

Final Report

Terminal Evaluation “SIP SLM Pilot Project—Eritrea”

GEF Project ID: 2979 / UNDP Project ID: 00075747

Focal area: land degradation, country/region: Eritrea / Africa

Project sites: *zoba Maekel, sub-zoba Serejeka*

Implementing partner & other partners: Ministry of Land, Water and Environment, Zoba Maekel and Sub-zoba Serejeka Department of Land and Agriculture

Evaluation timeframe:
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Executive Summary

Project summary table

Project Title:	SIP SLM Pilot Project			
GEF Project ID:	2979		<i>at endorsement</i> (Million US\$)	<i>at completion</i> (Million US\$)
UNDP Project ID:	00063220	GEF financing:	1,820,000	1,772,000 ¹
Country:	Eritrea	IA/EA own:		
Region:	Africa	Government:	250,000	2,584,000
Focal Area:	Land degradation	Other:	1,000,000 (UNDP) 1,000,000 (NORAD) 0 (Communities)	481,000 900,000 4,577,000
FA Objectives, (OP/SP):	To create the enabling environment (policy, capacity, knowledge, alternatives) necessary for adoption of sustainable land management practices and alleviate environmental degradation while improving livelihoods of the farming communities of the CHZ	Total co-financing:	2,250,000	8,542,000
Executing Agency:	Ministry of Land, Water & Environment	Total Project budget/cost:	4,070,000	10,314,000
Other Partners involved:	Zoba Maekel and Sub-zoba <i>Serejeka</i> Department of Land & Agriculture	ProDoc Signature (date project began):		31/08/2009
		(Operational) Closing Date:	Proposed: 31st Dec 2015	Actual: 31/08/2016

Project description

The 5-year project addresses the main causes of land degradation in the Central Highland Zone of Eritrea. These are deforestation, inadequate agriculture practices, overgrazing and insecure land tenure. The purpose of the project is to develop a new sustainable land management model that addresses these causes through the combination of regular soil and water conservation activities with a new land tenure system that offers life-long usufruct of land to farmers (application of 58/1994 Land Proclamation). Indeed, a major impeding factor in previous SLM interventions in the country has been the cyclic land redistribution system that does not encourage SLM practices adoption and land care.

The project to be implemented in the *Serejeka sub-zoba* is addressing these shortcomings through (i) the development of replicable SLM models, (ii) establishing a knowledge management system for SLM in order to mainstream its principles at all relevant levels, (iii) designing capacity building development and

¹The remaining balance amounting to 48,000 US\$ is budgeted to pay for the current SLM-TE consultancy service as well as to develop and disseminate communication materials linked to best practices of the SLM pilot project.

management programmes for SLM and (iv) enhancing learning, evaluation and adaptive management of the GoSE through the project.

Terminal evaluation purpose and methodology

The overall objective of the Terminal Evaluation is to review the achievements made to deliver the specified objectives and outcomes of the Sustainable Land Management project. It will establish the effectiveness, efficiency, relevance, performance and success of the project, including the sustainability of results. The evaluation will also evaluate the strengths and weaknesses of project design, implementation, monitoring and adaptive management and sustainability of project outcomes, including the project exit strategy. The evaluation will also collate and analyse specific lessons and best practices pertaining to the strategies employed, and implementation arrangements, which may be utilized to inform future programming.

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects. The TE team used a combination of methods to gather data through (i) a documentary review of relevant project documents, (ii) interviewing the project stakeholders including the final beneficiaries, with an emphasis put on gender and (iii) reviewing the project’s physical achievement and assets. Interviews included bilateral discussions with the project team and implementing and executing institutions/partners, gender-based focus groups of farmers. The TE team crosschecked all information.

Evaluation findings

Design& formulation:

The project is addressing critical root causes of land degradation through combining activities that encourage the adoption of sustainable land management practices. It also implements the new land tenure system that offers farming communities’ life-long usufruct of land, therefore abandoning the traditional land tenure system focussing on periodic land redistribution.

The *review of the logical framework* shows that most indicators can be considered as ‘SMART’. Some were more related to impact indicators, hence, not achievable within the project time-frame. The project design called for mainstreaming the new SLM models at all levels in anticipation of upscaling and replication. Given the pilot nature of the project, this approach did not seem to be precautious as the overall impact of the new SLM model would not be known at the end of the project.

Most *risks* were controlled and assumptions, except the one mentioned above, correctly identified.

The project took into consideration the extensive GoSE expertise in SLM, land use mapping and land information systems so as to formulate an integrated project that took into consideration the main causes of land degradation and that was inclusive in terms of stakeholders.

A *design issue* that revealed itself clearly *in retrospect* was the one related to decentralisation. The project design called for activities to be implemented at all levels (national, regional, at *sub-zoba* level and within local communities) and while the *project was to be piloted from the zoba*. This approach showed its limitations for activities that were to be implemented by national institutions as institutions at a lower level are unable to pilot national-level activities.

The *project’s main stakeholders* were initially the following: *Zoba Maekel and sub-zoba Serejeka Administrations*, Ministry of Land Water and Environment, Ministry of Agriculture, National Agriculture Research Institute, and the Ministry of Education.

Project implementation:

The *project duration was affected* by two factors: (i) donor cooperation shutdown in 2011/12 (18 months delay), and (ii) implementing partner change (6-9 months delay). This resulted in reducing substantially the effective project duration from 5years to 2.5years, which with one year of extension came to almost 3.5 years.

Combined with a fully decentralised implementation (see *design issue* above), this will somewhat limit the results of the project.

In terms of *adaptive management*, the project did not steer away from its initial objectives but several *management enhancements* were made with regards to the planned (too cumbersome) implementation structures as the project was under *National Implementation Modality* (NIM). The management consisted of a *Zoba Maekel* National Project Coordinator, a *Serejeka sub-zoba* Site Manager, a National Technical Committee at *zoba* level and an Implementation Committee at *sub-zoba* level.

Due to the project’s long interruption and the GoSE’s development plan, many activities related to SLM were initiated in order to enhance the project’s results. These included Soil and Water Conservation (SWC) activities, seedlings production and reforestation amongst others.

The partnership arrangements were also affected by the project’s interruption: while initial contacts were made with several stakeholders at project’s start up. These were abandoned when the project resumed due to the urgency to finalise the main activities before project’s closure. This is an evidencing for a capacity issue at *Zoba Maekel* to engage within a short time frame into several activities that required coordination efforts. The time remaining was also considered too short to actually initiate activities that might not be finalised by project’s end.

In terms of finance, the project’s overall planned budget was 4.1 million US\$ including co-financing. However, the extensive involvement of GoSE partly due to the project interruption issue increased the actual budget to 10.4 million US\$, most of it as GoSE and community co-financing for SWC and reforestation activities, evidencing GoSE’s commitment to this project (see relevance).

There was a smooth planned/expenditure trend prior to the project interruption, after which there were disjointed planning and expenditure gaps in relation to the planned project document. This resulted ultimately in a final large disbursement at the end of the project to ensure that most activities would be covered despite the project’s closure.

The *M&E system* comprised of the NPC, Site Manager, and Technical Committees. Most M&E functions were carried out by the NPC (monitoring visits, assessing feedback from Site Manager, informing the technical committee). Several monitoring visits were also organised with the IP and UNDP. Reporting was carried out on a quarterly and annual basis. Under NIM, the report is not project-specific and there was *no evidence of any formal M&E format used*; most of it is activity-based and is sourced from NPC’s informal assessment of results. To address this issue, a *useful annual progress report format* was provided by UNDP for the NPC/IP that fed in the donor’s reporting systems (GEF’s APIR and UNDP’s ROAR).

Under NIM, the role of UNDP as an active stakeholder has been somewhat limited. It nonetheless provided *support in planning, supported the IP for annual results reporting*. There was an IP change over the course of the project (from MoA to MoLWE) with resulting implementation delays affecting the project. E.g. a) the *stakeholders including the IP were unable to resolve key issues* like the lack of the capacity to speed up implementation due to reduced timeframe and b) activities piloted from the *zoba* but that had to be implemented/supported by external stakeholders (e.g. Agricultural Research, Education, Justice, input service providers, national level activities...). These types of activities were abandoned and while affecting the overall project results did have little impact on the development of the new SLM model as such. There has been extensive NPC and Site Manager input to try to address these issues and to overall implement successfully the project despite difficult working conditions (lack of transport, no top-ups for extra work or extensive/long duration field work).

Project results:

There were *four outcomes* under the project:

‘Outcome 1 – Replicable models of SLM developed and representative communities using them to manage land in order to reduce the rate of land degradation’. All the agricultural land of *Serejeka sub-zoba* has been covered by the project. The DoL carried out farming communities awareness sessions, organised the Land

Committees, supervised the land classification together with the farmers, screened the villages’ households in all 28 villages and the land distribution process was completed in the five ‘phase I’ villages. The remaining 23 ‘phase II’ villages will be covered after the 2016/7 harvesting season. There were methodological adjustments of the initial land classification round thanks to a good collaboration with the farmers from all villages. By-laws regulating land stewardship are in place and incentives (hand tools) were partly distributed (awaiting land allocation for the remaining 23 villages). The most successful IGAs are the woodlots (both communal and on private group woodlots) with beekeeping and orchard still requiring technical support and ownership enhancement for farmers’ adoption.

‘Outcome 2 – Knowledge management (KM) network on SLM formed of institutions and projects’: There is little evidence of a formal knowledge management system in place, possibly because this kind of activity should be piloted at a higher level than a *sub-zoba*. Since the new SLM model is actually a piloting initiative, there is a consensus to wait to assess the impact of the intervention before full-scale replication. Hence at this stage, there were no activities to mainstream it into national documents. Nonetheless, it seems that an incremental upscaling approach is actually being put in place with a new GEF project (PIMS 4633)² incorporating the SLM model. No SLM research on land degradation reduction was done through the project. A comprehensive baseline data was produced very late during implementation but it remains fully relevant despite the projects’ closure.

‘Outcome 3 – Capacity building programs and adaptive management systems developed for improved governance of SLM’: The project carried out extensive capacity building activities at *zoba*, *sub-zoba* and village levels (e.g. explaining the new land tenure system and how to implement it at village level for each different type of stakeholder). Farmers are well aware of SWC techniques and of the advantages of the new land tenure system. Agricultural extension officers are now in a better position to provide SWC advice since farmers are engaged on long-term land improvements. *Zoba* and *sub-zoba* staff were trained by the DoL on the technical issues of land use plan, classification, mapping, etc. and awareness rising to change farmers’ mindset so as to introduce the new land tenure system and related Land Proclamation-related activities in the remaining 23 ‘phase II’ villages. The extension package on SLM was not updated taking into account the new land tenure system, possibly because this activity should be piloted at MoA level. There was no support to input/ finance service providers (in particular access to micro-credit for input supply due to the new land tenure system that is based on agricultural intensification). However, farmers now view these as critical, since they are planning to engage into boosting agricultural production thanks to the long-term land improvements. There were extensive SLM actions linked to adaptation and mitigation measures mostly through co-financing: (i) 2 dams were built, (ii) the construction of over 6.900 *megogos*³ was supported (92% coverage), (iii) 950 ha were reforested (70% achievement; +5% of *sub-zoba* area), and (iv) SWC activities were carried out over 35% of *sub-zoba* area.

‘Outcome 4 – Effective project management and implementation structures: Both *zoba* and *sub-zoba* committees were established and oversaw the project’s implementation. Their actual capacity to resolve outstanding issues and to steer the project when it was facing implementation issues was limited (e.g. no budget reallocation or activity changes). Nonetheless, the GoSE used its own financial resources (‘co-financing’) during and after the project’s interruption for extra SLM related activities. The lack of human resources fully dedicated to the project or an actual PMU was one of the factors that affected the project’s implementation.

Project relevance: the project is highly relevant in relation to the country’s policies and strategies. SLM and land degradation reduction objectives/strategies are integrated into most if not all national documents related to agricultural development, food security, and environmental protection. For example, many recommended activities from the NAP and NAPA were actually integrated into the project. The project is also highly relevant through the new approach to SLM combining soil and water conservation activities with the new land tenure system in order to boost farmer’s ownership of land improvements supported by the GoSE and make farmers

²Mainstreaming climate risks considerations in food security and IWRM in Tsilima Plains and Upper Catchment Area.

³Energy efficient local cooking stoves

more autonomous when they want to invest in their land. In that context, the project should be considered as pilot.

Project effectiveness: (i) Outcome 1: the project has been very effective in testing and implementing successfully the new SLM model combining SWC with the new land tenure system. Some IGAs have also the potential to contribute to poverty reduction (e.g. woodlots) while others will need more analysis for effective farmer’s adoption. (ii) Outcome 2: few activities contributed to this outcome although the DoL did integrate the new land tenure system into its programming cycle and a comprehensive baseline study was carried out. Most stakeholders are waiting to see the long-term impact of the project. (iii) Outcome 3: the capacity building programmes have been most effective in enhancing knowledge and interest of all stakeholders on SLM in relation to the Land Proclamation. Key activities have contributed to land degradation and climate change mitigation and adaptation: reforestation, *megogo* support, dam construction and Soil and Water Conservation activities. Some activities that should have strengthened the new SLM model were not initiated (e.g. support to microfinance, input supply service providers) because the IP was overwhelmed with activities due to the delayed implementation and did not adapt its capacity accordingly. (iv) Outcome 4: the M&E system in place was weak and did not enable the decision makers (mainly at committee levels) to act and adapt the project to changing conditions (like enhancing the implementing capacity at *zoba* level when needed).

Still, the project did succeed in testing a new SLM model based on Soil and Water Conservation activities and life-long land usufruct that pending impact assessment is ready to be rolled out.

Project efficiency: the TE team did not assess the project efficiency as expenditure is not matching project planned activities. Still, some general comments can be made: over 60US\$ per beneficiary were spent by the donor, evidencing good value for money. The donor’s budget had a 2.5 multiplication effect in relation to GoSE’s co-financing. The adaptation and mitigation activities were good value for money except for reforestation which had a higher than average cost, possibly because of the rugged nature of the terrain (nearly 2.000US\$ against 1.000/ha in other countries). The project delivery rate was negatively affected by the 2011-12 project interruption but thanks to DoL’s capacity building activities benefitting *zoba* and *sub-zoba* staff, the implementation pace was accelerated in 2014 and 2015 with expected completion in early 2017.

Country ownership: The GoSE has viewed this project as critical. Under NIM, the project was fully embedded into relevant institutions. The project lacked a coordinating body as it was difficult for the *zoba* to call upon non-involved ministries to take part in the project. After the IP change in 2013, the MoLWE became very much involved through its DoL with the introduction of the new land tenure system.

Mainstreaming: the project covered two UN development cooperation cycles. The project is well aligned under UNDAF with key outcomes like MDG1 and MDG7 on poverty reduction and food security. Land degradation reduction became an equal priority under SPCF as with capacity building and gender mainstreaming (in particular equal rights).

Sustainability: (i) *social and cultural risks* to sustainability are low as life-long usufruct is most welcome by farmers. The project also achieved farmer’s mind changing in a very short period of time. They are now willing to invest in enhancing and taking good care of their land. A potential issue is a reduction in livestock that has been a traditional activity for most farmers along the escarpment; (ii) *technical sustainability* is very high: in terms of knowledge, the new SLM model is well understood by farmers but there are some associated risks to sustainability – in particular, the new farming system that will rely less on livestock; (iii) *at institutional level*, the project is bound to be absorbed by relevant line ministries but not immediately or at least not before an extensive impact assessment has been carried out, (iv) *the economic and financial risks* are very low as the project’s outcomes are likely to increase (non-)agricultural income. An unwanted effect of the project might be the need by farmers for an enhanced offer of input supply service providers; (v) *the environmental risks* remain low so far; however, there is a need to monitor this transition towards more agricultural intensification, so that the new SLM model does not damage the land by proposing alternative intensification activities like intensive manuring, composting, mulching, bio-control/IPM...

Impact: the project’s *social impact* has been important due to the involvement of *zoba, sub-zoba* and DoL’s staff in the numerous training sessions and awareness raising campaigns. Farmers are overwhelmingly positive about the life-long land usufruct and have shown interest in investing in land improvements on their land. The project is also changing social relations between farmers with a demand from vulnerable household heads for support when they are located on less fertile land. There is little quantitative information on the *economic impact* of the project. Yet, interviews showed that there has been a slight reduction of the hunger period (minus 1-2 months). There are also indications of proportionally more yield potential for farmers located in less fertile areas, due to the effects of long-term land improvements. Tree plantation is too recent for any indicative income trend but it has the potential to bring significant village improvements. *At institutional level*, the project increased substantially *zoba, sub-zoba* and farmers’ knowledge on SLM. The Extension Officers and village Administrations officials mostly benefitted from the training and are well versed into SLM and the new land tenure system. The new SLM model has been (i) mainstreamed into DoL programming cycle, (ii) integrated into the newly formulated GEF intervention and (iii) discussed extensively at *Zoba Maekel* Administration in relation to its potential impact and replicability. There has been no quantitative measurement of the *environmental impact* of the project. Research activities were not conducted as planned. However, TE team interviews with farmers indicated that the project is having some visible impact on erosion reduction where terracing was carried out (reforested areas and rain-fed agricultural land). The project *impact on gender* has been significant with more equity in land access, better home environmental conditions, and reduced energy collection efforts through *megogo* stoves and increased productivity because agricultural fragmentation has been substantially reduced.

