervention approach and lessons learnt

2.3 *The requested services including suggested methodology*

2.3.1 Structuring of the evaluation and deliverables

The evaluation process will be carried out in 04 phases and with specific number of activities:

- Inception phase
- Interim phase
 - Desk activities
 - Field activities
- Synthesis phase
- Dissemination phase

Throughout the evaluation and following the approval of the Inception Report, if any significant deviation from the work plan could compromise the quality of the evaluation or jeopardise the completion of the specific contract within the contractual timeframe, these elements are to be immediately discussed with the evaluation manager and, regarding the validity of the contract, corrective measures taken.

1. Inception phase

Objectives of the phase: to structure the evaluation and clarify the key issues to be ad-

dresssed. Main activities of evaluators

- Initial review of background documents (see Annex III).
- Face-to-face kick-off session (in remote or in Maputo as feasible) between EU Delegation, the Reference Group and the evaluators. Objectives of the meeting: i) to arrive at a clear and shared understanding of the scope of the evaluation, its limitations and feasibility; ii) to clarify the expectations of the evaluation; iii) to illustrate the tentative methodology to be used; iv) any other relevant objectives.
- Initial interviews with key stakeholders.
- Finalisation or reconstruction of the Intervention logic/Theory of Change (IL/ToC). This involves a careful consideration of the existing log frame and of the documentation available on the intervention and its context and requires an assessment of the evidence (between the hierarchy of results e.g., outputs, outcomes, and impact) and the assumptions necessary for the intervention to deliver change as planned. The reconstructed intervention logic should be presented in the form of a simplified diagram that articulates the four levels: inputs, outputs, outcomes, and impact. Additional layers can be added to map activities or distinguish between shorter-term and medium-term outcomes. A concise narrative should accompany the diagram, explaining the main causal links across the results chain and highlighting key contextual, operational, hypothetical, and environmental assumptions made.
- Finalisation of the Evaluation Questions (EQs) listed in section 2.2.1, based on the reconstructed Intervention Logic/Theory of Change while working in collaboration with the evaluation manager and the Evaluation Reference Group.
- Finalisation of the Judgment Criteria (JCs), Indicators, the main evaluation criteria, and related sources of information.
- Build the Evaluation Matrix to present the framework for collecting, classifying, and making evaluation findings accessible based on the finalised evaluation criteria, EQs, JCs, Indicators, and related sources of information. To establish the Evaluation Matrix, the evaluators may refer to the example in Annex IV.
- Finalisation of the evaluation methodology, based on and driven from the contextual realities including the identified sensitivities, definition of judgement criteria and indicators for each Evaluation Question, as well as the selection of data collection tools and sources. The methodology should be gender sensitive, contemplate the use of sex- and age-disaggregated data, and assess if, and how, interventions have contributed to progress on gender equality.
- The methodology will include the proposed representative sample of interventions to be analysed in greater detail to inform the assessment of performance and results/sustainability. The selection of this sample should be underpinned by a clear methodology (incl. selection criteria used).
- Workplan of subsequent phases.
- Identification of the expected risks and limitations of the methodology, and of the envisaged mitigation measures.
- Context analysis, including gender and conflict analysis to ensure conflict sensitivity and do no harm throughout the process.
- Preparation of the Inception Report; its content is described in Annex V.
- Remote or face-to-face presentation of the Inception Report to the Reference Group, supported by a slide presentation.
- Revision of the report (as relevant) following receipt of comments. Deliverables and meetings:
- *Meeting Remote: kick off session*
- *Minutes of kick-off meeting*
- Draft Inception report (max 5 pages)
- Slide presentation to present the inception report to the RG members, including the proposed reconstruction of Intervention Logic/Theory of Change (if applicable).
- Minutes of the RG meeting
- *Meeting face-to-face (either remote): presentation of Inception Report*
- Final Inception report (max 5 pages)

2. Interim Phase

This phase is entirely devoted to gathering and analysing the information required to provide preliminary answers to the EQs. Work in this phase will consist of two activities.

1. **Desk activities** - review of documentation and interviews with key stakeholders and other initial data collection using different tools such as surveys.
Field activities - further data collection and analysis with the aim of testing the hypotheses identified during the 'Desk activities'.

Interim phase: Desk and field activities

Objective of the phase: to analyse the relevant secondary data and conducting primary research.

Main activities of evaluators

- Completion of in-depth analysis of relevant documents and other secondary sources, to be done systematically and to reflect the methodology as described in the Inception Report.
- Selected face-to-face interviews in Maputo, project location (Nampula, Zambezia, Manica and Sofala Provinces) and remote interviews to support the analysis of secondary data, as relevant.
- Formulation of the preliminary responses to each Evaluation Question, with analysis of their validity and limitations.
- Identification of the issues still to be covered and of the preliminary hypotheses to be tested during primary research.
- Face-to-face presentation in Maputo (preferably), of the preliminary findings emerging from the desk review (incl. gaps and hypotheses to be tested in the field) to kick-off the in-country portion of this Interim Phase, supported by a slide presentation.
- Completion of primary research following the methodology described in the Inception Report. The team of experts is required to spend at least **30 days in the field**.
- Guarantee of adequate contact, consultation with, and involvement of the different stakeholders, including the relevant government as relevant authorities and agencies, throughout the Interim Phase.
- Use of the most reliable and appropriate sources of information, respecting the rights of individuals to provide information in confidence, and being sensitive to the beliefs and customs of local, social and cultural environments, throughout the Interim Phase. Preparation of the Intermediary Note; its content is described in Annex V.
- Preparation of the Intermediary Desk and Field Note (max 7 pages); its content is described in Annex V.
- Preparation of a slide presentation of intermediate/preliminary (Desk and Field) findings and preliminary conclusions (to be tested with the Reference group and other stakeholders as relevant for validation purposes) free format;
- Face-to-face presentation in Maputo, of the intermediate/preliminary (Desk and Field) findings and preliminary conclusions to the Reference Group, supported by the slide presentation.

Deliverables and meetings:

- Meeting face-to-face: presentation to the RG of preliminary findings (to be tested) emerging from the desk work
- Minutes of the RG preliminary findings meeting
- Slide presentation
- Meeting face-to-face: debriefing to the RG on intermediate/preliminary (Desk and Field) findings
- Slide presentation of the desk and field findings
- Minutes of the desk and field findings RG meeting

Slide presentation of Case studies proposals

3. Synthesis Phase

Objectives of the phase: to report on results from the evaluation (final answers to the Evaluation Questions (final findings) and formulate conclusions and recommendations).

Main activities of evaluators

- Analysis and synthesis of the evidence and data collected during the previous phases to provide a final answer to the Evaluation Questions.
- Preparation of the Draft Final Report; its content is described in Annex
- Face-to-face presentation of the Draft Final Report in Maputo, to the Reference Group, supported by a slide presentation.
- Preparation of a response to the comments to the draft report received from the evaluation manager, preferably in a table format.
- Revision / finalisation of the Final report in light of comments received from the Reference Group. While potential quality issues, factual errors or methodological problems should be corrected, comments linked to diverging judgements may be either accepted or rejected. In the latter instance, the evaluators must explain the reasons in writing (free format).
- Drafting of conclusion, lessons learned and recommendations in an online form accessible in the Funding and Tender Opportunities Portal inside the Monitoring & Evaluation component.
- Inclusion of an executive summary (free text format) in the Final Report (see Annex V).

Deliverables and meetings:

- Draft Final Report
- Meeting face-to-face: presentation of the Draft Final Report
- Minutes of presentation of the Draft Final Report
- Final Report (including response to comments)
- Executive summary of the Final Report
- Conclusion, lessons learned and recommendations in an online form accessible in the Funding and Tender Opportunities Portal inside the Monitoring & Evaluation component
- Case studies final version delivered

The evaluators will make sure that:

- Their assessments are objective and balanced, statements are accurate and evidence-based, and recommendations are realistic and clearly targeted to relevant authorities.
- When drafting the report, they will acknowledge clearly where changes in the desired direction are known to be taking place already.
- The wording, inclusive of the abbreviations used, considers the audience as identified in section 2.1 above.

4. Dissemination Phase

Objective of the phase: to support the communication of the evaluation results to a diverse audience, including EU taxpayers. In particular the main findings of the final report will be presented by the evaluators in a half-day closing workshop /event (face-to-face with the possibility of a remote access) to be organised in Mozambique (date to be determined at the inception phase).

The targeted audience will be Government institutions (at central or local level), civil society or CSO networks, implementing partners, academia, main stakeholders, programme beneficiaries and interested development partners.

Main activities of evaluators/contractor:

- Production of two **evaluation briefs** of 2 – 4 pages targeting each result area of the intervention logic and highlighting the most important learning from the evaluation. Each brief should also be printed in 100XX colour copies.
- Production of two **infographics** (not more than 2 pages) targeting respectively (1) government counterparts and (2) civil society and media. Each infographic should also be printed in 200XX colour copies.

- Organisation and facilitation of a **dissemination seminar** (including preparation of a slide presentation) to promote knowledge transfer and discuss conclusions and recommendations of the evaluation. The seminar will take place face-to-face (in Maputo) in hybrid format and will last one day (max 50 participants for face-to-face attendance, including the team leader and one of the thematic experts and RG)

References: the evaluation team should take inspiration from the ESS/INTPA work on Dissemination of Evaluation Results: [an analysis of dissemination best practices in the EU and 12 international organisations and NGOs](#), and six (6) 'how-to' guides on the production of [infographics](#), [blogs](#), [podcasts](#), [briefs](#), [videos](#), [dissemination seminars](#) and some [examples of dissemination products from the EU](#).

Deliverables and meetings: [specify your dissemination deliverables and meetings to ensure alignment with what detailed above

- Dissemination seminar
- Minutes of the Dissemination seminar
- Infographics
- Evaluation briefs

2.3.2 Evaluation ethics

All evaluations must be credible and free from bias; they must respect dignity and diversity and protect stakeholders' rights and interests. Evaluators must ensure confidentiality and informant anonymity, adhering to professional standards, ethical guidelines, and moral principles in line with the 'do no harm' principle. The approach of framework contractors to observe these obligations must be explicitly addressed in the specific Organisation and Methodology, and implemented by the evaluation team throughout the evaluation, including during dissemination of results.

2.3.3 Management and steering of the evaluation

At the EU level

The evaluation is managed by the evaluation managers of the EUD. The progress of the evaluation will be followed closely by the evaluation managers with the assistance of a Reference Group consisting of members of EUD, BIOFUND, ANAC and NAO.

The main functions of the Reference Group are:

- to propose indicative Evaluation Questions
- to validate the final Evaluation Questions
- to facilitate contacts between the evaluation team and the EU services and external stakeholders
- to ensure that the evaluation team has access to, and has consulted with, all relevant information sources and documents related to the intervention
- to discuss and comment on notes and reports delivered by the evaluation team. Comments by individual group members are compiled into a single document by the evaluation manager and subsequently transmitted to the evaluation team
- to provide feedback on the findings, conclusions, lessons and recommendations from the evaluation
- to support the development of a proper follow-up action plan after completion of the evaluation.

At the Contractor level

Further to the requirements set out in section 3.3 of the Global Terms of Reference of the Framework contract SEA 2023, the Framework Contractor must ensure that an effective quality assurance takes place for each individual assignment and must provide its staff members/experts with the necessary support to guarantee the quality and timely delivery of the outputs. As such, the

contractor is responsible for the quality of the process, the evaluation design, the inputs, and the deliverables of the evaluation. In particular, it will:

- Support the Team Leader in their role, mainly from a team management perspective. In this regard, the contractor should make sure that, for each evaluation phase, specific tasks and outputs for each team member are clearly defined and understood;
- Provide backstopping and quality control for the evaluation team's work throughout the assignment;
- Ensure that the evaluators are adequately resourced to perform all required tasks within the timeframe of the contract.