Evaluation rating table

Evaluation Ratings:			
1. Monitoring and Evaluation	<i>rating</i>	2. IA & EA Execution	<i>rating</i>
M&E design at entry	MU	Quality of UNDP Implementation	S
M&E Plan Implementation	MU	Quality of Execution - Executing Agency	S (MoA) MS(MoLWE)
Overall quality of M&E	MU	Overall quality of Implementation / Execution	S (due to shorter timeframe)
3. Assessment of Outcomes	<i>rating</i>	4. Sustainability	<i>rating</i>
Relevance	R	Financial resources:	L
Effectiveness	S	Socio-political:	L
Efficiency	U/A	Institutional framework and governance:	L
Overall Project Outcome Rating	S	Environmental:	L
		Overall likelihood of sustainability:	L

<p>Ratings for Outcomes, Effectiveness, Efficiency, M&E, I&E Execution</p> <p>6: Highly Satisfactory (HS): no shortcomings 5: Satisfactory (S): minor shortcomings 4: Moderately Satisfactory (MS): moderate shortcomings 3: Moderately Unsatisfactory (MU): significant shortcomings 2: Unsatisfactory (U): major problems 1: Highly Unsatisfactory (HU): severe problems</p>	<p>Sustainability ratings:</p> <p>4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks</p>	<p>Relevance ratings</p> <p>2. Relevant (R) 1. Not relevant (NR)</p> <p>Impact Ratings:</p> <p>3. Significant (S) 2. Minimal (M) 1. Negligible (N)</p>
<p><i>Additional ratings where relevant:</i> Not Applicable (N/A) Unable to Assess (U/A)</p>		

Summary of conclusions, recommendations, and lessons learned

Conclusions:

The major *achievements and strengths* of the project are the following: (i) successful implementation of the 58/1994 Land Proclamation, (ii) turning point for achieving sustainable development as farmers are now willing to use extensive labour to improve their plot of land with no more incentive to abandon land improvements as there is no more cyclic land redistribution, (iii) enhanced awareness of farmers on SLM and capacity of *sub-zoba* staff to provide SLM advice, (iv) increased capacity of DoL to support communities in introducing the 58/1994 Land Proclamation, (v) long-term commitment of GoSE to support the project resulting in extensive unplanned financial means committed to the project through co-financing.

The main shortcomings and weaknesses include: (i) implementation gaps despite the provision of support through outcome 4 (weak M&E system, activity-based reporting, information RBM, and discontinued activities during implementation), (ii) due to the project interruption, activities not phased, no MTR and insufficient capacity to adapt to changing conditions, (iii) insufficient preparation and support for some innovative activities (orchard, beekeeping,...), (iv) little evidence of dialogue at national level to discuss further how to rollout the new SLM model, (v) project design issue with a decentralised implementation but with activities to be implemented at national level, and (vi) little evidence of the IP taking advantage of UNDP’s expertise to enhance the capacity of stakeholders to address implementation gaps.

Recommendations and lessons learned:

The *corrective actions* for project design, implementation and M&E of future interventions include: (i) on-time baseline study at project’s inception and results assessment at project’s closure, (ii) avoid formulating national level activities when the implementation process is decentralised at *zoba* level, (iii) consider fully detached staff or a national PMU for project implementation under NIM, (iv) ensure that project manager(s) are fully conversant with up-to-date planning, monitoring and reporting through assigning adequate financial resources for training at inception stage, (v) consider implementation improvement procedures under NIM like narrative and financial reporting to enable IPs to assess project’s efficiency, ensure fully dedicated Coordinators with salary scales/advantages more in line with extra efforts engaged into project implementation, propose more formal monitoring procedures and design a comprehensive procurement plan at inception stage.

Several *actions are needed to follow-up and reinforce* project results including (i) review the land distribution process for some ‘phase I’ villages re. ground truthing issues in land classification, (ii) finalise the introduction of the new land tenure system with the land distribution process in the remaining 23 ‘phase II’ villages, (iii) finalise the distribution of hand tools for farmers located on less fertile land and the procurement of transport means for the *sub-zoba*, (iv) measure the project’s results and impact when all planned activities are finalised, (v) finalise the support to farmers re. land use map and land certification.

Suggestions to enhance the project results in the future include (i) the establishment of an updated SLM committee once the impact assessment has been carried out, (ii) initiate the new SLM model replication process, (iii) support the farming system intensification with the introduction of the Minimum Integrated Household Package, raise awareness and provide trainings on more intensive livestock raising practices and provide more support in agricultural mechanisation, (iv) match better farmer’s considerations in the land distribution process by allocating contiguous plots of different fertility levels whenever possible instead of allocating uniform fertility plots to each farmer, (v) design a “phase 2” intervention to complete left-out activities that remain critical for the success of the new SLM model (research activities, extension package upgrading, SLM knowledge management system, support to microfinance and input supply service providers).

The *best and worst practices* to remember under this intervention are (i) the need to allocate funding at national level should there be activities to be implemented at that level while decentralising all resources for on-the-ground activities, (ii) DoL’s flexibility in responding to farmers’ requirements when classifying land, screening beneficiaries and distributing the plots, (iii) the need for more follow-up once the distribution process has been completed to account for request of land redistribution, information on the land certification process..., (iv) the need for value chain analysis when introducing new/innovative income generating activities, (v) ensuring that full-time staff are managing donor-funded projects, (vi) designing a more robust M&E system that provides information to the IP on expenditure as per work plan in order to assess project efficiency, (vii) ensuring that Site Managers participate in project planning for on-the-ground activities, (viii) systematic inclusion of the 58/1994 Land Proclamation with Soil and Water Conservation activities (ix) the farmers’ mindset change that the project brought with resulting willingness to engage more labour into long-term land improvements, (x) the effects of the project on land degradation reduction through the setting up of the new SLM model.

List of Abbreviations

AEAS	Association of Eritreans in Agricultural Science
APIR	Annual Project Implementation Review
APR	Annual Project Report
AWP	Annual Working Plan
CHZ	Central Highland Zone
DAC	Development Assistance Committee
DG	Director-General
DoE	Department of Environment
DoL	Department of Land
DoW	Department of Water
EDIB	Eritrean Development and Investment Bank
FSP	Full-Size Project
GEF	Global Environment Fund
GoSE	Government of State of Eritrea
Ha	Hectare
HAC	<i>Hamelmalo</i> Agricultural College
HHH	Household Head
HR	Human Resources
IGA	Income Generating Activity
IP	Implementing Agency
KM	Knowledge Management
LFA	Logical Framework Analysis
MIHP	Minimum Integrated Household Package
MoA	Ministry of Agriculture
M&E	Monitoring and Evaluation
MoND	Ministry of National Development
MoE	Ministry of Education
MoJ	Ministry of Justice
MoEM	Ministry of Energy and Mines
MoF	Ministry of Finance
MoLWE	Ministry of Land Water Environment
MTR	Mid-Term Review
NAP	National Adaptation Plan

NAPA	National Adaptation Plan of Action
NARI	National Agricultural Research Institute
NEAPG	National Environmental Assessment Procedures and Guidelines
NGO	Non-Governmental Organisation
NPC	National Project Coordinator
NUEW	National Union of Eritrean Women
OP1	Output 1
PCU	Project Coordination Unit
PIR	Project Implementation Review
PRODOC	Project Document
PSC	Project Steering Committee
SWC	Soil and Water Conservation
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SPCF	Strategic Partnership Cooperation Framework
SRF	Strategic Results Framework
PPT	PowerPoint
RBM	Results Based Management
RT	Review Team
SLM	Sustainable Land Management
STAP	Scientific and Technical Advisory Panel
TA	Technical Assistance
TCTF	Technical Coordination Task Force
TE	Terminal Evaluation
ToR	Terms of Reference
ToT	Training of Trainers
TT	Tracking Tool
UN	United Nations
UNCBD	United Nations Convention on Bio-Diversity
UNCCD	United Nations Convention to Combat Desertification
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change

1. Introduction

1.1 Purpose of the evaluation

The overall objective of the Terminal Evaluation (TE) was to review the performance of the projects and evaluate the achievements it made to deliver the specified objectives and the four outcomes of the SLM project. The specific objectives of the TE were:

- To assess whether the project has achieved planned objectives and outcomes in the project
- To assess the design, implementation and the monitoring and evaluation process of the project
- To evaluate if the financial, human and material resources of the project have been used in an appropriate and economical way
- To assess the potential impact of the project in the mainstreaming of the new land tenure system (under proclamation 58/94) combined with SLM practices
- To draw conclusions and to recommend future actions along the line of the project's major aims and achievements

The TE was conducted according to the guidance, rules, and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects. The evaluation team assessed the project's achievements against the expected outcomes indicated using the standard tools of evaluation on effectiveness, efficiency, relevance, performance and success, impact and sustainability of the project. The strengths and weakness of the project design were evaluated including the implementation, monitoring and adaptive management and sustainability of project outcomes, and the project exit strategy. The effects of the results on the institutional and final beneficiaries were also measured and an estimate of the likelihood of continuation of project's effects have been evaluated.

The TE team based its evaluation on the direct feedback from stakeholders involved in the design and implementation of the project, the review of available documents and on-site field visits of project achievements.

1.2 Scope and methodology

1.2.1 Scope

The Terminal Evaluation focused on the implementation of the project activities and assessed the performance of the project in view of the accomplished outcomes, objectives, and effects using the evaluation criteria of relevance, effectiveness, efficiency, sustainability and impact.

The project is assessed based on whether its overall objectives are **Relevant** to the national policies and priorities of sustainable land use and management, especially in conjunction with the new land tenure system. The project's coherence to the main objectives of GEF focal areas has been assessed. In addition, the extent to which the project addressed the needs of targeted beneficiaries and the community around those areas has also been reviewed. **Effectiveness** is aimed at measuring the extent to which the project achieved its expected outcomes and objectives and also examines the lessons that have been learned and that might be implemented in future projects of the kind. **Efficiency** measures how the project used its resources (financial, human and

material) to achieve the results it has registered. Under efficiency, the effectiveness of the project in utilizing its network of partners/stakeholders/institutions for furthering the project aims is measured. Under **Impact**, the positive and negative aspects of the project and whether the project achieved the intended changes or improvements in the beneficiaries’ environment are inspected. **Sustainability** examines project’s delivery of results and benefits in the area of implementation in aspects like institutional, social and environmental.

The evaluation has been conducted in a way that provides evidence-based information that is credible, reliable and useful.

1.2.2 Methodology

The Evaluation Team framed the evaluation process as per the criteria of relevance, effectiveness, efficiency, sustainability and impact as defined and explained in the *UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects*. A detailed description of the methodology is presented in Annex 2.

The team used a combination of methods such as (i) secondary data collection from literature and analysis, (ii) interviews with implementing agencies and its partners, Focus Groups Discussions, interviews with relevant groups, e.g. beneficiaries, local authorities, etc. and (iii) site observations.

The TE team adopted as much as possible a participatory and inclusive approach to capturing opinions from a wide range of stakeholders (implementing and executing partners, donor, final beneficiaries...). The interview guides are included in Annex 3.

The information presented in this report has been crosschecked, meaning the TE team did not include information and make recommendations and conclusions based on a single source of information (information from single sources of information that could not be triangulated were omitted).

1.2.3 Limitations

The amount of time given for evaluation limited the sample size of the villages that the TE team could visit to collect more data from the beneficiaries but since the implementation process is still underway, the TE team was able to get adequate information from key informants and focal groups in every village sampled. In addition, the TE team was able to visit and get the necessary information from all the five villages that are already fully implementing the project (SLM + new land tenure) and two out of the 23 villages that are ready to start the land distribution process in the coming growing season.

In terms of documentation, the TE team did not access any but one annual progress report despite numerous requests to UNDP, the executing and implementing agencies. The TE team assumed that these documents were somewhat no longer available. This somewhat limited the sources of documentary information and the TE team had to rely nearly exclusively on GEF’s APIR.

1.3 Structure of the evaluation report

This terminal evaluation report has five sections including the executive summary. The *executive summary* gives a brief background of the project and its design, a summary of its findings related to the activities,

management, and important aspects such as partnership and sustainability, conclusions and recommendations for future action and programming.

The *introduction part* describes the context and background of the evaluation and provides a brief description of the purpose, scope and focus of the evaluation, and methodology used.

The second chapter presents information on the project, including project description, development context, and strategy.

The *findings* section is dedicated to the results achieved towards the outcomes of the project, which is the core of the report, presented under three subheadings related to programme design, implementation, and the evaluation criteria. The final section aims at providing the *conclusions* of the evaluation, the *recommendations* for future and the lessons learned.

2. Project description and development context

2.1 Project start and duration

The project was planned for implementation over a five-year period, commencing in 2008. UNDP Eritrea Country Office was to be the GEF implementation agency (IA) for the project and was to be executed under UNDP National Execution (NEX) procedures. The *Zoba Maekel* Administration and the Ministry of Agriculture were the overall responsible Eritrean partners that were to provide the national framework.

Project Implementing Partner:	Ministry of Land Water Environment
GEF Focal Area:	Land Degradation
Country	(ERI) Eritrea
Project Start Date:	31-Aug-2009
Planned Project Closing Date:	30-Jun-2014
Total GEF Grant (U\$S)	\$ 1,870,000
GEF Grant Disbursed as of 30 June (U\$S):	\$ 1,770,999.63
Total Co-financing (as planned in CEO endorsement request):	\$ 4,680,000.00
Overall Risk Rating	Low
Overall DO Rating	Satisfactory
Overall IP Rating	Satisfactory

However, the TE found out that the project start and end dates were not exactly as planned due to factors that were beyond the scope the implementing bodies and stakeholders. There were also factors that were not foreseen as risk factors during the implementation period of the project. The project document shows that the duration of the project was five years. The project started on time but was discontinued for 18 months due to the changes in project implementation in the country. The project resumed with a change in IA and took about 9 months to fully go in motion. A one-year extension was also requested and granted. The total active project period was therefore about three years and a half.

2.2 Problems that the project sought to address

Natural Resources (water, soil, plants, and animals) are the main factors for the livelihood of the Eritrean population in which more than 80% of the rural population is being engaged in agriculture and natural resources-related activities. The majority of the Eritrean population (about 65%) lives in the central highland zone. Due to high population density, the nature of the land use system and climate changes resulted in severe land degradation and in turn affected negatively the agricultural production of the country. The main causes of land degradation in Eritrea are deforestation, inappropriate agricultural practices, overgrazing, insecure land tenure, poorly coordinated land use planning and limited application of knowledge and technologies by farmers to enhance productivity.

Sustainable Land Management is the adoption of land use systems through appropriate management practices that enables land users to maximize the economic and social benefits from the land while maintaining or enhancing the ecological support functions of the land resources. It is viewed as a remedy to increase average productivity, reducing seasonal fluctuations in yields, and supporting diversified production and improved incomes – “SLM is simply about people looking after the land – for the present and for the future”.

In Eritrea, the current land tenure system where land is redistributed to farmers in 5 to 7 years acts as a disincentive to investing in sustainable land management practices. Although the 1994 Land Proclamation provided an enabling policy environment for secure tenure, the Proclamation and related regulations have not been readily enforced.

In that context, the ‘SIP-SLM Pilot Project’ aimed at providing an enabling environment for sustainable land management by addressing the key barriers⁴ to SLM. In particular, it combined the new land tenure system and the regular SLM activities, as a strategy to reduce more on a long-term basis the effects of land degradation on the integrity of the CHZ in Eritrea.

2.3 Immediate and development objectives of the project

The development objectives of the project include:

- Reversing land degradation in the project area with the establishment of a baseline for measuring outcomes that are the products of the new land tenure system and the SLM practices. Through the impacts observed thereby, the project expects to strengthen the policy, regulatory and economic incentive frameworks that could facilitate wider adoption of SLM practices across sectors.
- Strengthening the institutional and human resource capacity in SLM through improved, sustainable, innovative, land management practices planning and implementation; demonstration of innovative and good sustainable land management, including indigenous ones to be expected to promote long-term SLM in the central highlands.
- Promotion of alternative livelihoods and income-generating activities that reduce pressure on natural resources and expand the income base for households, thus reducing vulnerability.
- Providing locally tested and appropriate SLM models that are applicable to the CHZ and that can be systematically integrated into regional and national development policies, strategies, and programs.

⁴ Key barriers to SLM: insecure land tenure system, expansion of agriculture onto marginal lands, land fragmentation and absence of land management systems / land use planning, overgrazing, unsustainable use of forest resources, lack of research information, lack of knowledge management and dissemination systems

- Ensuring that the sustainable management of lands and resources in Eritrea provide a resilient base for ecosystem integrity, stability, and functions that support the provision of services and goods to both the environment and the population on a long term basis.

The full-size project will contribute significantly to the development of models and activities that will orient future investments within the framework of several national action plans and programs focusing on poverty reduction, environmental management, and food security.

2.4 Baseline indicators established

The related indicators, as set out in the (Section II), are organized as follows: three objective indicators are identified,

- (1) Tracking the rate of degradation through the project induced reduction of land degradation (in % of land area affected),
- (2) The number of ha “owned” under the new land tenure arrangements (guided by the application of the 1994 Land Proclamation) in the pilot area, *sub-zoba Serejeka*; and
- (3) The reduction of prevailing poverty levels in the pilot area by over 25% during the project period.

In addition, specific indicators were formulated under each project outcome, with an overall set of 14 indicators established as indicated in Table 1. These were planned with the note that certain baseline values to be established or verified during the project inception phase, through a baseline study. This is particularly relevant in the context of Outcomes 2 and 3, in support of which a Knowledge and Awareness baseline amongst project stakeholders was to be established prior to the implementation of major project activities, to determine a reliable reference point for the project M&E.

Outcome	Indicators
Outcome 1: Replicable models of SLM are developed and representative communities use them to manage land in 28 villages of the central highland that are representative of the major agro-ecological zone for central highlands, reducing the rate of land degradation	<ol style="list-style-type: none"> 1. % decrease of degraded land area in <i>Serejeka sub-zoba</i> 2. Hectare of land under new (private) land tenure arrangements in the project site. 3. Decrease of population living below the poverty line in <i>Serejeka sub-zoba</i> 4. Ratio of source of household income in the 28 pilot villages. income from agriculture versus other alternative income sources 5. No. of households in the 28 pilot villages benefiting from application of land proclamation
Outcome 2: A system of knowledge management (KM) for SLM is developed and used to achieve SLM through mainstreaming of SLM principles into the regional and national development programs, projects, strategies, policies and legislation	<ol style="list-style-type: none"> 1. Increased knowledge about SLM practices among all project key stakeholders/SLM platform members 2. Coordinated SLM platform operational and self-sustaining 3. Evidence of successful mainstreaming of SLM principles in key policies 4. <i>Zoba</i> and <i>sub-zoba</i> annual budget allocation for replication/ adoption of SLM models to new villages and extension of SLM activities
Outcome 3: Capacity building programmes and adaptive management system developed at all levels	<ol style="list-style-type: none"> 1. % of annual increase in budget available for implementation of capacity support strategy and action plan in pilot areas 2. No. of developed extension packages 3. No. of target groups that benefit from the developed packages
Outcome 4: Learning, evaluation, and adaptive management increased	<ol style="list-style-type: none"> 1. Project management and implementation structure established and operating 2. M & E established and performance scores achieved in scheduled activities.

Table 1: Establishment of baseline indicators

2.5 Main stakeholders

The project has identified that the main stakeholders of the SLM and land tenure project are the rural farmers in the implementation area since these are the main producers of crops, trees, and livestock in the project area. In addition, the institutional stakeholders are the following:

- Ministry of Local Government Regional (*Zoba*) Administration
- Ministry of Agriculture (MoA) is one of the key ministries involved in sustainable land management endeavour that aims to achieve food security through the promotion of improved technology; generation of employment; improvement of the supply of raw materials to domestic industries by encouraging farmers to produce industrial raw materials; promotion of strategies that increase foreign exchange earnings; protection and restoration the environment; and revitalization of forestry and wildlife resources.
- MoA-National Agricultural Research Institute (NARI) conducts research activities that are linked to and highly relevant for the SLM.
- Ministry of Education, Ministry of Energy and Mines and the College of Agriculture at Hamelmalo are directly or indirectly involved in SLM, research, knowledge management, and generation
- Ministry of Land, Water, and Environment (MoLWE) has three Departments, including the Department of Land, Department of Environment and Department of Water Resources. The Department of Land (DoL) aims to establish a modern, efficient and effective land management and information system and also has as a main goal to protect land resources against misuse, destruction, degradation. It has conducted a land use study and produced maps. Responsibility for implementation of the land proclamation lies mainly with the DoL. Department of Environment is mandated to protect, regulate, and monitor the environment, and for this, it has developed the National Environmental Assessment Procedures and Guidelines (NEAPG), in addition, it is the focal point for the UNCBD and UNFCCC.
- *Zoba Maekel* Administration: it is the implementing and highest body at regional level, responsible for integrating the plans of the line ministries and mass organizations at the *zoba* level. They are also responsible for co-coordinating and implementing the planned activities after the approval by the national legislative body, the *Baito*.
- *Sub-zoba Serejeka* Administration: it is the executing institution of the project at local level, carrying out the actual planned activities, mainly reporting to and supervised by *Zoba Maekel*.

2.6 Expected results

The project aims at achieving results under the four outcomes specified in the project document.

- a) Replicable models of SLM are developed and representative communities use them to manage land in 28 villages of the central highland representing the major agro-ecological zones for central highlands thereby reducing the rate of land degradation in the project area

- b) A system of knowledge management (KM) for SLM is developed and used to achieve SLM through mainstreaming of SLM principles into the regional and national development programs, projects, strategies, policies and legislation
- c) Capacity for the adoption of improved land management techniques developed and up-scaled at all levels
- d) Learning, evaluation and adaptive management increased through appropriate project management procedures and implementation structures and M&E strategies

The expected results of the project are also envisioned to have multiple benefits at national and local levels in terms of more sustainable land management, enhanced capacities in planning and execution of projects, empowering communities to be the owners of their own livelihoods, knowledge-based improvement of SLM practices and procedures, and the like.

3. Findings

3.1 Project design / Formulation

3.1.1 Analysis of logical framework / Results Framework

The project design is focussing on addressing several critical root causes of land degradation, in particular, unsustainable agriculture, overgrazing and unsustainable use of woodlots and natural forest through the combination of:

- Implementing the new land tenure system that basically introduces life-long land usufruct of agricultural land and woodlots as a strategy to increase land improvements ownership and land stewardship by the rural population as the previous cyclic tenure system did not favour maintenance and ownership of long-term land improvements, and
- Accelerating the adoption of sustainable land management practices.

Overall, the project is very logically focussing on both preparing the communities in the transition to the new land tenure system and building their capacities to adopt and implement SLM techniques. In addition, activities focussing on awareness and capacity building to share this new concept are also considered both at community and institutional levels.

The project is, therefore, focussing on 3 main technical outcomes:

- The operationalisation of pilot SLM models that combine the new land tenure system with support in land improvements using the SLM approach – which can be considered an innovative concept to land degradation reduction in Eritrea (outcome 1)
- The establishment of systems of knowledge management to increase awareness of stakeholders at all levels on this updated SLM that will combine regular soil and water conservation techniques with the new land tenure system based on life-long usufruct (outcome 2)
- Enhanced capacities for replicating and adopting SLM models through the development of capacity building programs and management system to improve SLM governance including at grass-root levels

A fourth outcome is referring to the actual project implementation. Activities under this outcome were referring to setting up management structures and the establishment of an M&E system. This outcome was particularly vague and did not identify clearly defined activities necessary for a smooth implementation of the project based on a capacity assessment needs analysis.

The Logical Framework Analysis (LFA) shows that the project indicators are mostly SMART⁵ but some are definitely not, mainly because several results will bear fruit long after the project is closed; therefore, some indicators are not achievable within the project timeframe and should be more considered as impact indicators. This is the case with indicators related to the reduction of degraded land and poverty or even the non-agricultural income increase: the effects will take several years at minimum, not even taking into account any non-anticipated issue that the new land tenure system might bring.

Several results propose to mainstream the new SLM models in policies/legislation and to replicate several activities to other CHZ areas. These take the unusual risk of assuming that the integration of the new land tenure system into an updated SLM model will only bring forward positive effects. Hence it should be replicated without the analysis of its long-term impact. This approach is not precautionous.

The indicators on GoSE annual budget increases also show some country-specific issues. Because donor-funded projects are fully integrated into implementing institutions, it is not possible to distinguish the different sources of funding. To the contrary, it can be assumed that non-project resources allocated in the same sector are GoSE's own resources whatever the source.

Finally, measuring the project performance by the percentage of completed activities gives a negative viewpoint of the implementation process as most interventions accelerate decisively by project's end. The percentage of initiated (not necessarily completed) activities might have given a more balanced view.

A detailed analysis is under Table 2.

⁵ Specific, Measurable, Achievable, Relevant, Time-bound

Description	Description of Indicator	Target Level at end of project	Specific	Measurable	Achievable	Relevant	Time-bound
Objective: creating enabling environment for SLM practices & land degradation alleviation	% decrease of degraded land in <i>Serejeka sub-zoba</i>	25% decrease	N	Y	N	Y	Y
	Ha of land under new land tenure system	Over 50% of land under new land tenure system	Y	Y	Y	Y	Y
	Decrease of population living under the poverty line	Poverty rate reduced by at least 40%	Y	Y	N	Y	Y
Outcome 1: development of replicable SLM models in 28 villages	Increase of land managed under community-level SLM plans	Management of land in <i>Serejeka</i> guided by community plans	Y	Y	Y	Y	Y
	Income ratio from agriculture and alternative sources	Ratio identifies income diversification	Y	Y	N	Y	N
	N° of households benefitting from new land proclamation	>50% of households benefitting from new land tenure	Y	Y	Y	Y	Y
Outcome 2: development of knowledge management system for SLM to mainstream SLM principles	Increased knowledge of SLM practices amongst stakeholders	50% of target population and 100% of extension personnel have SLM knowledge	Y	Y	Y	Y	Y
	Coordinated SLM knowledge management platforms	7 platforms established (1 national, 3 regional & 3 sub-regional)	Y	Y	Y	Y	Y
	Evidence of successful mainstreaming of SLM principles in policies	SLM integrated into new land use policy	Y	Y	Y	Y	Y
	Annual <i>zoba</i> and <i>sub-zoba</i> budgets include allocation for replication of SLM models to new villages	40% increase of budget on SLM practices	Y	Y	N	N	Y
Outcome 3: capacity building programmes and adaptive management to improve SLM governance	% annual increase of budget available for implementation of Capacity Support Strategy and Action Plan (CSSAP)	Annual increase of minimum 15%	Y	N	Y	Y	Y
	N° of people applying the extension packages	80% of land managers ⁶ in the <i>sub-zoba</i> , 150 land managers in other replicable areas and all extension managers knowledgeable about the extension packages and their use	Y	Y	Y	Y	Y
	Ratio of US\$ leveraged through relevant carbon-financed project and relevant reinvestment into CCA activities	At least one project identified, prepared and under implementation	Y	Y	N	Y	Y
Outcome 4: learning, evaluation and adaptive management increased	Level of project performance achieved	50% of all activities achieved by MTR and 90% of activities achieved by project's end	Y	Y	N	Y	Y

Table 2: SMART analysis of the logical framework

3.1.2 Assumptions and risks

The log frame contains several assumptions and risks (1. reduced political support of SLM, 2. conflict with Ethiopia, 3. climate change, 4. farmers' short-term decisions instead of SLM, 5. insecure land tenure, 6. SLM low capacities, 7. unsustainable markets, 8. extreme events [e.g. drought]). With regard to those given, the following observations can be made:

- “Climate change” (3.) is associated with “Extreme events” (8.) – in particular – *el niño/la niña* cycle; some broad predictions can be made – in particular, high precipitation/drought events – that have

⁶These are community members of Land Committees in charge of periodic land redistribution (consisting of allocation, screening and distribution sub-committees)

- actually influenced the project implementation (e.g. 2015 Eastern Africa drought associated with *el niño* peak that affected the project area)
- All development activities were shut down between 2012 and 2103 (18 months) before a new cooperation document was drafted and agreed upon between the UN and the GoSE (“SPCF”) resulting in negative consequences on the project implementation process as all project activities were suspended. To counterbalance this situation, the MoA pursued several critical activities linked to reforestation and SWC not waiting for the project to resume. This somewhat dampened the negative effects of the interruption together with a GEF granted one-year extension though it was not sufficient to absorb all the project budget. This 5-year project had an actual implementation period of fewer than 4 years; in that context, it not surprising that some (even critical) activities (e.g. land distribution) were not completed by project’s end in late 2015 or even at TE stage.
 - As mentioned in 3.1.1, the project formulation process considered that the intervention would be successful and that replication to other CHZ areas could be part of the project. However, the PRODOC did not consider the risk that SLM combined with the new land tenure might also have some unwanted effects. Indeed, the review team identified several negative effects that will need to be addressed in the near future (see chapter 3.3.7 on ‘Potential impact’ and 4.2 on ‘Recommendations and lessons to be learned’).
 - “Unsustainable markets” (7): while there is indeed a risk that value chains might not be established/fully functional, it was assumed again in the PRODOC that the new IGAs would be adopted by the farmers; this was not the case for some (e.g. orchard) and a much more robust approach (beneficiary needs and value chain analysis, extension support, NARI research) should have been definitely included in the PRODOC as these activities were very innovative and not anchored in CHZ farming communities.
 - An additional risk that was not clearly identified at formulation stage was the difficulty to have GoSE institutions to cooperate and coordinate in a single intervention; this was most obvious in this project as it was fully (financially) decentralised at *zoba* level but several activities required support/intervention from line/different sectoral ministries at national level (e.g. MoA, MoLWE, MoEM, MoND, UNCCD focal point) but could not tap into directly financial resources as there was no clear indication in the PRODOC of which institutions are responsible for what activities with corresponding allocated budgets. In that context, most resources were spent at community level (outcome 1 & 3) and most activities requiring support from national level (exception DoL) or benefitting stakeholders at national level were somewhat overlooked (e.g. outcome 2 on knowledge management, carbon-financed project of outcome 3).

3.1.3 Lessons learned from other projects incorporated into project design

The project was building up upon lessons learned from numerous (>10) relevant previous initiatives, all of which were focussing on land use planning and mapping, sustainable land management and conservation agriculture, community awareness on land degradation, forest protection, and enclosures.

The most relevant include:

- SLM project funded by the Syngenta Foundation for Sustainable Agriculture (0.3M US\$)
- Strengthening the GoSE Capacity for Effective Land Use Mapping to Ensure SLM funded by UNDP (0.4M US\$)

- Country Water Partnership on water resources management funded by UNDP (0.5M US\$)
- SLM Curriculum Development – University of Asmara funded by GoSE (10M US\$)
- Several smaller projects (<0.2M US\$) mainly funded by the GoSE on (v) Land Use Mapping, (vi) Land Information System, (vii) community support on SLM awareness and (viii) conservation agriculture, (ix) forest research and enclosures

Most of these initiatives/lessons learned constituted the backbone for this project in the following areas:

- support to farmers in SLM and conservation agriculture (i, iii, viii) (→ outcome 1)
- forestry development / conservation considered as non-agricultural income-generating activities (ix) (→ outcome 1)
- land use mapping and planning (v & vi) (→ outcome 1)
- GoSE’s capacity enhancement on SLM (ii) (→ outcome 2)
- community awareness raising on SLM (vii) (→ outcome 3)
- SLM curriculum development (iv) (→ outcome 3)

This is evidence that the project was built on strong bases with regards to its main activities, in particular, land use planning/mapping and sustainable land management. In addition, the project is innovative as it is the first time that the new land tenure system (Land Proclamation 58/1994) is directly implemented in combination with regular SLM activities.

The project is also building up upon previous SLM interventions where women were engaged at all levels of discussion within the villages through representativeness and support from NUEW and emphasizing the solidarity links that exist within villages regarding vulnerable groups (elders and female household heads). This is most important in this particular intervention as several types of agricultural activities are gender-oriented (e.g. men-centred plowing, women-based weeding, and harvesting, etc.). Indeed, in this project, the new land tenure system focussing on life-long usufruct of land has the potential to isolate more vulnerable households and specific measures were to be taken to enhance village solidarity at least through awareness raising.

3.1.4 Planned stakeholders’ participation

The planned stakeholders are indicated in Table 3.

The actual core stakeholders of the project in addition to the final beneficiaries (farmers’ communities) are MoLWE (in particular DoL), MoA, the *Zoba Maekel* and *sub-zoba Serejeka* Administrations and Departments of Land and Agriculture. Overall, the final beneficiaries were very receptive to the project with active participation in awareness raising sessions and feedback and discussions on the potential benefits of the project. There has been a strong involvement/commitment of *Zoba Maekel* and *sub-zoba Serejeka* staff in the implementation of the project activities.

At the national level, the project has been supported mainly by the MoLWE and MoA.

Although the designated implementing partner as per PRODOC was the Ministry of Land, Water, and Environment, this function was held by the Ministry of Agriculture – Central Region (*Zoba Maekel*) until the cooperation shutdown in 2011/2012.

When the project resumed in early 2013, discussions were held between the MoA and the MoLWE, and the IP officially changed to MoLWE with the MoA – Central Region still implementing the project.

Interviews showed that there was some initial involvement of peripheral stakeholders until the project was suspended; e.g. HAC, MoA – NARI, possibly to consider monitoring land degradation trends (e.g. reduction in soil erosion, carbon sequestration, groundwater storage improvement, fertility increase) at least during the inception workshop. Their active involvement during implementation eventually did not materialise by project’s end.

After the project was resumed in late 2013, there was no longer any involvement of these and other planned stakeholders (e.g. NGOs, MoJ, MoE, and MoEM). TE-held discussions showed that as the resumed project lagged way behind schedule, attention was put on achieving the main project results on the ground (new land tenure & SLM activities), giving less emphasis to more time-consuming cooperation and coordination with other line ministries, evidencing a lack of capacity within *Zoba Maekel* to coordinate the implementation of simultaneous activities and lack of support of MoLWE on how to resolve these issues.

Key institutions	Output 1.1	Output 1.2	Output 1.3	Output 1.4	Output 1.5	Output 1.6	Output 2.1	Output 2.2	Output 2.3	Output 2.4	Output 3.1	Output 3.2	Output 3.3	Output 3.4	Output 4.1	Output 4.2
MoLWE	✓	✓	✓	✓		✓	✓	✓			✓			✓		
NGOs	*				*		*					*	*			
MoJ		*								*						
MoE								*								
MoEM		*														
MoF										*						
MoA Incl. NARI	✓	✓	✓	✓	✓	✓		✓		✓	✓	✓	✓	✓		
NUEW: national/zoba sub-zoba					*											
HAC							*	*			*					
AEAS							*									
MoND										✓						
EDIB													✓			
PCU								✓	✓			✓	✓		✓	✓
PSC															✓	

✓: participation as planned; *: no evidence of participation as planned

Table 3: Planned / actual stakeholders participation

3.1.5 Replication approach

The PRODOC laid the ground through several activities for a comprehensive replication strategy of the project concept with “outcome 2 – knowledge management system”, emphasis was put on enhancing the capacity and creating awareness of relevant institutions (e.g. MoA, HAC, MoE, NGOs, AEAS, MoF, MoJ, MoND, MoLWE), in addition to local communities, to increase their knowledge in the combination of the new land tenure system and SLM. This was a clear strategy to create inter-sectoral institutional dialogue on how to integrate the 58/1994 Land Proclamation within the national SLM strategy and take lessons learned for potential replication/fine-tuning of the project’s concept into other CHZ areas. In addition, “outcome 3 – capacity building programmes” paved the way for capacity building programmes focussing not only at grassroots level but also on *Zoba Maekel* technical staff through the updating and dissemination of SLM adapted extension packages.