2.3.4 Specific aspects to be addressed by the contractor

Contractors will describe how their proposed strategy/approach will address the cross-cutting issues mentioned in these Terms of Reference; it should be gender sensitive, contemplate the use of sex- and age- disaggregated data and be able to demonstrate how interventions have contributed to progress on gender equality.

This evaluation may be impacted by difficulties in accessing the field due to security constraints or health- related issues. The to-be-selected contractor will bear the duty of ensuring that the evaluators will respect, at all times, the relevant international, national and local guidance regarding travel limitations and will exert due care in preventing the spread of diseases and avoiding any unreasonable, unnecessary risks. The specific contract Organisation and Methodology should contain a clear and detailed description of the methods that the evaluation will use to address potential difficulties in accessing the field. These may include the combination of face-to-face and remote methods of data collection, if relevant¹⁴.

2.4 Required outputs:

The required expected outputs are:

Expected output(s)	Main activities involved (see also §2.3.1)	Indicators of performance and quality	Main expected deliverables to be approved to complete the expected output
Output 1: successful completion of the inception phase	<ul style="list-style-type: none"> • Kick off meeting. • Preliminary interviews • Refinement of evaluation matrix 	Cf. section 6	<ul style="list-style-type: none"> • Inception report • Presentation of slides • Theory of change
Output 2: successful completion of the interim phase	<ul style="list-style-type: none"> • Document reviews and data collection including: • Interviews and Field visits • Case studies collection 	Cf. section 6, relevant stakeholders interviewed	<ul style="list-style-type: none"> • Preliminary findings presentation slides • Debriefing of desk/field findings • Case studies proposals
Output 3: successful completion of the synthesis and dissemination phase	<ul style="list-style-type: none"> • Organisation of dissemination seminar • Drafting final evaluation report 	Cf. section 6	<ul style="list-style-type: none"> • Final evaluation report • Case Studies • Dissemination seminar and PPT presentation • Infographics and evaluation briefs

3 LOGISTICS AND TIMING

Please refer also to Part B of the Terms of Reference.

4 REQUIREMENTS

Please refer also to Part B of the Terms of Reference for expertise requirements.

All costs, other than the costs for the experts of the evaluation team will be reflected in a dedicated budget line(s) under the chapter “Other costs” of the framework contractor’s financial offer.

The “other costs” to be included in the contractor’s financial offer should include:

- Provision for data collection and analysis in the country (other than the working days of the experts of the team), including if necessary for the use of remote data collection techniques and/or a team of locally available experts.
- The costs associated with 3 travels to Maputo for all the members of the team and to 2 travels for the field activities in the targeted provinces for all the members of the team mentioned in section 2.2.2.
- The costs related to the design and publication of the dissemination products described in section 2.2.2.
- The costs linked to the dissemination seminar to be held in Maputo as described in section 2.2.2 – point 4. Dissemination phase:
 - Costs for the participation of the relevant experts of the evaluation team (at least the Team leader + another expert);
 - Costs for an interpreter / translation fees
 - Costs for a moderator
 - Printing and transportation of any dissemination products, for example, print outs of ‘infographics, or evaluation brief’.
 - Rental fees for a suitable venue, and provision of conference equipment, (if hybrid format please add the following) including an online platform facilitating interaction between remote and in-person participants;
 - Catering costs, covering warm and soft beverages and biscuits for coffee/tea breaks during the seminar).

5 REPORTS/DELIVERABLES

The table below outlines the evaluation team's key deliverables, their content, language, and respective timelines. The Framework contractors when drafting the timetable of activities in their offer, should include not only the timing of submission of reports but also that of other key deliverable as per section 2.2.2.

Title	Content	Language	Submission timing or deadline	Number of copies (if report to be provided in Paper or USB/CD/DVD format)
Inception Phase				
Inception Report	See Annex V	English and Portuguese	End of Inception Phase	electronic
Interim: Desk and Field activities				

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Intermediary desk and field note	See Annex V	English and Portuguese	End of Interim (Desk and Field) Phase	electronic
Synthesis phase				
Draft Final Report	See Annex V	English and Portuguese	16/12/2024	electronic
Final Report (together with the response to comments)	See Annex V	English and Portuguese	15 days after receiving comments on Draft Final Report	electronic
Executive summary of the Final Report	See Annex V	English and Portuguese	Together with Final Report	100 hard copies 10 USB
Draft conclusion, lessons learned and recommendations	See online form in Funding & Tenders Portal	English and Portuguese	Together with Final Report	electronic
Case Studies	template to be presented and discussed with EUD	English and Portuguese	Together with Final Report	electronic
Dissemination Phase				
Slide presentation for the Evaluation Seminar	template to be presented and	EN and PT	Between 10 to 20 days after receiving	electronic

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	discussed with EUD		comments on Draft Final Report	
Infographics	template to be presented and discussed with EUD	EN and PT	Together with Evaluation Seminar	electronic
Evaluation Brief	template to be presented and discussed with EUD	EN and PT	Together with Evaluation Seminar	electronic

5.1 Use of the Funding & Tenders Portal by the evaluation contractors and experts, and of EVAL-OPSYS by the evaluation manager

The selected contractor will submit all the deliverables by uploading them to the Funding & Tenders Portal. These documents will be linked by the evaluation manager to their related phase in the EVAL-OPSYS. The selected contractor will also need to draft conclusion, lessons learned and recommendations in the online form accessible in the Funding and Tender Opportunities Portal inside the Monitoring & Evaluation component, which consists notably of conclusions, lessons learned and of recommendations that can be later clustered and prioritized.

6 MONITORING AND EVALUATION

6.1 Content of reporting

The deliverables associated to each output must match quality standards. So, for example, the text of the reports should be illustrated, as appropriate, with maps, graphs, and tables; a map of the area(s) of intervention is required (to be attached as annex). In particular, the quality of the draft versions of the inception and final report will be assessed by the Evaluation Manager using the quality criteria presented in Annex VI; while other deliverables will be assessed using similar quality criteria but adapted to the specific structure, format, and content of the reports / notes as outlined in Annex V.

6.2 Comments on the deliverables

For each report, the evaluation manager will send the contractor consolidated comments received from the Reference Group or the approval of the report. The revised reports addressing the comments will be submitted on a date to be agreed with the evaluation manager. The evaluation team should provide a separate document ("comments matrix") explaining how and where comments have been integrated or the reason for not integrating certain comments if this is the case.

Annex 2- Documents reviewed

Annex 3- Stakeholders interviewed during the evaluation

Annex 4- PROMOVE Biodiversidade logical framework (June 2024)

PROGRAMME LOGFRAME

ANNEX I: LOGICAL FRAMEWORK MATRIX (LOGFRAME) OF THE EVALUATED INTERVENTION

	Results chain	Indicator	Baseline (value & reference year) 2019	Target (value & reference year) 2026	Current value* (reference year) (* to be included in interim and final reports in due time)	Source and means of verification	Assumptions
Impact (Overall objective)	OO: To promote biodiversity conservation, along with a sustainable and inclusive development in protected areas of Mozambique.	1 Red List Index (OPSYS core indicator)	0,79	0,81		Global SDG Indicators Database, (https://unstats.un.org/sdgs/indicators/database/)	NOT APPLICABLE
		2 Country Classification according to CITES Convention	Category II	Category I		Website CITES (https://cites.org)	
		3 Number of sustainable tourism initiatives operating in protected areas	13	14		Official data from the National Directorate of Forests and the National Administration of Conservation Areas (ANAC) Ministry of Culture and Tourism	

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Outcome Specific Objective(s)	SO1: Strengthened governance framework for the management of biodiversity and natural resources in protected areas.	1.1 Level of compliance with CITES obligations concerning reporting and recommendations' adoption	Missing reports and recommendations not adopted	Reports submitted on time and recommendations adopted"		Notes on the submission of compliance reports	<ul style="list-style-type: none"> • The Government remains committed with the protection and conservation of national ecosystems and biodiversity.
		1.2 Number of legal instruments related to CITES and natural resources management adopted with the support of the EU	0	3		Official Bulletin of the Republic of Mozambique ((https://www.inm.gov.mz/))	<ul style="list-style-type: none"> • Existence of synergies and complementarities among different stakeholders (Government, development partners, private sector, civil society) within the environmental sector.
		1.3. Areas of terrestrial and freshwater ecosystems under (a) protection, (b) sustainable management with EU support (km2) (EU GRF)	(a) 0 (protecção total) (b) 0 (buffer zone +others typologies (areas de transição))	(a) Gilé: 2862 km2 APAIPS: 161.76km2 Mabu: 93 km2 (b) Gilé: 62km2- zona tampão+964 km2- coutada de Mulela APAIPS: 1,122.00 km2 Mabu:TBD		Progress and final report from subsidiary projects and Decision-level monitoring and evaluation deliverables	<ul style="list-style-type: none"> • Stable security conditions in the geographical targeted areas. • Absence of external shocks (economic, exchange rate volatility, natural disasters) affecting local economies in the geographical targeted areas.
	SO2: Improved livelihoods of the communities living in targeted protected areas.	1.1 Number of smallholders reached to increase their sustainable production, access to markets and/or security of land (OPSYS core indicator)	0	Gilé: 500 APAIPS: 2730 Mabu:400		Progress and final report from subsidiary projects and Decision-level monitoring and evaluation deliverables	

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		1.2 Number of people with access to improved drinking water source and/or sanitation facility with EU support (OPSYS core indicator)	0	4500		Progress and final report from subsidiary projects and Decision-level monitoring and evaluation deliverables	
Outputs	OP1.1: Compliance with the international normative and regulatory framework on environment and natural resources is enhanced.	1.1.1 Status of CITES Regulations	Outdated or insufficient regulations preventing the country's upward classification in CITES protection categories.	Revised and submitted to competent authorities for approval.		Progress and final reports	<ul style="list-style-type: none"> Local population and target groups willing to change behaviors, and to adopt and retain new knowledges, attitudes and practices regarding the sustainable management of natural resources. Provincial Governments take active part and ownership of project's activities. Absence of extreme weather events in the geographical targeted areas.
		1.1.2 Number of standard operating procedures (SOPs) related to wildlife products or conservation revised, with EU support	0	2		Progress and final reports	
	OP1.2: Relevant institutions and other stakeholders at province and district levels with strengthened capacities for the sustainable management of natural resources.	1.2.1 Number of government officials and staff from various entities involved in natural resource management trained with EU support holding updated knowledge in resource management, (disaggregated by sex and by type of entity)	602	1200 M: 418 F: 180 Central government: tbd Provincial governments: 500 Municipal governments: 100 Customs: tbd		Progress and final reports	

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				Others: Gilé: 86 APAIPS:46 Mabu:5		
	OP1.3: Enhanced operationalisation of management structures, plans, infrastructures and ecosystem services.	1.3.1: Number of management plans of protected areas drafted or revised with the support of the EU	PNAG:0 APAIPS:1 Mabu:0	PNAG:1 APAIPS:1 Mabu:1		Progress and final reports
		1.3.2: Number of infrastructures built, rehabilitated or equipped with EU support to facilitate management of natural resources	ANAC (national):0 PNAG: 0 Mabu:0 APAIPS: 0	ANAC (national):1 PNAG:54 Mabu: 5 APAIPS:11		Progress and final reports
		1.3.3: Number of protected areas supported by the EU in their surveillance and control operations	0	2		Progress and final reports
	OP1.4: Increased participation of local communities in the management of the targeted protected areas.	1.4.1: Number of Management Councils and Committees operating with EU support	0	Gilé:8 APAIPS:56 Mabu:12		Progress and final reports
		1.4.2: Number of Environmental Clubs in local communities living in protected areas supported by the EU	0	Gilé:3 APAIPS:12 Mabu:0		Progress and final reports