3.1.6 UNDP comparative advantage

UNDP has been committed to building up the capacity of the country through mainstreaming environmental land degradation considerations in the development processes at national, *zoba/sub-zoba* and community levels.

The main advantage of UNDP is its capacity to mobilise financial resources on behalf of the GoSE and to prepare with GoSE project proposals that are endorsed and implemented. Over 5 projects in the past 5-6 years and today linked to GEF/the Climate Adaptation Fund have been or are in the process to being funded, which represent a significant leverage in Eritrea in the environmental sector.

The UNDP’s comparative advantage on this particular project design was also based on some previous collaboration but on a smaller scale like the 2006-7 Land Use Mapping project.

Within the Eritrean context, UNDP’s support is not optimum as the GoSE is more inclined to implement activities with internal human resources, capacities, and little taking advantage of regional/worldwide expertise. This might be relevant for SLM *per se*, although the exchange of experience is always welcome, as the MoA has acquired over the years a substantial experience/expertise in rolling out SLM. For other activities like introducing the new land tenure system based on lifelong usufruct that was new or other innovative activities, external expertise facilitated by UNDP might have been welcome to reduce the negative effects of the transition between land tenure systems (e.g. expertise in agroforestry, orchards, and intensive/free stalls livestock rearing...).

Finally, UNDP can bring valuable expertise – including directly through its country office HR – in RBM & efficient M&E methods to support interventions’ implementation as a means to raise implementation efficiency and effectiveness. This is most crucial as the GoSE staff capacity of this project is limited and had to share their time between different interventions/activities. However, under NIM, GoSE’s requests for any support have to be made explicitly by the GoSE.

Nonetheless, UNDP’s support proved valuable for projects’ annual planning in close collaboration with the Project Coordinator, facilitating activities rolling-out and through monitoring project’s sites.

It remains to be seen whether UNDP can bring more benefit, especially when capacity-building needs are identified by the GoSE or when specific external technical expertise is needed and formally requested. In that sense, there is still some room for improvement.

3.1.7 Linkages between project and interventions within the sector

The project was designed to (i) support long-term GoSE efforts to divulge SLM, and (ii) to implement the new land tenure system as per Land Proclamation 58/1994, as a strategy to reduce land degradation through lifelong usufruct and land improvements.

While there is no major other sectoral intervention in *Serejeka sub-zoba*, there has been a continuous high-level commitment of GoSE in this project while development cooperation was suspended in 2011 & 2012 (see Table 4 pg18 on GoSE & community co-financing) and also after the project was terminated in late 2015: the GoSE is still investing resources in finalising the project activities today (e.g. land distribution for the remaining 23 villages due in 10/2016 and hand-tools for farmers located in less fertile lands due after finalisation of land distribution). This support is still critical to ensure the project’s success.

Because SLM and SNRM are amongst the GoSE national priorities and because of this SLM project implementation, other GEF interventions more recently formulated included systematically support to communities through SLM. This is in addition to activities related to sustainable natural resources management and climate change adaptation/resilience and hence, recognizing the contribution of this particular project in focalising donor efforts on sustainable land management. These include:

- Integrated Semenawi and Dehubawi Bahri-Buri-Irrori-Hawakil Protected Area System for Conservation of Biodiversity and Mitigation of Land Degradation (project under implementation)
- Mainstreaming Climate Risk Considerations in Food Security and IWRM in Tsilima Plains and Upper Catchment Area (project approved)
- Climate change adaptation programme in water and agriculture in Anseba Region

Nonetheless, it remains to be seen which elements of the SLM project will be taken on board for GEF (and other donors) interventions and in particular when/if they will take advantage of the project’s updated SLM model that does integrate the new land tenure system (58/1994). Stakeholders’ discussions showed that the new land tenure system (58/1994) is at least being considered if not yet integrated into new interventions.

3.1.8 Management arrangements

The 5-year project has been implemented under UNDP’s NIM modality.

The planned management arrangements as per PRODOC are illustrated in the organisational chart shown in Figure 1.

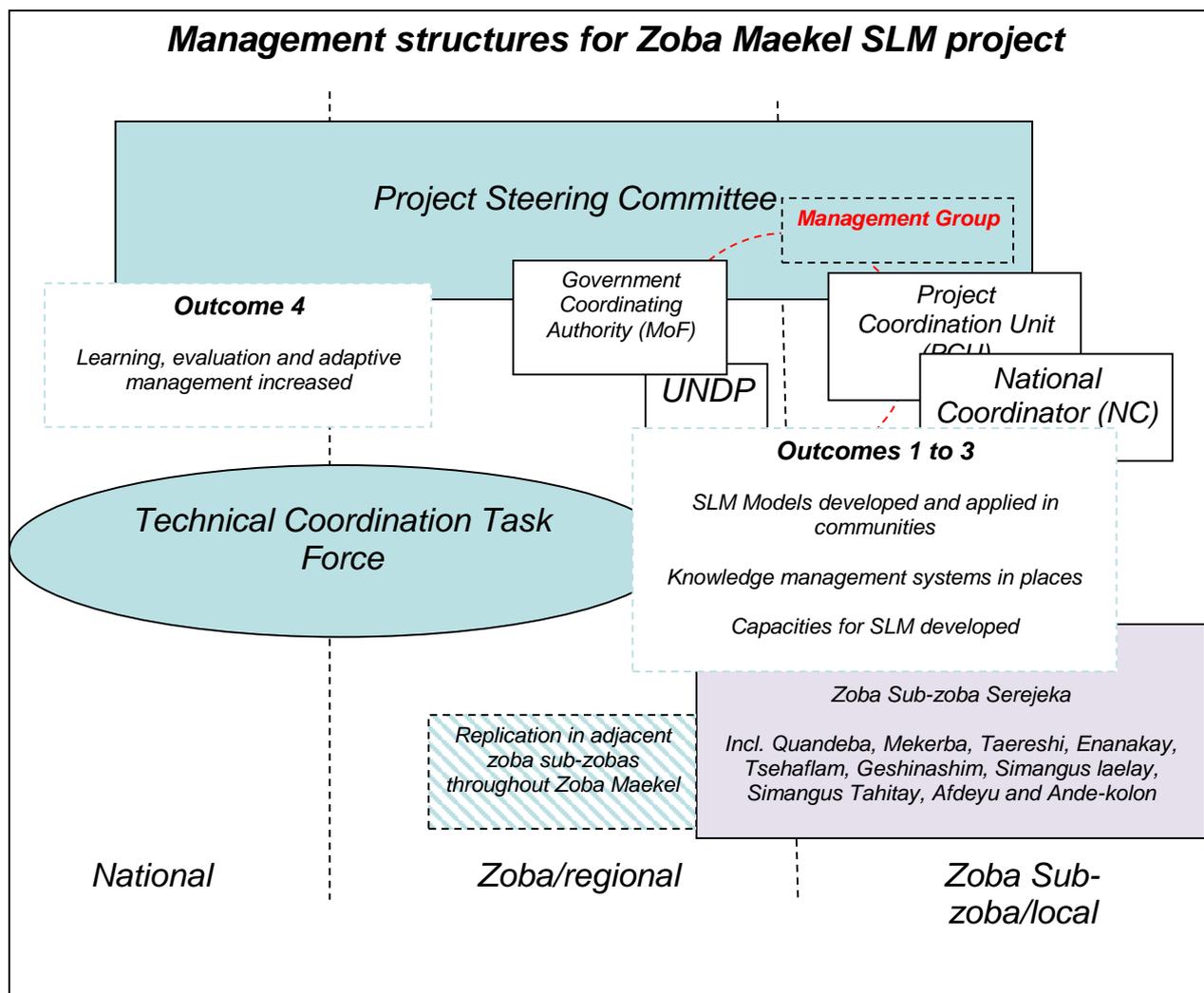


Figure 1: Planned project organisational structure

While the overall responsibility of the project laid with MoA – *Zoba Maekel*, several governance structures were proposed for a smooth project implementation:

- National Project Coordinator (NPC) directly in charge of planning and monitoring project’s progress within *Zoba Maekel* MoA
- Project Coordination Unit (PCU) responsible for delivering the activities on the ground within *Serejeka sub-zoba*
- Project Steering Committee (PSC) assessing periodically the execution and performance of the project and possibly address unresolved issues from the above mentioned Project Management Group, located under *Zoba Maekel*
- Government Coordinating Authority: MoF facilitating linkages between line ministries if necessary
- Project Management Group with the National Project Coordinator, representatives of the Steering Committee, Coordination Unit and MoF to review regularly project progress and provide guidance during inter-sessions of the PSC
- Technical Coordination Task Force (TCTF) involving stakeholders actively involved in the project’s implementation

Given that the *Zoba Maekel* MoA was in charge of the implementation and that most activities initially were viewed as related to agriculture, the designated Implementing Partner of the project became the MoA. It remained the IP until the project was interrupted for 18 months, after which there was a switch from MoA to MoLWE as the official IP (see chapter below).

As such, this management structure was not put in place but was entirely blended/simplified in the regular management structure of relevant line ministries, MoA, MoLWE (see chapter 3.2.1 on “Adaptive management”). Indeed, as the project followed the NIM approach as for all donor-funded development projects, most governance functions were retained but adapted to the NIM context.

3.2 Project implementation

3.2.1 Adaptive management

The original implementation structure was not fully adopted because it was too cumbersome to be integrated as such under NIM. It was modified to be adaptable to the stakeholders’ capacities under NIM so as to avoid parallel implementation structures and overloading available human resources with extra administrative workload:

- National Project Coordinator at *Zoba Maekel* in charge of the actual project – ensuring that day to day activities are executed (project planning, coordination, M&E, reporting and providing guidance to the Implementation Committee) - supported by *Zoba Maekel* staff (e.g. finance)
- National Technical Committee – NTC - (equivalent to above PSC) that reviews periodically (at least once per year and more on an ad-hoc basis) NPC’s annual reports; the NTC does not necessarily meet for all quarterly reporting but its members do review the reports
- Implementation Committee – IC – (equivalent to PCU) that meets when instructions are provided by the NPC for activities’ execution or when monitoring visits are being planned
- A Site Manager that is actually in charge of executing all activities at *sub-zoba* level

To reduce administrative burden, given the still high workload of all institutional stakeholders engaged, especially technical staff, most meetings were of informal nature (e.g. minutes taken only when discussions resulted in decision-making). Through this approach, decisions were most often (but not always) taken on an ad-hoc basis after the agreement of all parties involved,

Under this scheme, the NPC becomes an indispensable cog for the smooth implementation of the project (see Figure 2). In that sense, one might consider this as an implementation weakness as most of the project success relies on a single person (he informs the technical committee and he dispatches orders to the site manager) and not on the collective efforts of a project management unit/team - although there is some overseeing by the MoA *Zoba Maekel* DG. This proved to be a serious limitation when the project resumed in 2013 and difficult choices had to be made to prioritise the most relevant activities for implementation, meaning some had to be discarded because of lack of time and capacity to engage in carrying out numerous activities at the same time.

Because of this project interruption (18 months), a one-year extension was requested and granted to cover the project interruption, that was not enough and much more robust proposals should have been made to increase the managing capacity of *Zoba Maekel / sub-zoba Serejeka* under those difficult circumstances. Indeed, the project did not resume for another 6 months because there was a change of IP from MoA *Zoba Maekel* to MoLWE.

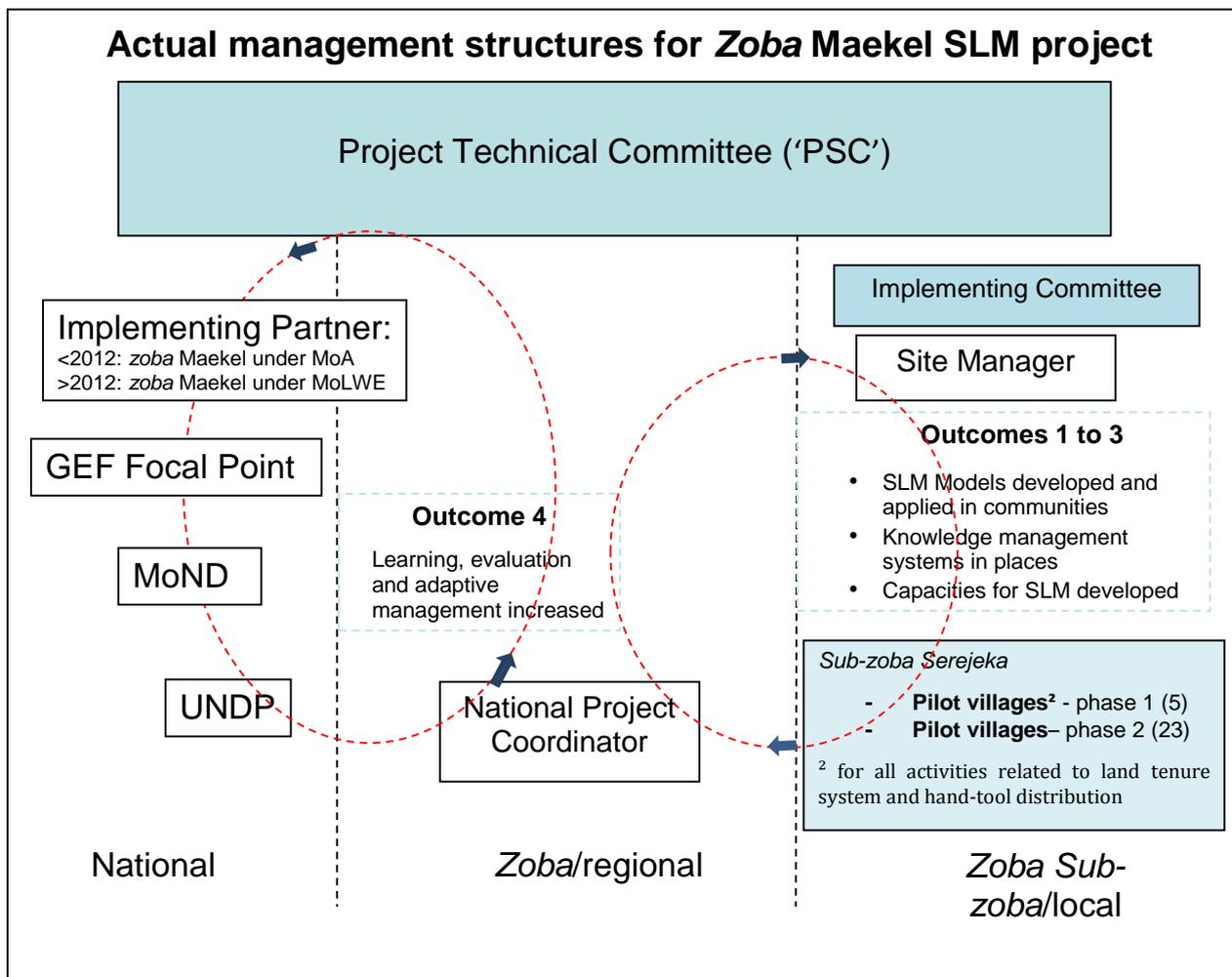


Figure 2: Actual project organisational structure

The overall project objective and outcomes remained unchanged throughout the project duration. However, several activities were deliberately not initiated (due to the project interruption and lack of time) and there is little evidence of these when discussed either informally or during technical committees.

3.2.2 Partnership arrangement

The project was run under the NIM modality as for other donor-funded interventions in Eritrea.

The original partnership arrangements were made for UNDP as the GEF agency, the MoA as the main “Implementing Partner” and MoF for overall financial and administrative control while the actual project implementation was decentralised to the *Zoba Maekel* MoA - Department of Land and Agriculture - that oversaw the project and activities were carried out on-the-ground by the *sub-zoba* Department of Agriculture and Land.

Under NIM modality, national procurement procedures were used from *Zoba Maekel* through the *Zoba Maekel* Finance General Services.

3.2.3 *Feedback from M&E used for adaptive management*

Two project committees were mentioned during TE interviews (National Technical Committee in *Zoba Maekel* and Implementation Committee in *Serejeka*). It seemed that the “National Technical Committee” (steering committee) was the main decision mechanism used for adaptive management. Because no minutes (but 2 meetings) were made available to the TE team, we can assume that several key decisions were made to prioritise project activities and focus implementation efforts on the main results. This resulted in several key activities abandoned (mainstreaming of SLM model at policy level, support to business services providers) in favour of other critical activities (e.g. finalise the land distribution process).

While this might be seen as a critical shortcoming, this decision was also the result of an inadequate project formulation process where several activities had to be piloted from above *Zoba Maekel* (e.g. all activities related to mainstreaming SLM models in national strategies, policies, national programmes, etc.) and hence would have been difficult to implement in any case from MoA *Zoba Maekel*.