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	OP1.5: Increased availability of studies and research on natural resources management in the targeted areas.	1.5.1: Number of studies and research initiatives on natural resources and biodiversity developed with EU support	0	Gilé:3 APAIPS:3 Mabu:2		Progress and final reports
		1.5.2. Number of scientific papers published	0	6		Progress and final reports
	OP 1.6: COVID response	Number of employees maintained in CAs through the emergency response (covid-19)	Over 1000 rangers jobs at risk due to COVID 19 related revenue losses	Support salaries for at least 500 rangers (50%)		Covid emergency final report
	OP2.1: Strengthened capacities of local communities for the diversification of sustainable and natural-based livelihoods.	2.1.1: Number of members of local communities trained on production technologies and sustainable livelihoods diversification; or otherwise supported by the EU in sustainable community projects/initiatives, related to sustainable community prospects (disaggregated by sex). 0	0	T:3630 M: TBD F: TBD Gilé:500 M: TBD F: TBD APAIPS:2730 M: TBD F: TBD Mabu:400 M: TBD F: TBD		Progress and final reports
		2.1.2. Number of sustainable livelihoods initiatives supported by the action	0	PNAG:4 APAIPS:2 Mabu:2		Progress and final reports

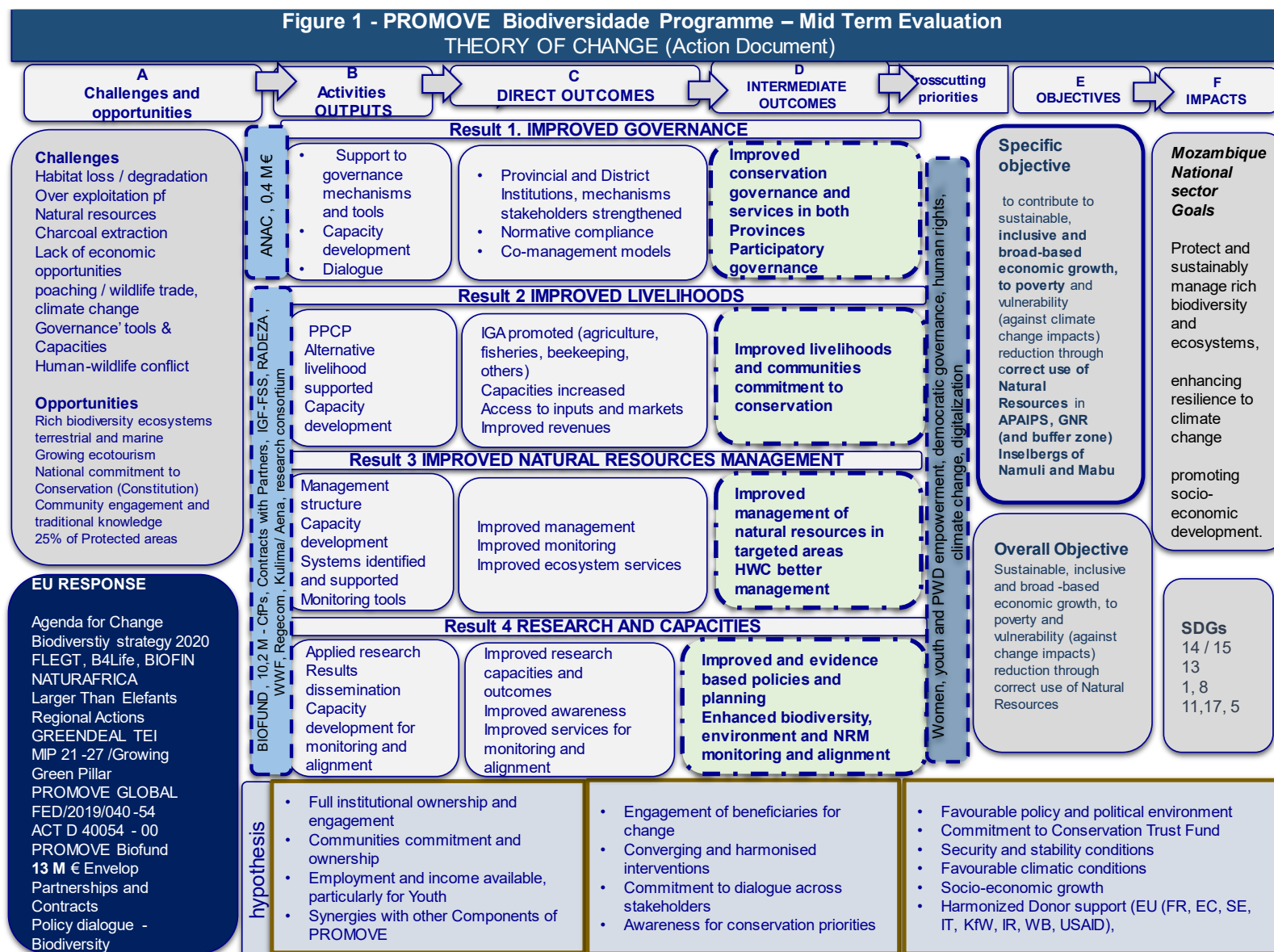
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		2.1.3. Number of beneficiaries of sustainable livelihood initiatives (disaggregated by type of initiatives and gender)		<p>Conservation agriculture:</p> <p>PNAG: 350</p> <p>APAIPS: 2250</p> <p>Mabu: 250</p> <p>Beekeeping:</p> <p>PNAG: 50</p> <p>APAIPS: 0</p> <p>Mabu: 70</p> <p>Fishery processing:</p> <p>PNAG:</p> <p>APAIPS: 480</p> <p>Mabu: TBD</p> <p>Livestock rearing</p> <p>PNAG: TBD</p>			
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Annex 5- Programme Theory of Change (versions 2020 and 2024)

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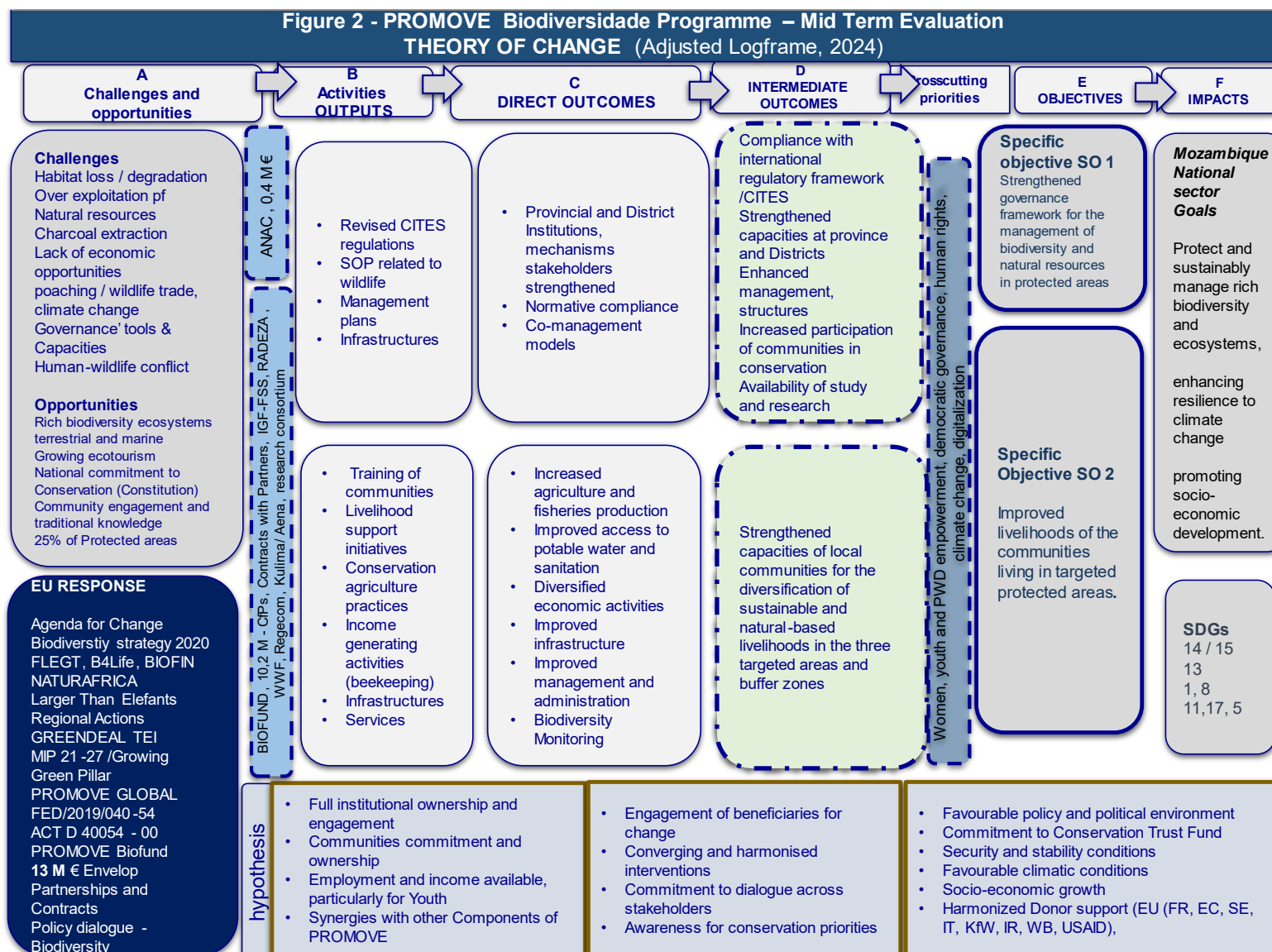
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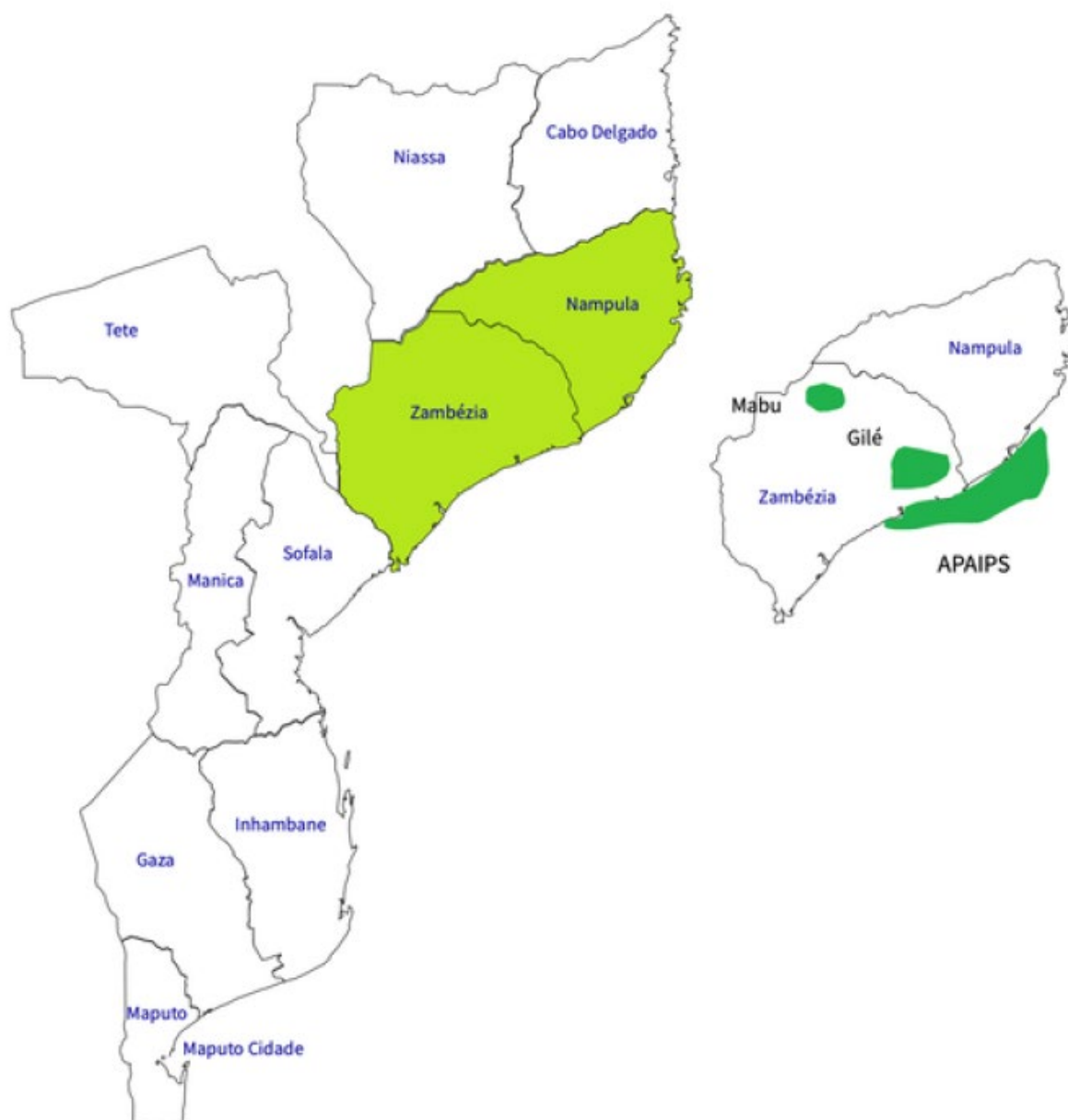
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Annex 6- Map of intervention areas



Annex 7- Programme' stakeholders

The inception report maps key PROMOVE Biodiversidade stakeholders to plan and organise data collection and interviews during field activities:

1. DONOR, NATIONAL COUNTER PARTS AND IMPLEMENTERS

The Delegation to the European Union in Mozambique; the European Commission, represented by the EU Delegation to the Republic of Mozambique, is the donor and signatory of contracts with BIOFUND. The EU also endorsed the Programme Estimate signed between the Government (National Authorising Officer, (NAO) and ANAC.

National Authorising Officer (NAO): The NAO oversees the financial and administrative aspects of EU-funded programmes within Mozambique, including PROMOVE Biodiversidade. The NAO's responsibilities include validating funding allocations, ensuring compliance with EU and national regulations, and coordinating across ministries and local authorities involved in the program.

ANAC (National Administration of Conservation Areas): ANAC operates under the Ministry of Land and Environment (MTA). ANAC is mandated by a regulatory decree to manage and oversee the country's protected areas. The decree grants ANAC the authority to implement policies aimed at conserving biodiversity, promoting sustainable resource management, and supporting community development in conservation areas and their buffer zones. ANAC's role includes coordinating with various governmental bodies, enforcing conservation laws, and facilitating sustainable use of natural resources, with a specific focus on mitigating threats to biodiversity and protecting ecosystems in Mozambique. The implementation of ANAC Component relies on indirect management modality through a Programme Estimate⁹¹. This contract aims to support the first Component of the Programme, improving sector governance, particularly for aspects related to CITES compliance and capacities.

BIOFUND (Biodiversity Conservation Foundation): BIOFUND is a private, non-profit institution established under Mozambican law. Its mandate, defined by its founding regulatory framework, focuses on mobilising and managing financial resources to support the conservation of biodiversity across Mozambique's protected areas. BIOFUND collaborates closely with ANAC and other entities to fund conservation projects, improve protected area management, and foster community-based conservation initiatives. Through grants and partnerships, BIOFUND supports biodiversity conservation projects, community development initiatives, and environmental education efforts in protected areas managed by ANAC, but also supports conservation initiatives outside protected areas.

The implementation of BIOFUND Component is supported by a Direct Grant to the Biodiversity Conservation Foundation (BIOFUND). BIOFUND used sub-grants to fund implementing organisations. The grant supported i) conservation management and governance in the three

⁹¹ The EU Programme Estimate is a financial planning tool used in EU-funded projects, primarily for administrative management under indirect management modalities. It defines the estimated budget and financial allocations necessary to implement a particular project component, detailing the expected costs and resources. The estimate includes various expenditure categories, such as operational costs, human resources, equipment, travel, and subcontracting. It also outlines specific financial controls and reporting requirements to ensure compliance with EU procedures and efficient use of funds.

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selected areas, ii) improving livelihoods for local populations and iii) implementation of studies that may support evidence-based biodiversity management and policies.

A) IMPLEMENTING PARTNERS: CONSERVATION AND LIVELIHOOD

The following partnerships were established by BIOFUND with subcontracting arrangements:

Fundação FFS-IGF - Supports Parque Nacional do Gilé (PNAG) for conservation efforts. Amount: €2,267,870; Duration: October 2020 to February 2025; Goal: Enhance conservation management and resource allocation in PNAG.

RADEZA - Engages in community development in PNAG's buffer zone. Amount: €792,000; Duration: June 2021 to February 2025; Goal: Improve sustainable livelihoods for communities around PNAG.

WWF-RGCRN-RADEZA Consortium - Implements biodiversity conservation and community development at Monte Mabu. Amount: €1,502,988.90; Duration: March 2021 to February 2025; Goal: Establish Monte Mabu as a conservation area with community support.

Consórcio CTV-TN-CG - Intended for support to the Primeiras e Segundas Environmental Protection Area (APAIPS). This contract was later cancelled due to issues within the consortium. A new contract was signed in 2023 with WWF.

WWF-AENA-Kulima - Focuses on biodiversity conservation and livelihood improvements in the APAIPS. Amount: €2,790,476; Duration: June 2023 to February 2025; Goal: Promote sustainable management of marine and coastal resources in APAIPS.

B) IMPLEMENTING PARTNERS: RESEARCH AND STUDIES

Universidade Eduardo Mondlane (UEM) - Conducts research in PNAG on habitat management and the impact of uncontrolled fires. Amount: MZN 3,572,730 (€52,540.15), Duration: March 2022 to September 2024, Goal: Support to sustainable management plans in PNAG.

Universidade Lúrio (UniLurio) - Researches macrofauna conservation and reintroductions in PNAG. Amount: MZN 3,072,680 (€45,186.47), Duration: March 2022 to September 2024, Goal: Assess conservation status and support reintroduction farms for macrofauna in PNAG.

Universidade Católica de Moçambique (UCM) - Studies demographic trends and resource use in PNAG's buffer zone. Amount: MZN 3,146,080 (€46,265.88); Duration: March 2022 to September 2024; Goal: Understand community dynamics and resource pressures around PNAG.

Instituto Nacional de Irrigação (INIR) and Universidade Eduardo Mondlane (UEM) - Study hydrological potential for sustainable use at Monte Mabu. Amount: MZN 6,928,500 (€101,889.71), Duration: November 2022 to September 2024, Goal: Assess water resources for local community development in Monte Mabu.

UniLurio and Oceanographic Institute of Mazambique : A new contract is planned (2024) for a study on ecological indicators in area of community conservation of APAIPS. The contract is yet to be signed.

2. LOCAL GOVERNMENTS AND INSTITUTIONS

- **Provincial Services Environment (SPA) and Provincial Directorate of Territorial Development and Environment (DPDTA)** in Zambézia, responsible for providing oversight and support for environmental initiatives. Both are members of the Comité de Acompanhamento do Monte Mabu
- **District governments** in areas such as Gilé, Pebane and Mocubela districts for PNAG, Angoche, Moma, Larde and Pebane for APAIPS, Lugela for Mount Mabu, facilitating program implementation through local governance structures.
- **Conservation area management councils and natural resource management committees**, which are involved in decision-making for sustainable resource use and protection in conservation areas (See list of participants in Annex 2)
- **Ministry of Agriculture and Rural Development (MADER)**: Collaborating at district level on sustainable agriculture practices through the District Services of Economic Activities (SDAE).
- The provincial fisheries authorities including the **National Oceanographic Institute (InOM)** of both Zambézia and Nampula are part of the Management Councils of APAIPS.

3. BENEFICIARY COMMUNITIES

Natural Resources Management Committees (NRMC), representing community interests and ensuring local involvement in program activities around PNAG and APAIPS.

Community associations, such as CONSERVAMABU in Monte Mabu, which play a critical role in implementing sustainable practices and engaging community members in conservation initiatives.

Local Communities in PNAG Buffer Zone: Community members benefit from initiatives like environmental education programmes, alternative livelihood projects (such as beekeeping and sustainable agriculture), and involvement in natural resources management committees.

Monte Mabu Communities: Approximately 2,747 households in Monte Mabu benefit from PROMOVE Biodiversidade, including agricultural training. Community members, including 110 leaders, who are actively engaged in conservation efforts.

Fishing and Agricultural Communities in APAIPS: Local fishermen and farmers benefit from the programme's focus on sustainable practices, which aim to reduce overfishing and promote agricultural resilience.

BOX 1 Example of PROMOVE Biodiversidade beneficiary communities

PNAG Community members around PNAG benefit from activities like conservation agriculture and beekeeping. Specific support includes training in sustainable agriculture practices under the Farmer Field School (FFS) approach, where 250 producers participate, including 181 registered farmers who benefitted of subsidised seeds.

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Fish farming initiatives support 103 individuals, including 55 women, helping diversify income sources for communities dependent on natural resources - Around 2,747 households, from 11 communities in the administrative posts of Tacuane and Muabanama, are engaged.

Direct beneficiaries include 110 Natural Resources Management Committee (members and 22 community facilitators who help disseminate information on conservation and development.

Beekeeping and sustainable agriculture practices are promoted, and 200 farmers are being trained to adopt resilient agricultural techniques .

APAIPS: Six fishing communities in APAIPS benefit from livelihood improvements, with specific interventions for sustainable fishing practices. Additionally, 90 groups from 29 communities, comprising women and young farmers, are receiving support in conservation agriculture to promote sustainable resource use .

In **Mount Mabu**, community beneficiaries include households in four primary communities—**Nvava, Ndoda, Nangaze, and Ndavo**—where conservation efforts focus on creating a sustainable community-managed conservation area.

One specific initiative supports **110 members of local Community Management Committees** who lead conservation and decision-making efforts. Additionally, **22 community facilitators** actively engage in spreading awareness and education on biodiversity and sustainable resource use within their communities.

PROTECTED AREAS SERVICES

Gilé National Park (PNAG): This park benefits from infrastructure improvements, technical support, and increased staffing for conservation and management. The project has helped maintain essential workers in PNAG, supporting 117 employees, including park rangers and technical staff.

Primeiras e Segundas Environmental Protection Area (APAIPS): Although at an early implementation stage, APAIPS is set to benefit from resources aimed at biodiversity conservation and community collaboration for sustainable livelihoods.

4. PRIVATE SECTOR

The private sector offers opportunities for livelihoods, supporting employment, access to inputs, services, processing and marketing for beneficiary communities, Examples are as follows:

- In APAIPS, the private sector engagement is facilitated primarily through partnerships with local fishing communities. Efforts include strengthening dialogue between Community Fishing Councils (CCP) and the private sector to support the sustainable fishing value chain.
- Around Monte Mabu, the rubber industry operates with agro-forestry activities.
- The area around PNAG has provided efforts focused on involving the private sector, particularly in sustainable use and commercialisation of wildlife resources, such as in the Mulela hunting area.

5. MULTILATERAL STAKEHOLDERS

International organisations and development partners benefiting from the information generated through the Programme and from utilising the data for planning and decision-making in the realm of biodiversity conservation.

FAO (Food and Agriculture Organisation): FAO collaborates through the PROMOVE Agribiz initiative, working on conservation agriculture to improve productivity and sustainable farming practices for communities around targeted conservation areas like PNAG, Monte Mabu, and APAIPS. This collaboration includes training programmes which introduce conservation agriculture techniques, that benefit local farmers and contribute to environmental sustainability.