3.2.4 *Project finance*

The total cost of the project (until 06/2016) including non-GEF co-financing from 2009 to 2015 is explained under Table 4.

Co-financing (type/source)	UNDP CO (mill. US\$)		NORAD (mill. US\$)		GEF (mill. US\$)		GoSE (mill. US\$)		Community contribution (mill. US\$)		Total (mill. US\$)	
	Planned ⁷	Actual ⁸	Planned	Actual	Planned	Actual	Planned	Actual	planned	Actual	Planned	Actual
Grants:												
Project preparation	2	2			50	50	5	5 ⁹			57	57
Project	1.000	479	1.000	900	1.820	1772	250	±2.579		4.577	4.070	10.307
Total	1.002	481	1.000	900	1.870	1.821	255	±2.584 ⁹		4.577 ¹⁰	4.137	10.364

Table 4: Planned vs actual project expenditures¹¹

Taking into account the co-financing and community contribution, over 10M\$ were actually spent against 4M\$ initially planned, evidencing GoSE’s commitment to implement this intervention and trying to reduce the negative effects of the project interruption (18 + 6 months).

The implementation capacity combined with the reduced effective implementation period and single GEF project extension resulted in over 500.000\$ not being spent by project’s end in 2015. These resources were reallocated to other UNDP projects.

⁷ Source : project document

⁸ Combined Delivery Report

⁹ Source : GoSE

¹⁰ Source : GoSE ; calculation based on number of working days of population on various project activities (SWC, reforestation...) ; mainly in food (grain) for work

¹¹ Situation as of June 2016

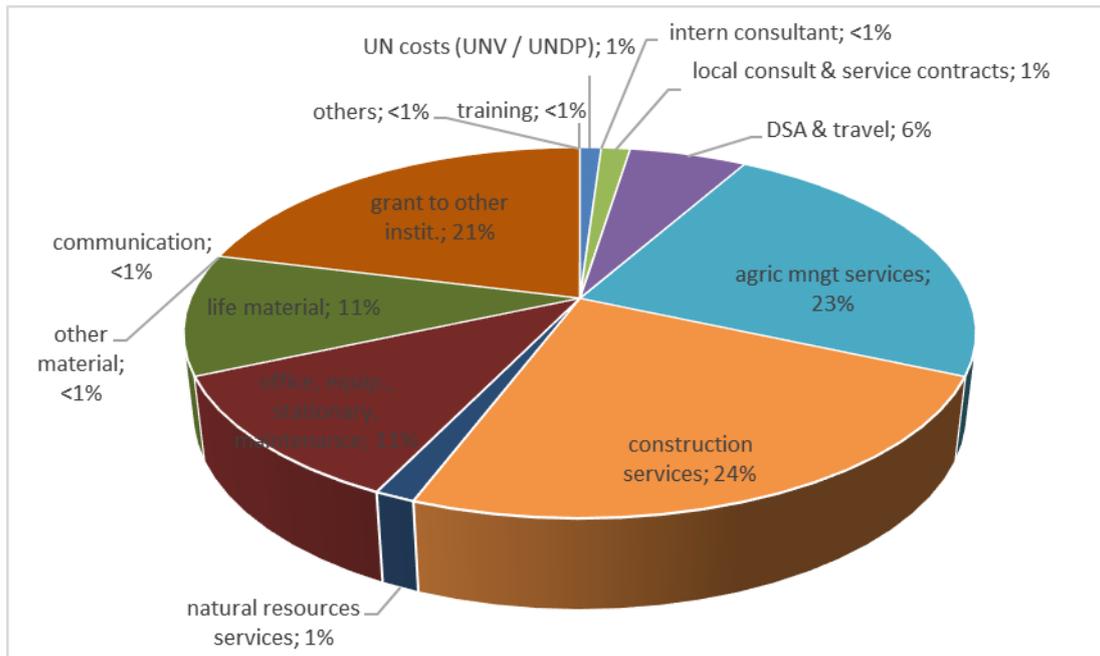


Chart 1: Actual budget expenditure

The actual financial resources delivery and utilisation (donor funds) were not a smooth process (see Chart 2): overall, there was a good implementation process in 2010 and 2011 under MoA IP (expenditure corresponding to resources planning). The project interruption in 2011/2 and IP change (to MoLWE) in 2013 had profound negative effects on the implementation process with an urgency to accelerate project implementation. This resulted in a complete breakdown between resources planning and actual expenditure with a significant part of the budget (20%, see Table 4) not spent by project’s end due to the inability to further extend the project for a second time (a 1 year extension from 2014 to 2015 had already been granted by GEF).

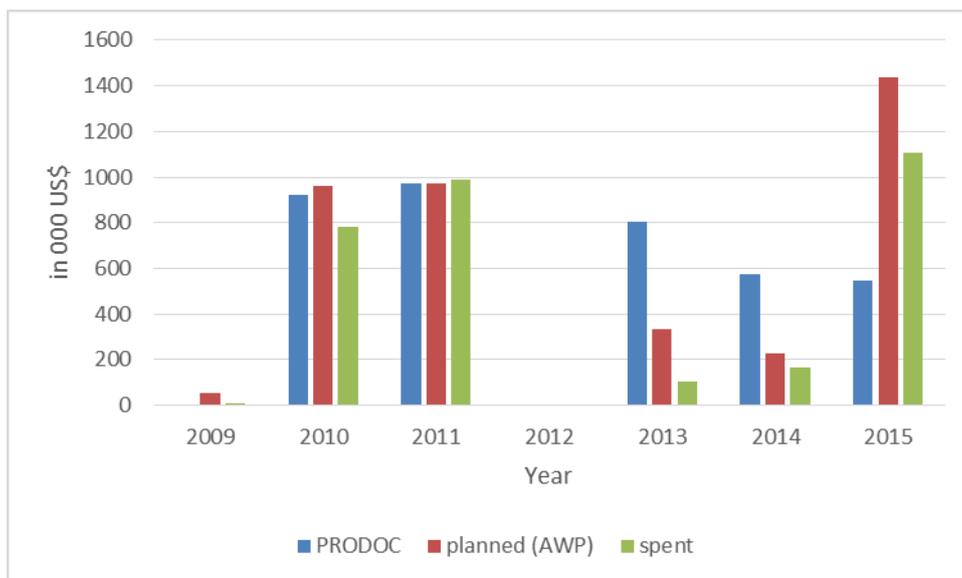


Chart 2: Financial resources allocation and expenditure

While it was planned to transfer funds on a quarterly basis as per NIM, the actual timeline below shows that this was hardly feasible with at best 3 yearly transfers in 2010 and 1-2 transfers in 2014 and 2015, evidencing the difficulty in planning and spending the requested funds on a quarterly basis. This situation is to be linked with the lack of capacity to engage in numerous activities at the same time and to implement them according to a planned schedule, whether at *zoba* or *sub-zoba* levels. This situation is partly due to a lack of human resources (little personnel available and lead personnel engaged into additional [regular] non-project activities), and of an enabling environment (lack of power, communication/transport facilities, time-consuming administrative procedures, etc.).

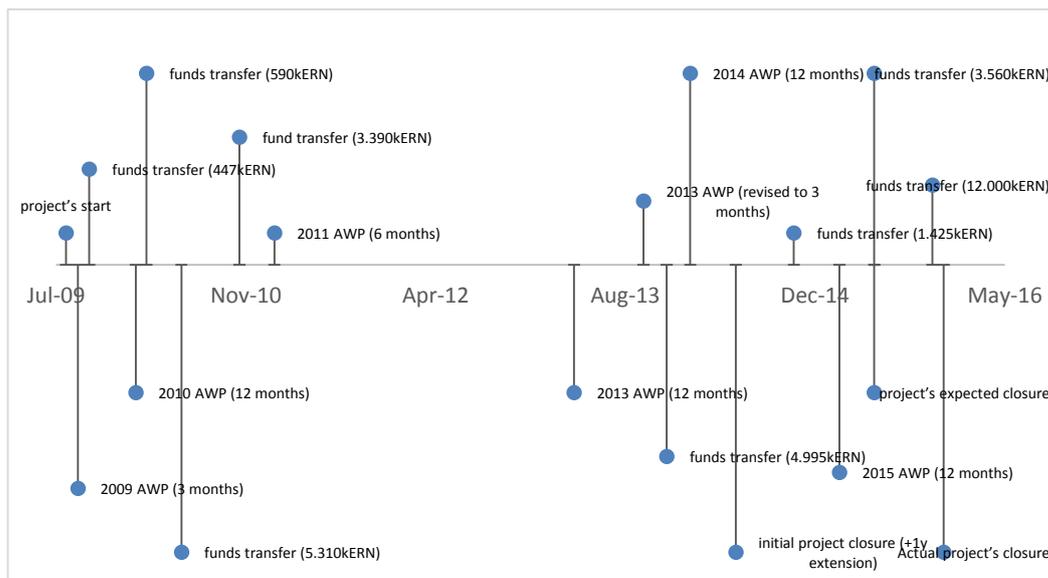


Figure 3: Project timeline

3.2.5 Monitoring and evaluation: design at entry and implementation

Planning:

Planning was essentially carried out from *Zoba Maekel* by the NPC and DG. UNDP contributed extensively to the AWP – in particular, the budget allocation -, and working together with the NPC. Surprisingly, the Site Manager had no contribution at all to the planning process (nor was he familiar with the project document). There was no other explanation as for why he was not involved in the planning process but that the *sub-zoba* role of technical staff is to carry out activities as requested by the *zoba* technical staff, evidencing a very top-down/hierarchical approach to project implementation.

Monitoring and evaluation:

Overall, the NPC is in charge of M&E and ensuring a smooth implementation of the project. The Site Manager was also reporting to the NPC.

The key M&E components of the project were:

- NPC field visits several times per year as required, in particular, to prepare new activities and monitor execution (*de visu* control of implementation) of the project by the Site Manager; at the start of the project regular visits to the *sub-zoba* could be planned because one *zoba* car was earmarked for the project; when the project resumed, there was no more project-specific car and the NPC had to resort to a *zoba* car when available or request resources for car hire. There was no evidence of monitoring reports/shorts drafted by the NPC after each visit.
- *Ad-hoc* phone calls (often on a weekly basis) to resolve outstanding issues remotely with the Site Manager
- Activities carried out by the Site manager: at *sub-zoba* level, the Site Manager could use the project car or hire a vehicle until 2011. When the project resumed, car hire was the only viable solution for local transport. In addition, there were motorcycles purchased for the project aiming for the site manager to follow-up daily activities at the field.

These activities fed in the periodic reports.

Reporting:

Quarterly and annual reporting is the norm but activities were blended with unrelated Department activities:

- Quarterly/annual reports from the Site Manager: no format was used and the project activities were blended into periodic *sub-zoba* reports from the Department of Land and Agriculture.
- Quarterly/annual reports from the NPC feeding in the discussion of the National Technical Committee; a format for the ‘annual progress report’¹² was discussed with UNDP starting in 2013 and used by the NPC; this report was useful for registering both the actual activities carried out and also some elements related to results; however, the format is not linked to the actual project document or annual work plan; hence, its usefulness remains somewhat limited but it did feed in the APIR.
- Annual Project Implementation Reviews (APIR): the documents reflected well the project’s progress (or lack of it for some activities); the APIR is the result of the information gathered by the NPC from information transmitted by the Site Manager, other stakeholders (e.g. DoL) or resulting from his monitoring visits

No Mid-term Review was carried out due to the project interruption by mid-2011 and actual relaunch of project activities in late 2013 instead of early 2013. It was decided not to launch an MTR because the intensification of the implementation occurred only in 2014 and 2015.

Overall, the main characteristic of the M&E system is its informality and the fact that it is not directly linked to the project’s periodic work plans, hence its limited value. In addition, there is little evidence that the M&E system improved over time through enhanced capacity to support the NPC in results monitoring or through the provision of additional HR to expand the implementation capacity due to the shortened project time frame after the launch in late 2013. One could also question the added value of the National Technical Committee to address those issues. By the end 2015, only 5 villages had land redistributed and activities related to knowledge management and SLM models were not formally mainstreamed into relevant stakeholders/institutions.

Under NIM before the project interruption, the NPC was reporting to the MoA as it was the designated IP; when the project resumed and the IP changed to the MoLWE, the NPC reported to the latter one.

¹² Unfortunately, the TE team had access to two reports only (last quarter of 2009 and 2014) – WHY?

The NPC monitored adequately all the activities under implementation albeit there was no formal M&E system in place but the periodic progress reports.

The NPC has been the only one senior staff designated to deal with the project implementation at *zoba* level. Because he had other non-project related responsibilities and no other staff was supporting him for day-to-day activities of supervision, M&E of activities and results, there was a physical limit to the number of activities that could be planned and monitored at the same time. This issue was most acute when the most critical activities have still to be accomplished in 2014 and 2015. This resulted in prioritising on-the-ground activities and abandoning the ones that would require extending planning and monitoring effort (e.g. activities at national level or requiring coordination with other line ministries).

Regular audit reports were produced.

M&E design at entry RATING: Moderately Unsatisfactory (MU)

M&E at implementation RATING: Moderately Unsatisfactory (MU)

Overall quality of M&E RATING: Moderately Unsatisfactory (MU)

3.2.6 UNDP and Implementing Partner implementation/execution coordination and operational issues

Both UNDP and the designated IPs (MoA *Zoba Maekel* and MoLWE) were involved in project implementation, mostly with a supervisory role.

Implementing Partner:

The project was initially supervised by the MoA while the MoA *Zoba Maekel* was the designated IP. After 2013, the MoLWE supervised the IP until project's end in late 2015.

Overall, the interviews showed that the implementation process was much smoother before 2012 with a shorter decision-making process (planning – implementation – reporting).

The executing body support in project implementation has been limited (MoLWE): this is most striking after the project resumed in 2013(i) when *Zoba Maekel* was unable to implement several activities that required other line ministries'/parastatal institution's support, (ii) when several activities clearly were to be implemented at a higher level than a *zoba*.

Despite the clear roles of the IP, implementation structures and all involved stakeholders described in detail in the PRODOC, the National Technical Committee was not able to address this issue and there is no clear institution in charge of coordination of activities between line ministries. It remained up to MoA *Zoba Maekel* to implement all project activities despite some obvious institutional bottlenecks (e.g. it was unlikely for MoA *Zoba Maekel* to engage into national strategy/policy dialogue). Bringing together relevant partners/ministries might have been an ideal role for the executing body or at a higher level the MoND. In the same vein, the MoLWE could have provided active support in capacity building of the main project staff members in order to enhance their managing capacity to plan, implement, monitor and report project's results (e.g. DOE-MLWE visited the project site for supervisory purpose but this did not result in unlocking key management issues).

The executing body change (from MoA to MoLWE) has been prejudicial to the overall project implementation with added delays in the resuming of the project implementation. Despite the logic of the mandate of MoLWE and the new land tenure system, it would have been just as logical not to change anything as the vast majority of activities were related to agriculture.

Nonetheless, the MoLWE as the updated executing body after 2013 successfully brought tremendous positive effects on the core project component which is the land tenure system. The change enabled the DoL to participate aggressively without organizational bureaucracy in the project resulting in the integration of the new land tenure system (Land Proclamation 58/1994) into the SLM model. One can, therefore, assume that it was instrumental in the first successful implementation of the 58/1994 Land Proclamation under this project.

Quality of implementing partner execution RATING: *Satisfactory (S) for Zoba Maekel under MoA
Moderately Satisfactory (MS) for Zoba Maekel
under MoLWE*

Implementing Agency:

The added value of the implementing agency (UNDP) in Eritrea is somewhat limited compared to other countries: there must be an unequivocal request for support from the GoSE for UNDP to intervene in project implementation, whether directly through technical assistance or indirectly with support in capacity building. There is little evidence that the GoSE requested formally UNDP assistance for this particular project despite the shortcomings identified under 3.2.5 (implementation) and 3.3.3 (efficiency).

Nonetheless, UNDP provided useful support in project planning in coordination with the NPC and in results monitoring through the annual progress report format and APIR.

UNDP has been proactive in National Technical Committees although it did not participate in all technical meetings.

Quality of implementing agency (UNDP) execution RATING: *Satisfactory(S)*

Overall quality of implementation / Execution RATING: *Satisfactory (S)(Zoba Maekel under MoA ≤ 2011)
Moderately satisfactory (MS) (zoba Maekel under
MoLWE ≥ 2013)*

3.3 Project results

3.3.1 Overall results

The assessment of project progress and review of overall results of the project is presented in Annex 4. A brief assessment of the project overall results is presented in the following paragraphs.

3.3.1.1 Outcome 1: Replicable models of SLM are developed and representative communities use them to manage land in 28 villages of the central highlands that are representative of the major agro-ecological zone for Central Highlands reducing the rate of land degradation

Output 1.1 -Sustainable SLM models developed and piloted: This activity has been achieved in full in 5 villages in 2015. For the remaining 23 villages, the land distribution process has yet to be completed. Due to large-scale awareness raising campaigns done, farmers are now better using SLM techniques for agricultural production and are involved in large-scale reforestation and overgrazing has been reduced by 30%.

It is expected that when the land distribution will be completed by early 2017, the new SLM model will be effective within the entire *Serejeka sub-zoba*.

Output 1.2 -System of incentives and penalties developed and applied: The by-laws regulating land stewardship have been developed, assessed by communities and were endorsed at community and Administration levels in 2010. However, there was no call for national level/official endorsement through gazetting.

To facilitate the transition from the old to the new land tenure system, incentives were to be provided to the farmers and consisted of hand-tools (varying degree of support according to the fertility levels of distributed plots). Hand-tools and shovels were distributed in the 5 'phase I' village and are due to be distributed in the remaining 23 villages. Wheelbarrows were also due to be distributed, mainly for farmers located in low fertility plots as an additional incentive. The supply contractor only provided a small number of items (distribution in 3 villages only) and at this stage, most wheelbarrows are yet to be handed over to the *sub-zoba*. Indications are that the supplier had production issues and did not meet *sub-zoba* requirements. This issue is still being followed by the *Zoba Maekel* Administration.

Output 1.3 - Regulations and standards for land redistribution of agricultural lands developed, approved and applied: The support of DoL was decisive in the development of a methodological approach to applying the new land tenure system. It made sure that the transition from the old to the new land tenure system was as least as possible disruptive. Indeed, the approach was very similar actually to a regular land redistribution process maintaining equity, reinforcing the gender aspects but differing fundamentally through long-life usufruct of land.

The process was relatively difficult for the first 5 'phase I' villages, with methodological approach reassessment leading to a reallocation of plots for farmers that had received unexpectedly less fertile plots due to inadequate ground truthing. The process was deemed much smoother for the 23 'phase II' villages with the adoption of a more participatory approach, relying better on farmers' knowledge in the land classification process.

Interviews showed that there is still a pressing demand by farmers to have contiguous land plots of varying fertility levels distributed instead of distributing uniform fertility plots to each farmer. Farmers prefer to have one single narrow plot down the slope comprising different fertility level land instead of one uniform fertility plot along the contour line, as a strategy to reduce risks through differentiated crop cultivation. Farmers indicated that following contour lines in land distribution can be an issue when farmers have to roam small livestock on their plot, resulting in passing through neighbour farmers' plots.

Output 1.4 – Community-based land use planning and land redistribution methods applied: Numerous discussion sessions were held between the farming communities and the DoL to explain the land redistribution process.

A substantial number of training and awareness raising activities were conducted by DoL (see table below)

Training provided by DoL	Beneficiaries	Duration (days)
Awareness on 58/1994	Committees of the 28 villages	1
GIS training	MOA staff Sub-zoba Serejeka	10
Training on SLM	Administrators of 5 Villages	5
Training on application handling, selection of beneficiaries	Administrators of 5 Villages	
Land classification	Land Committees of 5 villages	8

Table 5: Summary of training provided by DoL¹³

Land classification was done resulting in the drafting of land use plans and land use maps. Interviews showed that the communities were still expecting some support from government departments, at least in explaining how to take advantage of these land use plans.

Output 1.5 – Alternative income generating activities in all 28 villages: The logic behind the new SLM model was to reduce land degradation through the combination of life-long land usufruct and sustainable soil and water conservation techniques as a strategy to make these more sustainable (output 1.1). In addition, the project supported the farmers in non-agricultural income generating activities that included: beekeeping, reforestation, orchard development/management. Overall, beekeeping training, on a voluntary basis did not result in significant honey production. Interviews showed that the location of beehives near agricultural land might be less than ideal due to the extensive use of pesticides in irrigated lands. Orchard was not successful either. It was tried at homestead level in all villages and through private rows of fruit trees on communal lands in 3 villages. But activity on fruit trees remained very low even though there was with extensive government support to keep the activity ‘afloat’. The level of farmers ownership for both rows of fruit trees and Eucalyptus is very similar but with opposite results. Forested areas require very little labour with potentially very high-income generation on a long-term basis, and farmers are willing to replace dead trees despite no firm official long-life usufruct. On the other hand, orchard development requires extensive and continuous labour and therefore farmers are unwilling to develop the activity because they do not have long-life usufruct. In addition, orchard farming is not yet firmly established in communities as a reliable income-generating activity. Indeed, for both beekeeping and orchard, there is little evidence for the development of a comprehensive value chain strategy at *sub-zoba* level (production – transport - agro-processing/packaging...). In that context, the farmers preferred to stick to more conventional/less risky agricultural activities.

Output 1.6 – feedback from pilot villages to finalise the SLM models, Land Use Planning and Redistribution methods: As farmers were heavily involved in the project through numerous awareness raising sessions, they were very well aware of the methodological approach adopted by DoL and discussed with it / suggested methodological improvements. This has significantly enhanced the capacity of DoL to potentially upscale the approach into new areas at a faster pace, more effectively and efficiently.

3.3.1.2 *Outcome 2: A system of knowledge management (KM) for SLM is developed and used to achieve SLM through mainstreaming of SLM principles into the regional and national development programs, projects, strategies, policies and legislation*

Output 2.1 – Knowledge management network of institutions for SLM in place: There is little evidence of an official knowledge network system in place through the project. However, there are informal discussions between line ministries, within *Zoba Maekel* Administration on the new SLM model: there seems to be consensus to wait and see for impact before upscaling the new SLM model. The upscaling process might take

¹³ Source : DoL periodic reports

a more incremental approach: e.g. with new interventions adopting the same model but no national level replication strategy before at least, there are clear overwhelming positive results and GoSE financial capability. Still, GIS training was given to about 23 experts from *Zoba* Maekel by the Department of Land and about 163 meetings were held in all the villages (28) of the *sub-zoba* Serejeka resulting in awareness raising of villagers on the new land tenure system.

Output 2.2 – Capacity for SLM research supported: There is no evidence that research activities were directly conducted through the project. Neither HAC nor NARI was involved in the project despite NARI having a research station nearby with erosion/land degradation measurement data.

Output 2.3 – SLM M&E established: The project baseline study was completed in July 2015. This was very late during implementation of the project but the baseline study is highly relevant and of a high-quality standard. Therefore, it can still provide useful information if an impact assessment if it is carried out some time after the land distribution process is completed for the remaining 23 villages. In order to advance in the land distribution process before the baseline study was completed, the DoL had actually prepared land use maps for all involved villages.

Output 2.4 – SLM mainstreamed into relevant policies, strategies, and legislation: Although the project results have been discussed at various levels, there is no evidence that the new SLM model is currently being integrated into actual official documents although it is considered as an instrument of policy change. On the other hand, SLM without the new integrated land tenure system has been always mainstreamed into relevant policies and strategies. However, this was not actually the project’s purpose. TE discussions showed that the leading stakeholders will not upscale/replicate the concept on a large scale before there is definite data on the impact of the project on farming communities. Indeed, the new land tenure system is having profound effects on the farming system of the *sub-zoba* which is now in a transition phase in the project areas. It would be up to the GoSE to accompany this transition, cost it and assess its added value before deciding that the SLM model could be upscaled on a larger scale (e.g. at national level through policy change).

3.3.1.3 Outcome 3: Capacity building programs and adaptive management systems are developed at all levels of improved governance of SLM, particularly enabling grass-root community to implement improved SLM

Output 3.1 – Training programs on SLM for different groups, including grass-root level: All stakeholders at *zoba* and *sub-zoba* levels received some kind of training on SLM. This is most obvious for (i) extension officers that are knowledgeable about the new SLM model – including the advantages and shortcomings of combining 58/1994 Land Proclamation with SWC activities, (ii) farmers that had numerous awareness sessions have adopted the new SLM system with some reserve in a couple of villages (due to inadequate ground truthing requiring land reallocation). But they accepted it with overwhelming eagerness to engage into long-term land improvements of their newly allocated agricultural plots., (iii) *sub-zoba* staff that was trained by *zoba* staff and DoL to take over the main activities related to the new land tenure system in addition to SWC activities.

Output 3.2 – Extension package updated with SLM best practices: There are already guidelines and well-known methods for divulging SLM country-wide. There were, therefore, no formal amendment/upgrading of the extension package that extension officers divulge on a regular basis. Despite this, the introduction of the new SLM model is changing the farming system in the project’s area. It is (i) requiring more agricultural intensification, (ii) resulting in less fallow land, and (iii) inducing a reduction in free roaming livestock grazing. While this situation is well known to relevant line institutions including at *sub-zoba* level, this transition has yet to be accompanied by extension packages as there were no concrete measures to follow-up this process in

the project in the first place. Indeed, it would have been difficult to anticipate these developments at project formulation stage (although cutting overgrazing is a GoSE long term strategy). There is little evidence that the project’s activities were amended/updated in view of these developments, possibly because there has been only one full growing season for the first 5 ‘phase I’ villages. In any case, now is the time to start designing a strategy to accompany this farming system transition.

Output 3.3 - Service providers strengthened to provide alternative SLM support: The project had somewhat anticipated that the new SLM model would impact the farming system and that accompanying measures would have been necessary. These would have included strengthening these services to anticipate increased demand (quality and quantity) of input supply, microfinance services, market services.

None of these activities were conducted due to the extensive delays in implementation and limited capacity to implement a wide variety of activities at the same time at *zoba* level. TE interviews of farmers showed that these activities are still relevant and viewed as critical to the farmers that are now engaged into more intensive agricultural production thanks to life-long usufruct – hence requiring more input, finance and incidentally more adapted technical advice (output 3.2).

Output 3.4 – SLM actions linked to adaptation and mitigation measures: large scale activities were successfully conducted under this output with a potentially significant impact on farming communities:

- (i) Dam construction: In order to improve the availability of water for domestic and livestock use, increase horticultural production by using irrigation water, mitigate animal green feed deficiency and recharge downstream wells, 2 dams (*Unnaly dam & Shimanigus tahtai*) were constructed under full co-financing in 2014 and 2015 in *Serejeka sub-zoba*.
- (ii) *Megogo* stoves: *Megogo* is the traditional Eritrean stove for making injera (local bread) and is made primarily of local materials. This has been improved in the country to make it energy saving and the improved one is called *Adhanet Megogo*. In the project area, over 6.940 of *Adhanet megogos* were introduced benefitting 11,743 families (92% coverage). This improved stove has wide acceptance among project beneficiaries and they assert that it saves around 50% in firewood consumption. In a country where biomass constitutes at least 82% of the total energy consumption, its potential impact on both the environment and health of project beneficiaries cannot be underestimated.
- (iii) Reforestation: In the *sub-zoba*, 950 ha (74% achievement) were replanted together with terracing activities mostly through co-financing. This is a significant area of the *zoba* (+5% of *sub-zoba* area has now been reforested), resulting in landscape changes around many villages and inducing better ground-water recharge and avoiding erosion/surface water runoff. The areas became mostly enclosures and farmers are able to collect grass (cut & carry system), again as a strategy to reduce overgrazing. This represents over 2 million trees (see Table 6). TE on-site visits showed that while there is a higher death rate in very rugged terrain, there are also campaigns to replant once bare lines are identified. Trees were planted both on communal land and as privately maintained tree rows. TE interviews indicated that there is a tendency for farmers to replant at a higher than recommended density with a short-term view to increasing the overall timber/firewood productivity.

year	Seedlings Planted (no)		Area covered (ha)	
	planned	Achieved	planned	Achieved
2010	264,404	253,558	132	127
2011	405,232	467,038	202.6	233.7
2012	592,000	441,842	296	221
2013	767,400	324,029	383.7	162
2014	424,000	285,467	212	94
2015	316,000	237,470	158	112
Total	2,769,036	2,009,404	1,384.3	949.7

Table 6: Summary of tree planting (2010-2015) in 28 villages

The seedlings were produced by GoSE nurseries (see table below) around the project area. Over 4 million seedlings were produced (covering altogether Eucalyptus, fruit trees, and other minor trees for reforestation)

Nursery	2010		2011		2012		2013		2014		2015	
	planned	achieved	planned	achieved	planned	achieved	planned	achieved	planned	achieved	planned	achieved
Shimanigus Lalay	400,000	191,870	191,870	436,500	450,000	323,500	300,000	350,000	270,000	330,000	270,000	287,663
Gheremi	200,000	59,730	59,730	570,700	100,000	94,000	150,000	217,000	170,000	188,000	170,000	180,100
Adisheka	250,000	60,000	60,000	112,000	115,020	100,000	75,000	84,000	80,000	75,000	80,000	65,200
Zager	200,000	63,480	63,480	121,000	114,990	70,000	75,000	80,000	80,000	70,000	80,000	44,000
Total	1,050,000	375,080	375,080	1,240,200	780,010	587,500	600,000	731,000	600,000	663,000	600,000	576,963

Table 7: Seedling production in the project area

- (iv) Soil and Water Conservation on agricultural land: as for reforestation, the *sub-zoba* invested heavily in SWC measures, by covering around 35% of the entire *sub-zoba* area with activities like stone bund on agricultural land (70% of target). With lifelong usufruct in view, interviews showed that farmers were particularly eager to make long lasting land improvements.

Year	Area covered (ha)	
	Planned	Achieved
2010	4,500	2,783.50
2011	2,300	1312.81
2012	-	53.15
2013	381	161.70
2014	2,000	2790.00
2015	2,000	883.60
Total	11,181	7,984.76

Table 8: Summary of soil and water conservation on farmland in 28 villages

3.3.1.4 Outcome 4: Learning, evaluation and adaptive management increased

Output 4.1 – Effective project management and implementation structures in place: Both National Technical Committee at *zoba* level and *sub-zoba* Implementation Committee were put in place. While they had an overseeing role in project implementation (assessing planning, reporting, and expenditure), their actual capacity to steer the project was relatively limited as no solutions were found to avoid leaving out several project activities during implementation. Nonetheless, if its adaptive management capacity in relation to the project was limited, it had much more leeway under NIM with GoSE’s own funds. Since the project was interrupted, GoSE structures (mainly *Zoba Maekel*) took over the implementation of several key activities that were to contribute decisively to the overall project objective (e.g. reforestation, SWC, *megogo*).

In terms of human resources, the TE estimates that the lack of detached personnel or even simple PMU, particularly for day-to-day activity implementation at *Zoba Maekel* level was a significant factor that resulted in the project not achieving all its projected activities. Under NIM, fully dedicated managers should be assigned to project implementation (whether they are contracted as additional civil servants, or detached from their usual responsibilities within the IP, or ultimately contracted as national consultants).

Output 4.2 – M&E system in place and tracking the project’s performance: The M&E system has been relatively limited in terms of effectiveness. While there are effective procedures under NIM for planning, disbursing, reporting, the ability to react to changing conditions requiring more in-depth analysis or strategic decision taking seems to be limited because decision makers have little access to relevant information (see efficiency). Many effective M&E procedures remain informal (e.g. RBM) with no M&E formats, little evidence of routine meeting/monitoring visits reporting/minutes taking. These tasks are seen as inefficient because they require (i) time that overstretched staff does not have and (ii) extra funding not available under NIM (e.g. transport facilities, DSA...). Hence, there is a need to re-discuss more in-depth the procedures for assigning civil servants/creating PMUs under NIM.

All in all, the project did not complete several key activities that would have contributed to the overall objective, because (i) of a lack of capacity, (ii) several activities were difficult to be initiated at *zoba* level while they had to be implemented at national level. In addition, the project at formulation stage had made overly optimistic assumptions that the new SLM model would roll out in a straightforward manner and that positive impact would have been clear-cut. The new SLM model is actually transforming the agricultural CHZ in a profound way and farmers need to be accompanied in this transition. Hence, there is a need to design a long-term strategy for this transition.

Overall Project Outcome RATING: *Moderately Satisfactory (MS)*

3.3.2 Relevance

As far as the relevance is concerned, the programme concept and design are highly relevant to country policies, strategic objectives, and priorities. Due to the continuous land degradation that occurred over the past 30 years because of infrastructures neglect, conflict and increased population, the long-term GoSE strategy is to support

SNRM and SLM as strategies to alleviate environmental degradation while improving livelihoods of the farming communities of the country¹⁴.

The UNCCD provides a framework for promoting SLM in Eritrea. It resulted in the 2002 NAP that establishes the priorities¹⁵ for combating land degradation that were integrated into the SLM project: (i) protecting cultivated agricultural land from land degradation, (ii) implementing the Land Reform Proclamation (58/1994), (iii) addressing land insecurity as a strategy to reduce land degradation, (iv) encouraging fuelwood plantations, (v) encouraging alternative risk-avoidance strategies, as large livestock stocks are not necessarily the best approach to risk avoidance, (vi) saving traditional fertile 'rich-patch' areas (irrigated areas of CHZ), (vii) expanding and adopting technology for moisture retention, groundwater conservation, (viii) introducing fuel-efficient stoves.

The SLM project is therefore fully in line with the NAP and adopted a relatively well-integrated approach to combating land degradation with a well-delineated area (*sub-zoba*).

Under the 2007 NAPA¹⁶, suggested key adaptation activities were even more specific in relation to the SLM project with: (i) improving soil fertility and moisture retention using conservation, fertilization, and alternative cropping techniques, (ii) encouraging natural regeneration through enclosures augmented with enrichment planting in biodiversity protected areas, plant a mix of drought-resistant indigenous and fast growing exotic species through community forestry initiatives, (iv) encouraging afforestation of degraded landscape/watersheds by constructing terraces, micro-basins, and check dams, (v) enhancing groundwater recharging mechanisms, (vi) developing effective soil and water conservation projects, (vii) increasing awareness, education and training for farmers, MoA staff and *Zoba* offices on resource utilization, particularly on soil/water conservation and finally (viii) develop accessible community awareness programmes on climate change and adaptation options.

This is evidence of key institutional stakeholders well knowledgeable about the requirements for successful SLM implementation within the Eritrean context.

The project also responds to community needs by focusing on an innovative (and well overdue¹⁷) approach through life-long land usufruct as a strategy to steer farmers towards sustainable farming intensification in order to reduce agricultural risks and ensure food security in case of extreme climatic or climate change related events.