UNDP (United Nations Development Programme): UNDP supports sustainable development and biodiversity conservation efforts by working alongside local institutions to strengthen governance and community involvement in protected areas.

UNEP (United Nations Environment Programme): UNEP is involved in providing environmental expertise, focusing on broader conservation efforts and assisting with capacity-building initiatives to enhance biodiversity protection. Their engagement includes promoting policies and practices that align with Mozambique's environmental goals, particularly in biodiversity hotspots like Monte Mabu.

IUCN (International Union for Conservation of Nature): IUCN contributes to the development of conservation strategies and the strengthening of community governance for biodiversity conservation. In collaboration with local partners, IUCN supports capacity-building efforts, particularly in protected areas like the Primeiras e Segundas Environmental Protection Area (APAIPS). Their involvement focuses on providing technical guidance on conservation practices and helping establish sustainable community management structures. The IUCN also facilitates knowledge sharing on best practices and helps monitor biodiversity indicators in target areas.

WB (World Bank): WB, through the **MozNorte programme**, provides financial and technical support specifically targeted at **APAIPS**. This programme aims at enhancing conservation efforts by funding infrastructure development, community outreach, and resource management practices. The World Bank's support is essential in establishing a robust conservation framework within APAIPS, helping local authorities implement sustainable practices, and building resilience against environmental degradation. Additionally, the World Bank is involved in promoting sustainable livelihoods and environmental governance, in collaboration with other PROMOVE initiatives, creating synergies with biodiversity conservation goal.

6. CIVIL SOCIETY AND NON-GOVERNMENTAL ORGANIZATIONS (NGOS):

Beside the role as co-implementing partners subcontracted by BIOFUND, civil society plays an important role embedded in advocacy, capacity building, and on-the-ground conservation work and community engagement in conservation areas. Examples include:

ProAzul - Focused on marine conservation and sustainable fishing practices.

Amigos da Floresta - A Mozambican NGO focused on reforestation and sustainable forestry practices, particularly in areas affected by deforestation.

ORAM (Associação Rural de Ajuda Mútua) - ORAM focuses on securing land rights for rural communities and promoting sustainable land use.

Kulera Biodiversity Project - Although primarily focused in Malawi, the Kulera project extends its impact into border areas of Mozambique, working on biodiversity conservation and supporting communities to adopt sustainable farming practices in buffer zones around protected areas.

ADEMO (Associação dos Deficientes Moçambicanos) - While not exclusively a conservation-focused NGO, ADEMO works on social inclusion and empowerment for people with disabilities in Mozambique.

FDC (Fundação para o Desenvolvimento da Comunidade) - FDC is one of the largest foundations in Mozambique, working on a wide range of community development projects. Their focus includes poverty alleviation, education, and health, and some of their initiatives intersect with environmental sustainability and climate resilience.

Centro Terra Viva (CTV) – CTV is an important Mozambican NGO engaged in environmental and community development studies.

7. REGIONAL BODIES

Promoting regional harmonisation, synergies, and collaboration in biodiversity conservation efforts ensuring that conservation strategies in Mozambique align with broader regional initiatives: **SADC (Southern African Development Community)**: Supports regional biodiversity and environmental sustainability policies.

8. EU MEMBER STATES AND INTERNATIONAL BILATERAL AGENCIES;

Collaborating with PROMOVE Biodiversidade Programme to provide complementary funding, technical expertise, and policy alignment.

GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit - German Agency for International Cooperation) supports PROMOVE-Agribiz and exchanged information in June 2023 (discussions focused on beekeeping and commercialisation of cashew).

AFD (Agence Française de Développement – French Development Agency) supports Non-Timber Forest Products (NTFP) and agriculture programmes in the bufferzone of Gilé, through the intervention NITIDAE.

AICS (Italian Agency for Development Cooperation): AICS supports conservation and sustainable agriculture projects in Mozambique, promoting biodiversity protection and empowering communities through improved agricultural practices to enhance food security and resilience.

SIDA (Swedish International Development Cooperation Agency): SIDA funds projects focused on biodiversity conservation and climate adaptation, working with local communities to promote sustainable land use and resilience to climate impacts, particularly in rural areas.

USAID (United States Agency for International Development): USAID is involved in biodiversity conservation and natural resources management initiatives, focusing on sustainable livelihoods, conservation agriculture, and empowering communities to manage resources sustainably.

BZ The Netherlands (Dutch Ministry of Foreign Affairs): BZ The Netherlands supports water management and conservation projects that integrate biodiversity preservation with local economic activities, fostering sustainable livelihoods through community-based resource management initiatives in Mozambique.

9. ACADEMIC RESEARCH INSTITUTIONS

Universities play a role as an implementing partner (see above, entities contracted by BIOFUND) and, more in general, supporting biodiversity and conservation. Academia plays a crucial role in supporting the implementation of the CITES (Convention on International Trade in Endangered Species). Universities and research institutions conduct studies on endangered species, provide data for informed policy-making, train professionals in wildlife conservation, and promote public awareness on the importance of biodiversity protection, including through scientific advisory services for CITES. Examples include:

UEM (Universidade Eduardo Mondlane): Mozambique's oldest and largest university, UEM is involved in biodiversity research, including habitat management and impact studies related to fires and vegetation regeneration in conservation areas like PNAG.

UniLurio (Universidade Lúrio): Focuses on studies related to fauna management and conservation of macrofauna in Mozambique's protected areas.

UCM (Universidade Católica de Moçambique): Engages in socio-cultural and economic studies within buffer zones of conservation areas, analysing the relationship between communities and natural resources to support sustainable development efforts.

INIR (Instituto Nacional Irrigação) - Collaborates on hydrological studies in areas like Monte Mabu to assess water resources for sustainable community use, which supports both conservation and livelihood goals.

UniZambeze (Universidade Zambeze): It is involved in scientific expeditions and studies and is a member of the Comité de Acompanhamento do Monte Mabu.

Annex 8- Evaluation framework

Evaluation Framework and Evaluation Questions

The evaluation framework

The evaluation framework is structured in 7 main evaluation questions (EQ), aligned with the OECD-DAC criteria, and 34 Judgement Criteria (JC).

The framework addresses questions and priorities evidenced by the evaluation's terms of reference (see section 0) and the follow-up exchanges with the EU, ANAC and BIOFUND.

The framework reflects recent changes as well on the intervention logical framework and Theory of Change, adopting 2024 addenda and results' sequence (see Figure 2 and Annex 3)

Table 1 – Evaluation Framework

Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
RELEVANCE			
EQ 1. To what extent PROMOVE Biodiversidade has been relevant to beneficiaries' and key stakeholders' needs and priorities?			
JC 1.1. PROMOVE Biodiversidade is relevant to needs of targeted institutions (Ministry of Environment, ANAC, MIMAIP, BIOFUND, province and district government authorities, other governance partners)	<ul style="list-style-type: none"> • Relevance to national, province and district priorities and ANAC strategies and plans • Degree of alignment between the Programme objectives and ANAC strategies and plans • % of stakeholders' expressing perception of relevance 	<ul style="list-style-type: none"> • Interviews with EU and institutional stakeholders (MTA, ANAC, BIOFUND, provincial and district institutions). • Institutional needs assessment and relevance check. 	<ul style="list-style-type: none"> • Action document • ROM • Stakeholder interviews
JC 1.2. PROMOVE Biodiversidade is relevant to targeted	<ul style="list-style-type: none"> • Evidence of interventions addressing target population's needs and 	<ul style="list-style-type: none"> • Needs assessment by implementers • Interviews with local communities. 	<ul style="list-style-type: none"> • Progress reports • ROM • Interviews with communities

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
population needs and priorities	<p>priorities (relevance match)</p> <ul style="list-style-type: none"> • Beneficiary communities' perception of relevance of interventions to their needs and priorities 	<ul style="list-style-type: none"> • ROM • Evaluators' observations 	
JC 1.3 The Programme is relevant to the priorities of EU Cooperation with Mozambique	<ul style="list-style-type: none"> • Programme priorities match with EU strategic priorities and national priorities • (Number of EU strategic priorities that the Programme's priorities contribute to) 	<ul style="list-style-type: none"> • Relevance check through comparative analysis with MIP and other key EU strategic documents. • Interviews (EUD) and National Authorising Officer (NAO) at the Ministry of Foreign Affairs and Cooperation 	<ul style="list-style-type: none"> • 11th EDF • NDICI 2021-2027 MIP • Strategic documents • EU action document • ROM
JC 1.4 The intervention is well aligned with national strategies and plans for protected areas, and biodiversity conservation as well as plans and strategies to support local communities	<ul style="list-style-type: none"> • Evidence of alignment with strategies and plans at national level • Degree of alignment between the Programme objectives and national, provincial, district priorities • Evidence of Programme alignment to meet international commitments with the convention on biological diversity, convention on 	<ul style="list-style-type: none"> • Comparative analysis with national, local conservation plans, and strategies. • Interviews with EUD, MTA, ANAC, and BIOFUND. 	<ul style="list-style-type: none"> • Action document • National strategy documents available at https://sibmoz.gov.mz/ • Interviews with ANAC and BIOFUND

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
	climate change and SDGs related with biodiversity conservation (14, 15) and poverty reduction (SDG 1)		
COHERENCE			
EQ 2 To what extent does the PROMOVE Programme fit and interact with other EU policies, initiatives, and projects, both within Mozambique and externally			
JC 2.1 The Programme complements (or contradicts) other EU or international initiatives in the Region or in Mozambique (e.g., <i>climate adaptation projects, conservation efforts</i>)	<ul style="list-style-type: none"> Instances of synergies (or conflicts) with Mozambique's national biodiversity or environmental policies-Synergies (or conflicts) with National, Regional and or Global EU initiatives supporting Biodiversity and conservation 	<ul style="list-style-type: none"> Review of coherence with key EU initiatives Interviews with EUD and EU Regional Cooperation. 	<ul style="list-style-type: none"> EU policy documents Interviews with EUD, regional cooperation, and partners
JC 2.2 The Programme is adequately linked to other sectors (e.g., <i>agriculture, tourism, local development</i>) that may affect livelihoods and biodiversity	<ul style="list-style-type: none"> Evidence of PROMOVE Biodiversidade contributions and interactions with other EU and Member States development efforts 	<ul style="list-style-type: none"> Review of linkages with other cooperation interventions supporting biodiversity, agriculture, and tourism. Interviews at local level and Maputo Field visits. 	<ul style="list-style-type: none"> Progress reports Field visit reports Interviews with stakeholders (FAO, tourism bodies)
EFFECTIVENESS			
<i>(Note: the evaluation framework for analysis of effectiveness has been aligned to the adjusted logical framework (June 2024))</i>			
EQ 3. To what extent has the intervention contributed to expected results related to conservation governance framework and for the three targeted areas?			
3.1 Support to ANAC, SDL 400, 13 March 2024			

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
JC 3.1.a Strengthened governance framework at National level (P1, P2, P3 ANAC)	i. Progress in implementation of NIRAP and MIKE ii. Adoption of legal measures for CITES and natural resources management iii. Improved evidence-based decision making iv. # of Non-Detriment Findings elaborated per year v. Improved capacities for CITES implementation vi. Improved services performance in CITES implementation vii. # of inventoried species	<ul style="list-style-type: none"> • Interviews with ANAC and other stakeholders (EU, civil society, BIOFUND) • Interviews with main conservation co-management agreement partners (e.g. Peace Parks Foundation (PPF), Wildlife Conservation Society (WCS)) • Review of Programme deliverables and progress reports • Review of legal measures. 	<ul style="list-style-type: none"> • Progress reports • Programme monitoring system • Stakeholder interviews • Legal documents
JC 3.1.b Strengthened governance framework at local (Province, District, community) level (P4 ANAC)	i. Increased local participation in protection / conservation and sustainable use of natural resources ii. Evidence of strengthened governance at Provincial and District levels iii. Evidence of increased capacities of local communities	<ul style="list-style-type: none"> • Review of co-management models. • Meetings and interviews with ANAC, implementers, and partners • Meetings with provincial and local administrations 	<ul style="list-style-type: none"> • Minutes of governance mechanisms • Programme monitoring • Interviews with local communities

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
JC 3.1.c Improved models of co-management (P5 ANAC)	i. Local governance mechanisms and dialogue across actors improved ii. Improved policies iii. Evidence of system of incentives in place iv. Evidence of effective partnerships in place v. Stakeholders' perception of improved quality of co-management	<ul style="list-style-type: none"> • Team review of co-management models • Meetings and interviews with ANAC, implementers and partners 	<ul style="list-style-type: none"> • Progress reports • Programme monitoring system • Interview feedback from stakeholders
3.2 Support to BIOFUND , Logical framework updated on 28 February 2024			
JC 3.2.1.a Improved structures, management plans and services in the target conservation areas (P.1.1/ BIOFUND)	<ul style="list-style-type: none"> • Improved conservation services • #of operational management plans • Quality of management plan (assessed by evaluation experts) • Number and quality of infrastructures • Number and quality of services • Satisfaction of local 	in each area: <ul style="list-style-type: none"> • Interviews with Implementation Agencies, Conservation authorities (ANAC and protected area managers and staff) • Interviews with partners • Local stakeholders: focus groups and community meetings • Programme monitoring and reporting • Direct observations of infrastructures and service provision 	<ul style="list-style-type: none"> • Progress reports • Programme monitoring system • Field visit reports • Interviews with conservation authorities and community stakeholders.

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
	stakeholders (including communities and protected areas staff) for services provided, management plans, infrastructures and services		
JC 3.2.1.b; Strengthened and sustainable financial mechanisms in place for the three conservation areas	<ul style="list-style-type: none"> • Number of initiatives to finance in the three areas • Current and foreseen financial inflows • Adequacy of financial inflows against expected costs 	<ul style="list-style-type: none"> • Progress reports • Review of financial books for the three Areas • Interviews (BIOFUND, ANAC, Partners, protected area managers) • Progress reports and monitoring system 	<ul style="list-style-type: none"> • Financial reports • Programme monitoring system • Interviews with financial teams and stakeholders
JC 3.2.1.c; Communities increased awareness and capacities on participatory management of natural resources	<ul style="list-style-type: none"> • Number of people with increased awareness • Number of people with increased capacities • Evidence of capacities being strengthened • Evidence of areas where capacities need yet to be developed • Platforms in place in each area (Natural Resource Management Councils and/or committees, <i>Environmental Clubs, Associations, among others</i>) 	<ul style="list-style-type: none"> • Visit to communities (including isolated communities) across the three areas with focus group discussions, including with women and youth • Interviews with BIOFUND and partners • Programme monitoring system • Progress reports 	<ul style="list-style-type: none"> • Progress reports • Programme monitoring system • Focus group feedback • Interviews with BIOFUND and partners

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
	<ul style="list-style-type: none"> • Performances of these mechanisms (regularity of meetings, inclusiveness) • Decisions taken to support sustainable resources management 		
JC 3.2.1.d; Increased availability of studies and research on conservation areas	<ul style="list-style-type: none"> • Number and quality of studies and research (<i>assessed by the evaluators</i>) • Evidence that this information is used to support decision making, policies and plans • Ownership and engagement of local communities • Satisfaction on research and studies 	<ul style="list-style-type: none"> • Interview with Research partners • Review of studies and research outputs (reports, scientific articles, etc.) • Evaluation observation <i>in situ</i> • Programme monitoring system • Progress reports 	<ul style="list-style-type: none"> • Research outputs (reports, articles)
JC 3.2.2; Adoption of sustainable and diversified mechanisms of production, harvest and income generation are likely to improve in medium term livelihoods of local communities, including for women and vulnerable groups	<ul style="list-style-type: none"> • Increased capacities (<i>number and duration of trainings, monitoring of capacities, perception of capacities</i>) • Adoption of improved technologies • Emerging transformational changes in farming and production systems 	<ul style="list-style-type: none"> • Visit to Communities across the three areas, direct observation and focus group discussions dedicated for each production activity • Focus groups with women and youth • Visit to isolated communities in each area • Interviews with BIO-FUND and partners • Programme monitoring system • Progress reports 	<ul style="list-style-type: none"> • Evaluation reports • Progress reports • Field observation records

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
	<ul style="list-style-type: none"> Emerging signs of improved livelihoods Perception of beneficiaries about opportunities to improve their lives through Programme support 		
JC 3.3 Capacities are strengthened, producing changes in behaviours	<ul style="list-style-type: none"> Number, type and scope of trainings Evidence of improved performances for trained beneficiaries Beneficiary perception of strengthened capacities and quality of trainings 	<ul style="list-style-type: none"> Review of training assessments Interviews with trainees Interviews with communities Documented progress 	<ul style="list-style-type: none"> Progress reports Interviews Field observations Focus groups
JC 3.4 The intervention is supporting effectively crosscutting priorities of gender equality and women empowerment, human rights based approach and good sector governance (<i>relevant policy markers from Action Document</i>)	<ul style="list-style-type: none"> Instances of empowered women Perception of gender groups about empowerment Instances of improved governance of targeted areas (human rights-based approach) 	<ul style="list-style-type: none"> Interviews to women and to vulnerable groups Review of governance mechanisms (Conselhos, Comitês) Meetings with representatives of Conselho and Comitês 	<ul style="list-style-type: none"> Progress reports Interviews Field observations Focus groups
JC 3.5 The intervention supporting	<ul style="list-style-type: none"> Instances that studies are used for improvement 	<ul style="list-style-type: none"> Review of studies and management plans 	<ul style="list-style-type: none"> Researches and studies Management plans

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
research and studies contributing to evidence-based decision making and improved management of targeted areas	of local management plan and conservation practices	<ul style="list-style-type: none"> Interviews with stakeholders 	<ul style="list-style-type: none"> Interviews and focus groups
EFFICIENCY			
EQ 4 Is PROMOVE Biodiversidade being efficiently delivered, according to technical and financial plans?			
JC 4.1 The Programme performed satisfactorily in the delivery of products and services both at national and local levels	<ul style="list-style-type: none"> % of output delivery (against plans) for expected results Stakeholders' perception of performance in delivery Evidence of timeliness (or lack of) in the delivery of key outputs 	<ul style="list-style-type: none"> Progress reports (technical and financial) Monitoring system Interviews with management (EU, ANAC, BIOFUND, protected area managers, Partners) Interview with other stakeholders, partners and intended beneficiaries 	<ul style="list-style-type: none"> Logical framework assessment PSC minutes - Workshop and Focus Group Discussions (FGD) outcomes Progress reports and financial records
JC 4.2 Positive financial performances supported by adequate financial procedures and procurement arrangements	<ul style="list-style-type: none"> The Programme's financial execution is timely and according to plans Procurement mechanisms are appreciated by stakeholders as satisfactory 	<ul style="list-style-type: none"> Beneficiary's satisfaction (monitoring (applied by the evaluation during workshops and Focus Group Discussions (FDG) Assessment of the Programme logical framework (different versions) 	<ul style="list-style-type: none"> Financial records Procurement contracts and mechanisms
JC 4.3 The Programme had adequate flexibility to adjust to external challenges	<ul style="list-style-type: none"> Instances of flexibility (including during COVID) Stakeholders' perception of EU / ANAC/ BIOFUND AND 	<ul style="list-style-type: none"> Individual exchanges with management teams of each Implementing Partner Focus group discussions with Programme management and M&E 	<ul style="list-style-type: none"> Progress reports Interviews with stakeholders about flexibility measures

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
	PARTNERS flexibility	<ul style="list-style-type: none"> • Review of Programme Steering Committee (PSC) minutes • Review of press releases about the Programme • Documentary review (Action Document, PE, Call for Proposal (CfP) and contracts) 	
JC 4.4 The Programme was supported by effective and efficient management, focusing on results at level of EU, ANAC, BIOFUND and Implementing Partners and effective coordination and communication	<ul style="list-style-type: none"> • Adequate management resources • Result-based management principles are applied • Effective communication in place • Stakeholders' satisfactory perceptions of coordination and communication mechanisms 		<ul style="list-style-type: none"> • Interviews and focus group discussions with management and stakeholders • ROMs • Communications with EU
JC 4.5 The Programme is supported by adequate reporting, monitoring, evaluation and learning mechanisms, including the transfer or sharing of experience among partners in different sites	<ul style="list-style-type: none"> • Evaluation satisfactory assessment of reporting, monitoring and evaluation • Evidence learning from experiences including from other conservation areas 		<ul style="list-style-type: none"> • Progress reports • Monitoring system • Interviews • Evaluations / ROM • Interviews
JC 4.6 Satisfactory quality of the intervention approach, including the design of the action document, the choice of results and the	<ul style="list-style-type: none"> • Partners satisfactory assessment of the quality of PROMOVE Biodiversidade approach • Evaluator assessment of Action Document Call for Proposal 		<ul style="list-style-type: none"> • Action Document • CfP • Contracts • Interviews

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
adjusted intervention logic, the PE with ANAC, the contract with BIOFUND (with its addenda), the Call for proposals and contracts with Partners	and contracts established by the Programme		
JC 4.7 The Programme is supported by adequate strategic vision guided by effective governance and coordination	<ul style="list-style-type: none"> • Evidence of governance providing effecting strategic guidance to PROMOVE Biodiversidade • Adequate coordination and dialogue mechanisms set up for each conservation area 		<ul style="list-style-type: none"> • PSC Minutes • Interviews • Minutes of coordination meetings • Programme records
JC 4.8 PROMOVE Biodiversidade is supported by adequate consultation and participation with stakeholders at the national and local levels	<ul style="list-style-type: none"> • % of interviewed stakeholders feel that participation and consultation were good (disaggregated by group) 		<ul style="list-style-type: none"> • Interviews • Minutes of consultations ⁹² • Progress reports
JC 4.9 Satisfactory partnerships	<ul style="list-style-type: none"> • Instances of effective 		<ul style="list-style-type: none"> • Partnerships documents (MoUs)

⁹² Minutes of Consultation are relevant particularly for Mount Mabu as they involved a key decision on what area to conserve, community leadership institutions etc; in other areas it would be adequate to talk about community engagement in decision making about involvement in value chains; community awareness on biodiversity and practices to avoid biodiversity loss and deforestation

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
with civil society and national and international stakeholders supporting the implementation	partnerships set up		
JC 4.10 Adequate communication and visibility mechanisms are set up	<ul style="list-style-type: none">Quality of communication and visibility (<i>assessed by evaluation communication expert</i>)		<ul style="list-style-type: none">Communication filesWebsiteInterviews
IMPACT			
EQ 5. To what extent is the intervention supporting long term changes for the sustainable improvement of livelihoods, the sustainable management of natural resources and the management of conservation areas and biodiversity?			
JC 5.1 Impacts on improvement of livelihoods in the three targeted areas	<ul style="list-style-type: none">Emerging signs of impacts (<i>i.e. instances observed of increased production, increased revenues, diversification of revenues</i>)	<ul style="list-style-type: none">Interviews (all key stakeholders and with intended beneficiaries)Observation in situProgress reportsROM	<ul style="list-style-type: none">Progress reportsROMField visit reportsConservation reportsMonitoring data on biodiversityField observations
JC 5.2 Impact on biodiversity conservation in Mozambique			
SUSTAINABILITY			
EQ 6: To what extent is the benefit flow likely to be maintained after the end of PROMOVE Biodiversidade and external support provided at national and local levels?			
JC 6.1 Programme design and implementation took adequately into account sustainability factors.	<ul style="list-style-type: none">Evidence of sustainability arrangements emerging from contribution agreements and progress reports	<ul style="list-style-type: none">Documentary review (Action documents, contracts, progress reports, monitoring system, exit strategies)Interview with all key stakeholders and intended beneficiaries	<ul style="list-style-type: none">Progress reportsROMSustainability exit strategiesInterviews with Programme implementers and beneficiaries
JC 6.2 National budgetary and human resources	<ul style="list-style-type: none">Adequate budget allocations to support biodiversity	<ul style="list-style-type: none">Observations in situProgress reports	<ul style="list-style-type: none">National budget reports