The TE team concludes that the project is fully conforming to the country strategies, policies, and programmes related to land degradation. This also includes all activities under the project, which are well in tune and fully aligned with national development policies, including all three project outcomes on SLM model development, SLM knowledge management system and SLM related capacity building programmes.

The project was also designed to be aligned with GEF priority areas. Current GEF funds benefitting Eritrea support projects focussing on biological diversity, climate change, and land degradation issues. The SLM project was, therefore, designed to be in line with these GEF priority areas and complementary to these initiatives.

RATING: *Relevant (R)*

¹⁴ Eritrea Five-year action plan, Pg17

¹⁵ 2002 NAP, A.2.9 Policy Options to Combat Desertification

¹⁶ NAPA, Identification of Key Adaptation Needs pg10

¹⁷ Application of the Land Proclamation that was drafted in 1994

3.3.3 Effectiveness and efficiency

Effectiveness (relation between actual outcomes and the project objective):

The initial project objective was to create an enabling environment (policy, capacity, knowledge alternatives) for the adoption of SLM practices and alleviate environmental degradation while improving the livelihoods of CHZ farming communities.

- Outcome 1: development of replicable SLM models in 28 villages through the adoption of the new land tenure system
- Outcome 2: development of knowledge management system for SLM to mainstream SLM principles
- Outcome 3: capacity building programmes and adaptive management to improve SLM governance
- Outcome 4: learning, evaluation and adaptive management increased

Outcome 1 results: direct relationship to objective

The project has successfully integrated the new land tenure system into an updated SLM model. Pending some impact assessment and possibly some fine-tuning in the approach, the 58/1994 Land Proclamation can now be rolled-out at regional /national level. Furthermore, land tenure regulations and by-laws have been developed to ensure that the new updated SLM models are fully integrated into the communities.

Some IGAs (e.g. private rows tree planting) are also contributing to the main objective with a potentially important impact on poverty. This is less so for other IGAs (beekeeping, orchard) contributing to reducing poverty, that were not well adopted by the farming communities.

Outcome 2 results: little relationship to objective

Very few activities were successfully carried out under this outcome. This is the case for all activities related to the creation of a knowledge management network on SLM or SLM mainstreaming into relevant GoSE documents (policies, strategies...).

Still, a comprehensive baseline study was produced and is still relevant to be used, should an impact assessment be carried out in the near future.

There were indications that the DoL has successfully mainstreamed the new land tenure system approach into its strategic program and plans to further disseminate the new land tenure system under 58/1994 through other interventions.

It remains to be seen whether this will lead to large-scale dissemination or to a more cautious approach to expansion. Indeed, there is still a risk that the overwhelmingly positive effects of this project could result in a large-scale demand by the population to expand the Land Proclamation that the GoSE could not meet on a short/medium term basis due to lack of HR capacity and financial means.

Outcome 3 results: most if not all results successfully contributing to the objective

The capacity building activities of technical staff and land committees and the numerous farmers' awareness raising activities have been very effective to increase knowledge on SLM. In particular, knowledge on the advantages of combining SWC with the Land Proclamation 58/1994, has resulted in the widespread adoption of the new updated SLM model in the project area but expanding. Some key activities have also contributed to climate change adaptation and mitigation and in particular in reducing the land degradation trend (reforestation, SWC, *megogo* distribution). However, several key activities that should have contributed to

strengthening the SLM model – making it more resilient - were not completed (support to microfinance, enhancing the capacity of input supply/agricultural service providers).

Outcomes 4 results: little contribution to the overall objective

The activities under this outcome were mainly contributing to settling the project management and implementation structures, as well as to set up an efficient M&E system to track project performance. The TE team believes that the M&E system in place under NIM was weak, albeit reporting activities. But somewhat this failed to address critical shortcomings like the lack of capacity to engage in a short timeframe on many different activities requiring both additional coordination efforts from possibly Technical Committee members (e.g. create partnerships with other line ministries) or even in identifying the implementation capacity needs so that *Zoba Maekel* could be able to carry out planned activities instead of abandoning them because of a lack of capacity.

Despite this, the advantages of the new land tenure system combined with regular SLM activities were so overwhelming for the farmers that these weaknesses (both in terms of lack of capacity to monitor and to implement) did not have a significant negative effect on the project’s main outcomes and objective.

Efficiency (project costs):

The TE team was unable to explicitly assess the efficiency of the project as per project document outputs/results. This is due to the fact that the annual progress reports do not publish the expenditure per activity or result. Hence it is not possible to compare it with the corresponding work plan.

When the *Zoba Maekel* NPC is deciding on expenditure from the agreed annual work plan, each expenditure is recorded by the Finance Department as per GEF budget lines to feed in the CDR. There is no upstream correspondence between the project work plan and the actual expenditure.

		Annual work plan 20XX	Actual expenditure 20XX Decision taking when implementing (GEF format)	Annual expenditure as per project document
Outcome 2	Output 2.2	<u>10.000US\$</u>	72399: 5000US\$ 72805: 8000US\$ 73410: 2000US\$	Not reported → 15.000US\$
	Output 2.4	<u>12.000US\$</u>	72399: 1.000US\$ 72805: 4.000US\$ 74525: 3.000US\$	Not reported → 8.000US\$
Annual expenditure reported to GEF Focal Point			72399: 6.000US\$ 72805: 12.000US\$ 73410: 2.000US\$ 74525: 3.000US\$	

Table 9: Lack of output expenditure reporting – simulated example

Therefore, it was not possible to compare planned/spent budget per output or outcome to assess the costs engaged to achieve results or understand any budget deviation for each implementation year either between outcomes or outputs or whether there were any fund transfers between outcomes. Hence, the only way for the IP and UNDP to assess progress was through analysing the narrative progress reports and undertaking monitoring visits to assess visually the results against the planned work plan. This method is obviously not efficient, albeit qualitative and in any case reflects a lack of capacity of stakeholders (MoLWE, MoND, MoA, and *Zoba Maekel* MoA) to provide adequate support to the project team to effectively monitor the project. In

addition, this has significantly reduced the ability of the IP to monitor project’s progress in view of several key results that were left out.

Despite these weaknesses, some very broad conclusions can still be made as the NPC recorded the expenses for several activities and in assessing the overall project actually spent budget:

- (i) In relation to the overall donor budget, around 61\$ were spent per final beneficiary (donor budget). The TL experience from other interventions shows that reasonable values for money vary from 20\$ (food security project) to 80\$ (water/infrastructure project). From the donor’s point of view, the project was, therefore, good value for money;
 - (ii) Taking into account all the project’s budget including co-financing and community contributions, 201\$ were spent per donor & GoSE/final beneficiary: this is evidence of GoSE’s commitment to implement this innovative project.
- ➔ For each donor \$, the GoSE and communities spent 2.5\$, which is a very substantial financial leverage effect.

The NPC also provided the TE team some relevant information of the project’s achievements under GoSE / community co-financing:

- Reforestation and seedling production: 1.915\$ /reforested ha or 0.91\$/planted seedling
- SWC activities: 400\$/ha
- Provision of *Adhanet megogo*: 97\$/unit
- 2 check-dams @ 1.470.000\$ for both

Overall, the cost of reforestation in this project (nearly 2.000\$/ha) can be considered as quite expensive in relation to other similar intervention in dryland Africa (\approx 1.000\$/ha), possibly due to the rugged nature of the terrain. The other costs are within reasonable range.

The project delivery rate was particularly negatively affected by the project interruption from 2011 to 2013. Nonetheless, technical capacity building activities (e.g. training of *Zoba Maekel* and *sub-zoba Serejeka* technical staff including local extension staff in land classification, screening and distribution) resulted in a steep implementation acceleration from 5 ‘phase 1’ villages with the land redistribution process completed in 12 months in 2014 to 23 ‘phase 2’ villages to be completed in 24 months by early 2017.

RATING for Effectiveness: *Satisfactory (S)*

RATING for Efficiency: *Unable to Assess (U/A)*

Overall project outcome RATING: *Moderately Satisfactory (MS)*

3.3.4 Country ownership

Country ownership¹⁸ refers to the level of interest and enthusiasm with which the country supports the project.

The project idea is directly coming from the main policy and strategy documents re. environment protection. In particular, SLM has been one of the fundamental pillars of GoSE to tackle land degradation.

¹⁸ Source : https://www.thegef.org/sites/default/files/council-meeting-documents/GEF.C.12.8_5.pdf

Under the NIM approach, the project has been fully integrated within line ministries directly in charge of the implementation (MoA *Zoba Maekel* and MoLWE).

The MoA has been the *de facto* coordinating body through a National Technical Committee but its outreach looks like it has been limited when it had to deal with activities through sectoral ministries at national level as it was planned in this project (e.g. outcome 2, typically). Indeed the implementing partner (MoA *Zoba Maekel* first, then MoLWE) lacked an effective overseeing body that could support it in engaging dialogue with potential partners (e.g. other line ministries, see Table 3). The function of coordination has been missing in this intervention despite clear roles of potential stakeholders defined in the PRODOC. The cause might be the decision to decentralise entirely the implementation at *zoba* level while financial resources should have remained at national level to ensure a coordination role and effective implementation of national level activities.

Furthermore, there seems to be little evidence of formal inter-sectoral dialogue between ministries: several potential partners/stakeholders as per PRODOC did not participate in the project implementation despite their role mentioned in the PRODOC. At the same time, it seems very difficult for any potential partner to come forward to complement an existing initiative because of the lack of human and material resources and the fact that any intervention has to be embedded in the line ministry programs and work plans in the first place, which requires a close relationship/coordination mechanism with the entity in charge of the project implementation.

Despite this, a successful example of this close collaboration and coordination was through the IP after 2013 – MoLWE -: the DoL was effectively deeply involved in key activities related to the introduction of the new land tenure system because it is under the MoLWE. This was not so for NARI, MoA at national level, HAC, MoE... which are not under the reporting lines of MoLWE.

At *zoba* level and below, the involvement of all relevant departments has been much more straightforward thanks to the reporting relationship between *zoba* and *sub-zoba*.

3.3.5 Mainstreaming

Project mainstreaming into UNDAF / SPCF:

The project implementation covered two UN cycles (2007-2011 UNDAF and 2012-2015 SPCF). The project is very well aligned with both documents:

For the earlier UNDAF, the project formulation process took into consideration key country programme outcomes related to MDG 1 & 7 on Food Security, in particular: “support development and protection of the environment and national resources”, “Capacity support provided to enhance food production at national and household level” and “Improved access and availability of food”.

Under the later SPCF, the GoSE commitment on environmental sustainability was made clearer in the document through the inclusion of a Strategic Priority exclusively focussing on the environment (MDG 7) based on national priorities to establish an integrated land, water, and environmental resources management and secured real asset ownership/rights for sustainable development.

Under both documents, there are clear indications that capacity building of national stakeholders is a key priority as a strategy to enhance efficiency and effectiveness of the country’s development processes. This was integrated into the project under Outcome 4. However, as mentioned under 3.3.3 ‘efficiency’ and 3.3.5 ‘mainstreaming’, the funding levels and actual proposed modalities (IP support, Technical Committee,

responsibilities identification of each stakeholder at PRODOC drafting stage) to enhance the capacity of implementation of the main stakeholders were not deemed sufficiently adequate for a smooth project implementation, especially in a context of severe time constraints due to project interruptions.

Gender mainstreaming:

The project built up its approach to enhancing gender equity by enabling both genders equal access to lifelong land usufruct. This is in line with MDG 3 – Gender equity / UNDAF Outcome 5: “achieving equal opportunities, rights, benefits and obligations in all areas of life”. Under the SPCF, Outcome 8 GoSEs has gone further with the promotion of women empowerment.

One of the key elements of the project has been the introduction of the new land tenure system where women are **officially** equally entitled to men to agricultural land allocation. This is a major advancement in relation to the customary land tenure system where gender equality was implied during land redistribution but not formalised.

In relation to the actual project implementation, women were integrated within the Land Committees (classification, screening, distribution) and NUEW was also associated to project implementation by mobilising women groups at village level to participate in reforestation activities and other communal activities (see also Impact on Gender pg40).

Environmental mainstreaming:

The project is based on sustainable land management as a strategy to reduce the land degradation trend in line with both UNDAF and SPCF under MDG 7.

The SLM approach irrespective of including or not the new land tenure system (58/1994) has integrated key farming practices that focus on both/either economic grounds and environmental sustainability: these included the introduction of orchards (fruit trees) through drip irrigation, check dams to enhance gravity irrigation for vegetable production, beekeeping (that somehow was negatively affected by increased vegetable production [with chemicals]), the conversion of grazing lands on slope areas into forested lands and awareness raising on the issue of overgrazing.

3.3.6 Elements of Sustainability

Sustainability is the likelihood of continued benefits after the project ends. As under GEF criteria, each sustainability dimension is considered critical, the combined ranking cannot be higher than the lowest one.

Overall project sustainability RATING: Likely (L)

3.3.6.1 Social & cultural risks to sustainability

Overall, the social and cultural risks remain limited because the new land tenure system borrows many elements from the traditional land tenure system (more formal gender equity, random distribution, land equity between farmers thanks to larger distributed areas for less fertile plots). However, there are disparities between villages located near or far from Asmara, the Escarpment and the presence/absence of large-scale grazing lands.

Because the adoption of the new land tenure system is a move towards more intensive farming systems, villages not used/unwilling to engage in more intensive farming systems are less enthusiastic about the new land tenure system. This is typically the case for villages that benefit from non-agricultural activities (e.g.

nearby Asmara) and villages relying more on extensive agro-pastoral activities (e.g. villages along the Escarpment).

The lack of grazing lands in some villages is an issue that should be assessed and solutions provided as several villages located along the Escarpment are penalised twice with access cut to the Escarpment that became a protected zone around 2010 and the new land tenure system that is *de facto* reducing the available grazing lands (no more communal agricultural land under fallow in the new system). In some villages, the transition from agro-pastoral to intensive stock-raising activities can amount to a significant cultural change. Still, it should not be viewed necessarily as a negative effect of the project as there are numerous positive effects as well (on environment, gender equity, food security...).

In any case, the combination of SWC and the new land tenure system (58/1994 Land Proclamation) under an updated SML model should be viewed as a fundamental change of the CHZ farming systems. Now with life-long usufruct, the farmers can invest heavily in labour and land improvements to enhance significantly land productivity. TE interviews showed that there is an overwhelmingly positive response of farmers despite some issues in the first ‘phase I’ villages with no will to return back to periodic land redistribution.

Socio-cultural sustainability RATING: Likely (L)

3.3.6.2 *Technical risks to sustainability*

Intrinsically, the technicalities associated with sustainable land management are well integrated into all farming communities as it has been on GoSE’s agenda nearly for the past two decades for all agriculture-related Government interventions. Soil and water conservation techniques are well understood as all farmers’ communities were exposed to various training and awareness raising sessions, and participated intensively in actual land management activities as part of communal activities (large community financial contribution as evidenced in Table 3).

The actual technical risks are associated with the farming system transition that the new land tenure system brought upon the communities. The GoSE clearly identified overgrazing as a significant land degradation factor and the new land tenure system that reduces the overall grazing lands in favour of agricultural lands¹⁹ (no longer used as grazing land while under fallow), calls for more intensive livestock raising approaches that will result in a reduction of the absolute numbers of livestock heads. From the farmer’s perspective, reducing grazing lands will directly impact the land productivity: less livestock will produce less manure resulting in a land fertility issue. Fewer oxen will result in less animal traction availability which may become an issue on less fertile plots located on rugged terrain (no mechanisation possible). Solutions exist but are yet to be divulged to farmers’ communities.

Technical sustainability RATING: Likely (L)

3.3.6.3 *Institutional and organisational risks to sustainability*

At village level, a more participatory approach for the remaining 23 ‘phase II’ villages allowed the establishment of mutual trust on the land classification, screening, and distribution processes with the local land committees collaborating with the DoL. There are still associated risks in at least 2 villages from ‘phase I’ land redistribution process: despite some land reallocation already carried out, farmers are still requesting minor or major land redistribution that takes into account the actual fertility levels of the delineated plots.

¹⁹Marginal agricultural lands periodically under fallow and used for grazing have now been assigned a land owner ; hence the new system results in less land for non-agricultural purpose and previously under-used agricultural land that now has to be cultivated permanently pending agricultural land improvements

Farmer’s ownership of distributed land has become irreversible and interviews showed that it is increasing community social cohesion. That is why farmers are so willing to engage into long-term land improvements. With regards to privately owned rows of trees (timber or fruit trees), farmers are very reluctant to engage heavily in labour because the new land tenure system applied only to agricultural land. While the State has allocated tract of forestry land to groups of villagers, they are unlikely to invest themselves into these activities as long as life-long usufruct is not granted as for agricultural lands. Forestry ownership, even on private tree rows is perceived as insecure. While it is not critical to invest heavily in labour on timber tree plantation, it is determinant for orchard, which is why orchard schemes based on the same principle as for timber trees rows were not successful.

At (GoSE) institutional level, there is little evidence that the new SLM model has been formally assessed, its impact measured as there is a lack of hindsight (one harvest only for the five ‘phase I’ villages) and officially endorsed. The initial project idea was to institutionalise at all levels through mainly ‘outcome 2’ the new SLM model that integrates the new land tenure system. The project’s results fall short of this objective with different but overall positive responses from institutional stakeholders like (i) the need to assess first the actual project impact on a medium/long term basis before extensive divulgation at regional level, (ii) the mainstreaming of the new land tenure system and its methodological approach into DoL activity programming, and (iii) the integration of the updated SLM model into newly formulated GEF interventions.