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
allocation support the sustainability of the intervention.	governance, institutional setup and measurement <ul style="list-style-type: none">Biodiversity institutions and mechanisms are adequately staffed	<ul style="list-style-type: none">ROM	<ul style="list-style-type: none">Staffing plans for key institutions (ANAC, BIOFUND)Progress reportsInterviews with institutional stakeholders
JC 6.3 The policy and regulatory environment contribute positively to sustainability.	<ul style="list-style-type: none">Number of policy gaps addressedMeasurable policy road map set up		<ul style="list-style-type: none">Policy documentsComparative analysis of policy gapsRoadmapProgress reports
JC 6.4 Institutional set-up and capacities are in place to support the follow-up of benefits after the end of the Programme	<ul style="list-style-type: none">Evidence of adequate technical, management and strategic capacities established at all levels		<ul style="list-style-type: none">Capacity assessment reportsInstitutional capacity-building plansProgress reports
JC 6.5 Adequate ownership and commitment support sustainability	<ul style="list-style-type: none">Stakeholders' perception of national ownershipEvidence of commitment and engagement of stakeholders at the different levels		<ul style="list-style-type: none">Interviews with stakeholders⁹³National strategy documentsProgress reports
JC 6.6 Exit strategy adequately designed and implemented	<ul style="list-style-type: none">Exit strategy in place and being implemented		<ul style="list-style-type: none">Exit strategy documentsInterviews with Programme managers and beneficiaries
EU ADDED VALUE			

⁹³ See previous footnote about stakeholders' engagement

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Evaluation questions (EQ) and judgement criteria (JC)	Indicators	Data Collection Methods	Sources of verification
EQ 7: to what extent has the EU's involvement through the <i>PROMOVE Biodiversidade</i> programme contributed to biodiversity conservation in Mozambique in ways that would not have been possible through individual member States Support?			
JC 7.1 The extent to which the EU has provided additional value added related to leverage and scale, coordination and synergy, policy influence and institutional strengthening, long term commitment, knowledge transfer and innovation, multilateral diplomacy and global impact	<ul style="list-style-type: none"> • Evidence of scale added value • Evidence of policy influence added value • Evidence of long term commitment added value • Evidence of knowledge transfer and innovation added value • Evidence of EU contributions to securing more international cooperation support and increased attention on Mozambique Biodiversity on the global agenda 	<ul style="list-style-type: none"> • EU financial reports: Documentation of total EU funding, including co-financing agreements with other donors or Member States. • Programme implementation reports: Reports from the implementing agencies or Programme teams that highlight EU contributions in technical expertise and human resources. • Interviews with stakeholders: Feedback from national and international partners on the added value of EU technical support and resources. • Comparative analysis: Reports or assessments comparing the EU's efforts with other bilateral initiatives in Mozambique. 	<ul style="list-style-type: none"> • Europe Initiative financial matrix • EU financial reports • Implementation reports • Comparative analysis reports • Mozambique's national biodiversity information system (SIBMOZ)

The analysis of the Evaluation Questions will allow the formulation of Conclusions linked to specific findings.

Conclusions will provide the basis for formulating recommendations, each specifically related to conclusions.

Lessons and best practices will be evidenced by the conclusion of the evaluation report.

Evaluation Questions suggested by the Terms of Reference

Questions raised by the Terms of Reference	Evaluation Framework
<i>To what extent the intervention is progressing towards the achievement of the specific objectives and expected results and contributing to achieve the relevant SDGs?</i>	<i>This question is addressed by EQ 3 (Effectiveness) (results) EQ 5 (Impact opportunities) (objectives and SDGs)</i>
<i>Analysis of relevance, effectiveness, efficiency, impact, sustainability of each result component, coherence of the intervention.</i>	<i>These evaluation criteria are specifically analyzed by EQ 1 (relevance), EQ4 (efficiency), EQ 5 (Impact Opportunities) and EQ 6 (sustainability)</i>
<i>Have there been improvements on intervention/efficiency/relevance/effectiveness/sustainability and communication dimensions since ROM 2023?</i>	<i>Under EQ 4 (efficiency) will be assessed lesson learning. A check matrix will be developed for key recommendations issued ROM2023</i>
<i>To what extent has the program contributed to strengthening the governance framework for the management of biodiversity and natural resources in protected areas. What results have been achieved? What were the challenges that might have undermined the achievement of the results? What are the specific adjustments would be necessary to enhance progress?</i>	<i>EQ 3 (Effectiveness) JC 3.1 (Result 1 – Governance)</i>
<i>To what extent has the program contributed to improving the livelihoods of the communities living in targeted protected areas? What are the challenges observed? How were they addressed? What are the specific adjustments that would be necessary to enhance progress (increase scale, benefits, sustainability)?</i>	<i>EQ 3 (Effectiveness) JC 3.2 (Result 2 – Improved livelihoods)</i>
<i>To what extent has environmental education been effective in changing behavior and practices of different strata of communities (school children, youth, women, and others) in the target areas? What were the gaps? What actions could enhance the results?</i>	<i>EQ 3 (Effectiveness) JC 3.3 (Result 3 –Education and Behavioral changes)</i>
<i>How did the program promote social inclusion and gender equity? To what extent was the approach effective? What actions can be used to enhance inclusion and equity?</i>	<i>EQ 3 (Effectiveness) JC 3.4 (Crosscutting priorities: social inclusion and gender)</i>
<i>To what extent have the research/studies financed under the program contributed to inform and influence the management of the targeted protected areas?</i>	<i>EQ 3 (Effectiveness) JC 3.5 (research, studies and evidence-based decision making)</i>
<i>What are the key recommendations – based on lessons learnt and evidence for program adjustments (including activities, approaches, resources, governance)?</i>	<i>Chapter 5.1 – Recommendations for programme enhanced effectiveness</i>

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	Chapter 4 – lessons and best practices
What are the long-term perspectives <i>for this action</i> ? What are the key elements for developing an exit strategy? <i>What are the key stakeholders and the resources they have/need to carry forward the intervention initiated under this Action?</i>	EQ 6: Sustainability JC: Exit Strategy
What are the evaluation team recommendations – based on lessons learnt and evidence – for an EU intervention under the multiannual programming (MIP 2021-2027, priority area 1 – Growing Green)?	Chapter 5.2 – For follow up MIP / priority area 1

Annex 9- Evaluation methodology

The methodology of the MTE of PROMOVE Biodiversidade is based on:

- Reconstruction of the Theory of Change.
- Contribution analysis,⁹⁴ reviewing systematically activities and services provided by PROMOVE Biodiversidade, seeking their effects (direct and intermediate outcomes)⁹⁵ and understand opportunities for long-term changes (impacts).
- Findings are supported by data triangulation, each finding based on at least two converging sources.

Data collection tools

The MTE of *PROMOVE Biodiversidade* adopts a mixed-methods approach, combining documentary reviews, interviews with key informants, Focus Group Discussions, stakeholders' meetings and field observations to assess the Programme's performance across multiple dimensions (applied to each component, to each result and to each conservation area).

a. Documentary Review

A thorough review of Programme-related documentation will represent the backbone of the data collection approach. The following documents will be analysed:

- Programme action documents, logical frameworks, and contracts with ANAC and BIOFUND
- International Conventions on Biological Diversity and CITES
- Monitoring and evaluation reports, financial records, and progress reports
- National and EU strategic documents related to biodiversity, conservation, and community development, including national strategies, plans, legal and regulatory framework
- Other Programmes and experiences (global, regional, national) related to similar goals of improved livelihoods and natural resources sustainable management in protected areas
- Programme monitoring system
- National Steering Committee minutes, ROM, monitoring visits and other internal documentation
- Research and studies implemented by the Programme and/or externally.
- National and EU strategic plans and policies

b. Interviews and Key Informant Interviews

Semi-structured interviews will be conducted with key stakeholders to obtain qualitative insights into the Programme's implementation, performance, and perceived effectiveness. Stakeholders will include:

- Representatives from ANAC, BIOFUND, province and district governments and EU Delegation
- Representative from NAO Office
- Representatives, management and staff of implementing partners (detailed list in section **¡Error! No se encuentra el origen de la referencia.**)
- Implementing partners of conservation and livelihood activities in the three areas and universities supporting research (Fundação FFS-IGF, RADEZA, WWF-RGCRN-RADEZA)

⁹⁴ Contribution analysis will be supported by i) Team understanding of "generative causality", i.e. multiple causal factors and contributory causes and their implications, ii) describing causal pathways showing the linkages between a sequence of steps in getting from activities/outputs to outcomes and to impact and iii) seeking credible evidence for causal claims

⁹⁵ In FAO terminology, it also refers to "primary and expanded outcomes."

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Consortium, WWF-AENA-Kulima, Universidade Eduardo Mondlane, Universidade do Lúrio, Universidade Católica de Moçambique, Instituto Nacional de Irrigação, Oceanographic Institute of Mozambique). Universidade do Zambeze will be interviewed as member of the Comité de Acompanhamento do Monte Mabu.

- Management Councils for the three areas (see list in Annex 2)
- Local service providers (if possible the evaluation will meet local agricultural extension services at SDAE)
- Programme staff
- Beneficiaries and stakeholders from targeted communities (including traditional authorities, vulnerable groups, women)
- Local private sector
- Other local Programmes / interventions / cooperation agencies supporting biodiversity conservation and livelihoods

A detailed stakeholder mapping is presented in section 3.

c. Focus Group Discussions (FGDs)

The evaluation, considering the intense field agenda with a focus on effective interviews, will avoid large and long community gathering, which may have a limited effectiveness to discuss project services and beneficiary' perception. Following a brief introduction to Community representatives and local leaders, the mission, with the support of the implementing partner, will organise small groups of visits (5 to 15 people) focusing on specific activities and results of PROMOVE Biodiversity.

Visits to Communities will be organised in a such way so as to curtail the time and long distances for project beneficiaries.

FGDs will be held with beneficiary communities to gather in-depth information on their experiences with the Programme, their perception of its relevance to their needs, and its impact on their livelihoods. Special attention will be given to vulnerable groups, including women and youth.

BOX 1 example of Focus Group Discussions planned in the context of field visits

EQ 3 (Effectiveness) will involve FGDs with smallholders and local communities to assess the Programme's impact on improving agricultural practices and livelihood diversification.
EQ 5 (Impact) will assess the long-term changes in sustainable resource management through discussions with community members involved in conservation initiatives

d. Field Visits and In Situ Observation

Field visits to the three main conservation areas (Mount Mabu, PNAG and APAIPS) will allow the evaluation team to directly observe the physical infrastructure, Programme implementation (e.g. livelihood activities) and changes related to the management of natural resources and biodiversity.

e. Meta-analysis of external assessments of predecessor programmes.

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This tool review evaluations and external assessments (for instance Result Oriented Monitoring) of the predecessor programmes that set up the foundations for PROMOVE Biodiversidade and of other programmes supporting biodiversity conservation and livelihoods of local communities in Mozambique. Example of interventions that could support this meta-analysis include:

- 1) MozBio Program (Mozambique Conservation Areas for Biodiversity and Development Project) – Supported by the World Bank, focusing on strengthening conservation areas and promoting community-based natural resource management.
- 2) SUSTAIN-Africa – Implemented by IUCN, targeting sustainable water, land, and ecosystem management to improve livelihoods and conserve biodiversity in the Zambezi basin.
- 3) Global Environment Facility (GEF) Coastal Biodiversity Project – Aims to protect coastal ecosystems and support sustainable livelihoods in coastal communities, focusing on areas like the Primeiras and Segundas Archipelago.
- 4) WCS Niassa Landscape Program – Run by the Wildlife Conservation Society, this program focuses on conservation and community development in the Niassa Reserve, supporting sustainable livelihoods and anti-poaching initiatives.
- 5) BIOFIN (Biodiversity Finance Initiative) – Led by UNDP, this initiative assists the Mozambican government in mobilizing financial resources for biodiversity conservation, aligning conservation finance with sustainable development goals.

f. Review of Programme monitoring system and data systems.

Learnings, conclusions and recommendations will support the analysis of relevance, effectiveness, sustainability and impact opportunities.

Sampling Strategy

A purposive sampling approach will be adopted with considerations for accessibility, contextual representativity, and inclusion designed to provide a comprehensive, diverse, and balanced view of Programme effectiveness, ensuring that the evaluation captures input from both easily accessible and more remote, potentially marginalised communities.

The sample is intentionally chosen based on specific characteristics relevant to the evaluation question. In this case, communities are selected for their involvement in conservation and livelihood activities, particularly those that have received capacity-building support.

Accessibility: The selection takes into account the logistical feasibility of reaching the communities, ensuring that both accessible and hard-to-reach areas are represented.

Representativity: The sample aims to reflect a range of community experiences in the Programme, ensuring a diverse set of inputs that reflect the overall population or the variation in Programme impact across different communities. The sample is not representative in a statistical sense. However, the purposive sample of stakeholders and beneficiaries in the visits and interviews will allow capturing of different experiences that can be shared/exchanged to improve the performance of Programme implementation, attainment of results and sustainability.

Inclusion of Hard-to-Reach Communities: The sampling ensures that at least one or more communities that are geographically difficult to access and have not been visited in prior monitoring activities are included. This helps in capturing experiences from underrepresented or overlooked areas.

Consultation approach for each Conservation Area

The consultation approach in each conservation area for the evaluation of the *PROMOVE Biodiversidade* programme is designed to ensure comprehensive stakeholder engagement, with a focus on gathering detailed insights from implementing partners, local administrations, institutions, and the local communities directly involved in the Programme:

1. **Engagement with Implementing Partners and Local Administrations;** The evaluation team will begin consultations by engaging with key implementing partners, as well as local administrations (e.g., provincial and district authorities) responsible for managing conservation efforts. This will involve one-on-one or group meetings to gather information on the progress of Programme implementation, challenges faced, and the extent of coordination between local and national institutions. Key areas of discussion will include Programme governance, resource management, and the alignment of conservation activities with local and national strategies.
2. **Meeting with Protected Areas Management Councils**
3. **Sampling of Local Communities and Beneficiaries** (see section 0)
4. **Visits Dedicated to key Programme results;** Field visits will be organized in each conservation area to assess progress on the key components of the *PROMOVE Biodiversidade* programme. Each visit will focus on gathering qualitative and quantitative data regarding the progress of these components, involving key actors responsible for each.
5. **Interviews with key stakeholders and beneficiaries;** these will include community leaders, local services, people who did benefit from Programme activities, farmers, women, youth.
6. **Focus Group Interviews;** At least three **focus group interviews** will be conducted with local beneficiaries in each conservation area. These interviews will target specific groups, such as local farmers, women, youth, and community leaders, to explore their experiences with the programme and its impact on their livelihoods and conservation practices. Focus groups will also provide a platform for beneficiaries to discuss how their participation in the Programme has influenced decision-making in natural resource management and conservation efforts.
7. **Debriefing and Wrap-up;** At the end of the field visits, a debriefing session will be organized with local stakeholders, including implementing partners and community representatives, to summarize the findings and preliminary observations from the consultations. This session will ensure transparency in the evaluation process and provide an opportunity for stakeholders to offer final feedback and suggestions for improving the programme.

Triangulation:

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To ensure data validity and reliability, a researcher triangulation approach will be adopted. This involves:

- **Comparing findings** from different data sources (e.g., interviews, surveys, and documentary review).
- **Cross-referencing** qualitative and quantitative data collected from diverse stakeholders. Triangulation will help confirm the consistency of findings, identify discrepancies, and provide a robust basis for conclusions and recommendations.

Annex 10: Alternative approaches to preventing ivory theft compared to building a new storage facility

Effectiveness of Alternative Measures

Destruction of Seized Ivory:

Destroying seized ivory, such as through incineration, eliminates the risk of theft entirely. This approach has been implemented in various countries to send a strong message against illegal ivory trade.

Pros:

- Completely removes the possibility of theft or illegal trade.
- Reduces storage and security costs.
- Symbolically reinforces the government's commitment to combat poaching.

Cons: May be controversial among stakeholders advocating for the ivory to be used for scientific or educational purposes.

DNA Inventory and Tracking:

Conducting a DNA inventory of seized ivory can help trace its origin, monitor illegal trade routes, and provide data for legal and scientific purposes.

Embedding chips or other tracking devices in the ivory can also deter theft by making stolen items easier to trace.

Pros:

- Supports law enforcement and international investigations.
- Enhances transparency and accountability.

Cons:

- Requires initial investment in technology and expertise.
- Does not entirely prevent theft if the ivory remains in storage.

Digital Security Measures:

Rather than building a new storage facility, improving the security of existing ones through advanced surveillance systems and biometric access controls could mitigate theft risks.

Pros:

- Makes existing infrastructure more secure without significant construction costs.
- Offers scalable solutions for multiple storage sites.

Cons:

- Relies on robust enforcement and maintenance of systems.

Community and Stakeholder Engagement:

Involving communities and ensuring transparency in the management of seized ivory can reduce risks of theft through political or internal complicity.

Pros:

- Builds trust and reduces corruption risks.
- Engages stakeholders in anti-poaching initiatives.

Cons:

- Requires sustained effort and capacity building.

Limitations of Building a New Storage Facility

A new facility, while secure initially, remains vulnerable to theft if systemic issues like corruption or lack of oversight persist.

The costs and delays associated with construction and equipping the facility may outweigh the benefits, especially if alternative measures are not explored simultaneously.

Recommendations

A combination of measures, such as destroying seized ivory and implementing a robust DNA inventory system, could offer a more sustainable and effective solution to ivory theft.

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Any decision should consider the local context, available resources, and the broader goals of conservation and anti-trafficking efforts.

This integrated approach addresses both immediate risks and systemic issues, reducing reliance on physical storage facilities prone to theft.

Note: Several African countries have conducted public ivory destruction events to combat elephant poaching and the illegal ivory trade. Notable examples include:

- *Kenya: In 1989, Kenya held the first ivory burn, destroying 12 tonnes of ivory to signal its commitment to elephant conservation. The largest event occurred in 2016, with the incineration of 105 tonnes of ivory.*
- *Chad: In 2014, during the 50th anniversary of Zakouma National Park, Chad burned a ton of elephant tusks to discourage poaching.*
- *Nigeria: In 2022, Nigeria destroyed approximately 2.5 tonnes of seized ivory in Abuja, marking its first ivory crush to combat the illegal ivory trade.*

Annex 11: Review of performances for each areas of intervention

RESULTS	Positive performances and strengths	Opportunities for better performances	Performance score
ANAC	<ul style="list-style-type: none"> Positive delivery related to CITES capacities and compliance Satisfactory performances in trainings delivered at Provincial levels 	<ul style="list-style-type: none"> Extensive delays across most results (at national and local levels) Performances affected by low capacities and procedural challenges Programme Estimate: a slow and challenging mechanism Need to scale down most results Delivery and financial performances could be significantly supported by dedicated TA 	Not satisfactory
GNAP Conservation	<ul style="list-style-type: none"> Overall positive delivery of FFS-IGF An important asset was the availability of additional resources to bridge financial gaps and the flexibility of FFS-IGF in resources management Strong capacities (ANAC / FFS-IGF) Efficient management of resources (i.e. building infrastructures with own resources) Services performances in patrolling and modernization of ecological monitoring and additional delivery (EQ 2) 	<ul style="list-style-type: none"> Improvements in patrolling have been made, but delays in road construction and operational infrastructure constrain the park's ability to sustain these efforts Community engagement and governance: <ul style="list-style-type: none"> Governance structures like Community Natural Resource Management Committees (CGRN) were revitalized, but their motivation and effectiveness might be affected by the delayed implementation of community livelihoods. 	Satisfactory
GNAP buffer zone livelihoods	<p>Positive performances include:</p> <ul style="list-style-type: none"> RADEZA boosts a strong experience and good linkages with all actors in the area Installation of milling units and equipment for spraying cash nut trees (<i>Anacardium occidentale</i>) 	<ul style="list-style-type: none"> Particularly low efficiency in capacity development for income generation (not yet started) high turnover of field staff significantly disrupted continuity and performances Inadequate planning affected performances and achievement of results Delays across most results, no benefits yet for communities, including Beekeeping, Fish farming, FFS, Community hunting concession (<i>Coutada</i>) 	Not satisfactory

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RESULTS	Positive performances and strengths	Opportunities for better performances	Performance score
	<ul style="list-style-type: none"> • CGRN re-vitalization and Environmental awareness campaigns • Rehabilitation of few fish tanks and startup of fish farming 	<ul style="list-style-type: none"> • Inadequate linkages of supported community livelihoods with parks conservation goals 	
Mount Mabu	<p>Positive performances are recorded for</p> <ul style="list-style-type: none"> • the inventory of points of touristic and cultural interest, • The community sensibilization about conservation • Participatory delimitation of conservation boundary • Formal establishment of Community associations CONSERVA MABU • Mixed performances are horticultural production and dissemination of good production practices in FFS • Submission of the proposal for the formal creation of Mount Mabu conservation area 	<ul style="list-style-type: none"> • Very challenging environment for project implementation (access, remoteness, rainfall) • Very short timeline for the achievement of expected results in an area where basic work had not been done by previous projects/partners • Strong delays in many areas, including: <ul style="list-style-type: none"> - Slow and incipient capacity building of community associations and CONSERVA MABU - All livelihood component, including inputs and seed delivery, preparation of FFS - Nurseries and tree planting - ReGeCom approach for community governance not tailored to the short project lifetime and expected delivery - Presentation (2024) of proposal for Community Management Conservation Area - Delayed analysis / mobilization of strategic plans for financial resource mobilization - No strategic orientations for addressing issue of deforested areas and sustainability of the area - Lengthy procurement, financial and recruitment procedures at WWF 	<p>Notwithstanding some positive performance in important activities, the overall efficiency in delivery is not satisfactory</p>
APAIPS	<ul style="list-style-type: none"> • Positive assessment of performance under the new contract established in March 2024: • Horticultural production and dissemination of good production practices in FFS • Environmental awareness campaigns using 	<ul style="list-style-type: none"> • The Component was delayed by the false start of the first contract, accumulated a two-year delay • Fish conservation component, beekeeping, first season/rainy season; agriculture not yet started • Inadequate support to CBOs historically active in patrolling and community sensitization 	<p>Early yet for an assessment, but positive indicators of an efficient set up</p>

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RESULTS	Positive performances and strengths	Opportunities for better performances	Performance score
	<p>local radio and environmental clubs</p> <ul style="list-style-type: none"> • APAIPS strengthened for law enforcement and monitoring, through the graduation of enforcement officers • Improved APAIPS infrastructure and human resources • Existence of a multisector enforcement team • Well established CBOs • Loan and Savings Schemes • Local radio for community sensibilization 	<ul style="list-style-type: none"> • Lengthy procurement, financial and recruitment procedures at WWF 	

Source: Evaluation assessment based on sites visits, ROM report and performance monitoring and reporting, December 2024