Hence, there is no formal common consensus to the institutional response to offer to the project yet.

Institutional and organisational sustainability RATING: Likely (L) (but at this stage still informally)

3.3.6.4 Economic and financial risks to sustainability

Overall, the interviews of the participating farmers show that the project puts the farmers in a better economic position because of lifelong land improvements with potentially raising crop production. There is, however, no quantified information as there has been barely one cropping season for the phase 1 villages and none yet for the remaining phase 2 villages.

Because of the particular location of the project (around Asmara), the effects for villages nearby the capital might not be ground-breaking because the population is economically more dependent on non-agricultural activities linked to Asmara.

Nonetheless, the farming intensification leading to enhanced productivity will require additional input whether they are in-kind or financial. This will be the case for improving soil structure through ploughing (oxen or tractors), for maintaining soil fertility (manure produced locally or bought, chemical fertilizer, compost production), for animal feeding (grass cut and carry, fodder tree planting / fodder grass sowing, fodder purchase) as it is unlikely that the new land tenure system will allow large tracts of newly allocated land to remain under fallow.

TE interviews also showed that these farming techniques are either slowly being integrated as regular techniques by some farmers (e.g. grass cut and carry) or are still remaining in their infancy (e.g. compost production), meaning there is a real need for the GoSE to accompany farming communities in their transition towards agricultural intensification. This was the rationale behind output 3.3 (strengthened service providers) that was left out during implementation.

Input supply still remains the Achilles heel in the agricultural sector with few developments in recent times to either liberalise the input supply market or at least to increase substantially centralised input supply offer to match potential demand. An unwanted effect of the new SLM model might be a need for an enhanced offer of

input services from pressing farming communities. The new land tenure system will result in added requests for input due to the intensified nature of the new farming system (need for fertilisers, chemicals, compost, small machinery [if less draught power available due to reduced livestock]...). In addition, it will also need enhanced support for IPM and better knowledge in crop rotation and agroforestry from relevant ministries.

The project invested massively in reforestation and woodlots on both communal lands and on privately-owned rows of trees. The income production potential is very high given the shortage of timber in the country, especially at individual level.

Economic and financial sustainability RATING: Likely (L)

3.3.6.5 Environmental risks to sustainability

There are no environmental risks associated with the project at least on a short/medium term basis. Nonetheless, there is a need to attend the farmers' communities in this farming systems transition from a subsistence to a more commercial type of agriculture requiring farm intensification. In particular, there is a need to carefully pre-empt agricultural intensification so that it does not result in all-out access to chemicals and pesticides to balance soil depletion and counteract an increased incidence of diseases due to continuous cultivation. Therefore, alternative intensification activities like intensive manuring, composting, mulching, bio-control / IMP... should be proposed.

Environmental sustainability RATING: Likely (L)

3.3.7 Potential impact

The impact of the project has been assessed in terms of changes or benefits achieved in social, economic, institutional, environmental areas as well as the changes achieved in terms of gender equity. An average rating for the impact was given.

Overall Impact RATING: Significant (S)

3.3.7.1 Social Impact

Overall, active farmers' participation through awareness raising, involvement in land classification, screening and distribution through the Land Committees has been critical in enhancing results' ownership.

Interviews showed that there has been an overwhelmingly positive response of farmers to adopt the SLM model combining regular SWC activities with the new land tenure system: with life-long usufruct, farmers are now willing to make long-term land improvements and have plans to invest. Hence they are empowered.

The project has also changed the relationship between farmers with at this stage apparently more social cohesion: farmers are willing to support old and women-based household heads located on less favourable plots.

Social impact RATING: Significant (S)

3.3.7.2 Economic Impact

In terms of economic impact, informants and beneficiaries at field level indicated that income generation through the new land tenure system is highly likely due to:

- (i) Increased productivity: Despite a below average year in 2015 due to drought, farmers indicatively²⁰ produced 6-7qt/0.5 ha plot on fertile land (12-14 qt/ha), up to 7qt/0.6 ha on medium fertility land (11-12 qt/ha) and up to 8qt/0.75 ha on infertile land (10-11qt/ha)²¹. This is evidence that the land classification is appropriate in terms of fertility classes and that there is more potential for plots located on infertile lands than on fertile lands if farmers are engaged in investing in their land through land improvements as they will benefit from larger agricultural land plots. There are also indications that the increased productivity would reduce the hunger gap from 6-7 months to up to 5-6 months.
- (ii) IGA: Timber production on both communal lands and on private rows of trees can generate significant income generation but it is a long-term objective from farmers' viewpoint. Timber harvesting on communal lands from 2010 planting can have the potential to make significant village improvements (e.g. for electricity installation at village level through poles' contributions). Fruit trees and beekeeping are yet to yield any meaningful income.

There is no information on the actual income increase (or poverty reduction) that the project has generated for the farmers as there has only been one growing season for the 5 'phase I' villages.

Economic impact RATING: Significant (S)

3.3.7.3 Institutional Impact

This mainly relates to capacity building, training and awareness raising of governmental authorities including staff at national, *zoba* and *sub-zoba* levels as well as farming communities so as to mainstream the new SLM model and practices at all levels.

Interviews showed that land committees members, extension, and *sub-zoba* technical staff benefitted a lot from the project's training and awareness raising sessions. In particular, Extension Officers are now fully conversant on SLM practice and able to provide better advice to farmers willing to make long-term land improvements. Through DoL capacity building activities, *zoba* and *sub-zoba* lead the land classification and screening processes for the remaining 23 'phase II' villages. Village Administrations are now well versed into SLM and the new land tenure system.

There is little visible impact of the project at ministry level, possibly because no formal activities on SLM mainstreaming were initiated during the project.

Still, interviews indicated that the SLM project received extensive attention with (i) subsequent SLM model mainstreaming into DoL programming, (ii) SLM model replication under the MoLWE through a GEF funded intervention or (iii) high-level discussions within *Zoba Maekel* over the approach to take regarding following-up the project's impact and potential replication to other *sub-zoba*. Unfortunately, there is no formal acknowledgment of the project's results and potential impact on the agricultural sector.

Institutional impact RATING: Significant (S)

3.3.7.4 Environmental Impact

Self-explanatory.

The project is aiming to reduce land degradation trends in the *sub-zoba*. TE team interviews with farmers showed that the project is having some (visible) positive effects on erosion, mainly in early reforested areas and for agricultural land that benefitted from terracing.

²⁰ Data coming from one source of information only

²¹Source : interviews of farmers and extension officers

However, there is no quantitative measurement made so far (issue of output 2.2 not initiated). In addition, farmers are now more aware of land degradation through the establishment of land use maps which is of credit to the DoL participatory approach, enhanced farmer’s knowledge on agricultural land classification and provided communities an overview of their land suitability – hence also on environmental risks -.

While there is no certain causal relationship, farmers explained that the use of pesticide in irrigated lands is affecting beekeeping productivity. It remains to be seen if the likely agricultural intensification under the new land use system will not deteriorate further beekeeping operations.

Environmental impact RATING: Significant (S)

3.3.7.5 Impact on Gender

While women remain under-represented at community level, they are represented in most governance structures. Under the SLM project, these include village committees, land committees and all other technical committees for SWC, reforestation... Responsibility-taking remains though an exception and therefore, *sub-zoba* NUEW has been very active ensuring that women are indeed represented at all levels under this project at village level.

In term of activities, women have definitely gained a lot through the project:

- (i) In terms of equity, the application of the Land Proclamation ensures strict gender equity towards land access. This can be of critical importance in the case of divorce and was not necessarily the case for the traditional land tenure system.
- (ii) Access to energy efficient stoves has reduced significantly the labour and resources consumption for firewood/dung collection and has drastically improved the home environment.
- (iii) The new land tenure system is resulting in less time used for moving between plots, which could affect labour productivity when plots were located far apart. Farmers’ interviews showed that life-long land usufruct increases time availability for either agricultural or home activities (e.g. children, improving homestead...).
- (iv) In absolute numbers, 37% of the beneficiaries are women. These are direct beneficiaries of the project when they are household heads (see table below)

	No of applicants	Of which females	Given land	Of which females
Dekseb	279	92	256	82 (32%)
Imba Derho	1734	763	1522	654 (43%)
Guritat	348	79(22.7%)	319	72 (23%)
Hayelo	241	63	224	62 (28%)
Weki	711	246	645	218 (34%)
Total	3313	1243	2966	1088 (37%)

The project also is having some unexpected impact on women: with life-long usufruct, women that received plots in the less fertile land are experiencing labour issues like (i) heavy lift required activities for land improvements and (ii) labour shortage for individual ploughing. This situation will put to the test villages social cohesion, self-help and community solidarity under the new land tenure system.

Impact RATING for gender: Significant (S)

4. Conclusions, recommendations and lessons learned

4.1 Conclusions

Under conclusions are indicated the main achievements and strengths as well as shortcomings and weaknesses of the project.

4.1.1 Major achievements and strengths

(i) *Successful implementation of the 58/1994 Land Proclamation*

After more than 20 years on a standstill, this is the first successful project implementing the land proclamation. The logic behind the project was to introduce a more equitable and environment-friendly land tenure system than the traditional one in Eritrea. Indeed, it is amongst the main causes for the continuous land degradation of the country. In that context, the farmer’s acceptance of the project’s results has been a great achievement despite the initial difficulties that resulted in fine-tuning the methodological approach for the land classification, farmer’s screening and land distribution processes.

(ii) *Turning point for achieving sustainable development in the agricultural sector*

The GoSE has been investing heavily to enhance sustainable land management through numerous types of activities since independence: direct support in soil and water conservation techniques, population awareness raising on SLM, technical support in rain-fed agriculture and technical/financial support for irrigated agriculture... Still, its impact has been relatively limited because of the traditional land tenure system that called for equitable land redistribution every 5-7 years, resulting in little or no long-term farmers’ investment on a land they did not own. With this project, there are at last good prospects for long-term land improvements and land degradation reduction through life-long usufruct of land, meaning any GoSE investment/support of farmers in SWC becomes more sustainable than ever (willingness of farmers to care for their land) and more efficient (in principle, no more need for GoSE to provide successive support after each land redistribution cycle because of farmers’ poor land improvements ownership).

(iii) *Enhanced awareness of farmer communities on benefits of SLM*

Through this project, there were numerous awareness raising sessions. TE interviews showed that the farmers are more knowledgeable than ever about sustainable land management and in particular about soil and water conservation techniques and what is necessary to reduce land degradation. Ironically, this situation can be the result of the project’s long interruption as the GoSE took over while the project was stopped. Farmers were exposed more or less continuously to either GoSE or project-funded activities for over a period of 6-7 years. It shows that long-term support – even intermittently - can be very beneficial to enhance communities’ awareness on SLM.

(iv) *Enhanced capacity of sub-zoba staff to deliver SLM advice*

TE interviews showed that *sub-zoba* staff is very knowledgeable about SWC and the new land tenure system. Extension personnel that is close to the communities, in particular, have understood the advantages of combining the new land tenure system into an updated SLM model. They are also aware of several limitations of the SLM model that the farmers start to experience (e.g. potential fertility issues due to reduced fallow and farming intensification, need to reduce livestock, etc.).

- (v) *Incrementally increased capacity of DoL to support communities in introducing 58/1994 Land Proclamation*

The DoL has acquired substantial knowledge and expertise in engaging with farmer’s communities using a participatory approach to introducing the land tenure (e.g. higher involvement of farmers in land classification and plot division). This is most obvious with the adjustments it made from phase I to phase II villages support. These changes resulted in a better understanding by farmers of the new land tenure system and are probably also resulting in more empowerment to engage with the Administration and DoL to adjust the approach to land classification, screening, and distribution, so as to be in the best interests of the farming communities.

- (vi) *Long-term commitment of GoSE to support the project including during interruption, resulting in extensive unplanned co-financing efforts*

For the GoSE, SLM is a national priority to restore degraded landscapes, agricultural land and put the country in a better position to support climatic change and food supply shocks through enhanced food security. In that context, the SLM model under this project combining life-long usufruct with land improvement investments has become a key element of this strategy.

There has been an urge for the GoSE to fully implement this project to become a benchmark for future GoSE support focussing on SLM. This is the reason why the GoSE invested much effort (i) while the project was interrupted for nearly 2 years – at least in providing the minimum support to the farming communities - and (ii) after the project was closed in 2016 through residual project funds as the land screening and distribution processes had not yet been completed. For each US\$ invested by GEF, over 2.5 US\$ were invested from the host country, highlighting SLM as a development priority.

4.1.2 Key shortcomings and weaknesses

Except for a couple of activities, the actual project weaknesses are not technical but mainly managerial and linked to a lack of capacity to adjust to change:

- (i) *Implementation gaps*

The project has been characterised by implementation weaknesses (weak monitoring system, activity-based reporting, informal results monitoring feeding in UNDP-specific reporting formats, discontinued activities during implementation) despite the provision of clear support through a separate outcome (n^o4) in the PRODOC. Several issues have been identified: (i) donor-funded projects are assigned to senior technical staff (mainly heads of Dept./Division) with numerous other activities and they that might not have the time to carry out all the required activities to monitor adequately a fully-fledged decentralised intervention, (ii) the actual human (lack of dedicated staff/contracted extra staff) and financial (extra DSA, transport facilities, salary top-up, committee presence fees...) resources do not match the accrued efforts required by all stakeholders to implement donor-funded projects. While the NIM emphasizes equity (time, salary scale) at all levels for civil servants, it does not encourage increased commitment and actually increased efforts (e.g. extra hours, extensive field work spent outside regular working place) with matching financial resources. This was obvious with the NIM changes prior/after 2012 (no salary/DSA top-ups, dedicated transport from 2013 onwards...), (iii) the governance structures (technical and implementation committees / IPs) did assess the implementation gaps but did not have the capacity/authority to request the necessary adjustments, should they contradict the NIM approach, hence evidencing a lack of flexibility to adapt procedures to actual project requirements or revise the projects’ results so that they match better the NIM approach, (iv) under the current set-up, the IP is not able

to measure the project’s efficiency (actual expenditure for each activity), in particular assessing the costs engaged for each type of activity.

- (ii) *Activities not phased, absent MTR to address early on issues: insufficient capacity to adapt to changing conditions*

Because the project was extensively delayed right in the middle of the implementation, start-up activities in 2010 and early 2011 (mainly awareness raising of farmers’ communities) had to be somehow refreshed in 2014/5 while at the same time implementing the new land tenure system. On the other hand, SWC activities were not discontinued and were even reinforced when the project was interrupted with GoSE resources, resulting in extensive co-financing. This was not contemplated in the original PRODOC.

After the project resumed, implementation did no longer match planning (see Chart 2) with a final and the ‘largest funds transfer’ just before project’s end to finalise activities after the project was closed (see Figure 3). This is evidence of weak managing capacity to adjust to change by the IP, project team or committees. The absence of an MTR was somehow also a lost opportunity to evidence the above-mentioned capacity gaps and support the stakeholders in better adjusting the project to the new implementing conditions (updated NIM conditions, potential need to review the PRODOC) and reduced effective timeframe after 2013 despite a one-year extension.

Finally, all in all, these issues should not have an extensive impact as the GoSE has been always committed to pursuing the project’s results after closure and make sure that the new SLM model is fully rolled-out in *Serejeka sub-zoba* and lessons learned for potential replication.

- (iii) *Insufficient preparation and support for some innovative activities*

Several IGAs were not very successful:

- Orchard development: fruit trees were distributed at household level and under private owned rows in communal lands. Survival rate was rather low and replanting supervised by extension officers was necessary for communal lands. In both cases, there was little interest of farmers to get involved.
- Beekeeping: training was provided on a voluntary basis. Production results were reported as mixed due to the use of pesticides in irrigated areas where beehives are kept.

In both cases, over-optimistic assumptions were made like (1) innovative IGAs will be adopted if farmers are aware of financial gains, (2) land tenure is less important in relation to (1), (3) there are no technical issues associated with proven technologies, (4) farmers will be interested in new farming productions if it can improve food security. This proved not to be the case with orchards driven by MoA offer based on a state farm model and with little evidence of being (market) demand-driven. In the case of beekeeping, the location of bee hives is incompatible with increased farming intensification – especially for irrigated land -, evidencing the need to identify more suitable locations for honey production. In both cases, there was no comprehensive value chain analysis (e.g. SWOT) prior to initiating these IGAs to identify key limitations and weaknesses.

- (iv) *Little evidence of formal dialogue between involved line ministries to discuss lessons learned and to divulge project results (no forum, workshops...)*

Information sharing has been done mainly on an informal basis while the project was implemented. Although a website was initially proposed, it proved impractical with EriTel. Few official divulgation efforts were made afterward. This is most surprising as the MoA, MoLWE are key institutional beneficiaries of the project, should they decide to roll-out the new SLM model on a larger scale while other ministries might also indirectly benefit from the project’s results (e.g. MoE). On the other hand, *Zoba Maekel* might have considered to hold on

communicating until there are key/definitive positive results from the project, as a strategy not to create population/institutions' demands that could not be met. In any case, the institutional channels to keep stakeholders informed were not adequate enough to generate interest from other stakeholders (see as well point (v) below).

- (v) *The fact that the project is fully decentralised is an impediment to implementing national level activities / creating partnerships / bring together line ministries not directly in charge of the project- design issue -*

The formulation process followed a very logical design approach focussing on on-the-ground key activities at *sub-zoba* level as pilot activities, support at *zoba* level to enhance the capacity to replicate regionally and activities involving different line ministries at national level to strengthen the project's results and to amend key policies and strategies in order to mainstream formally the new SLM model country-wide. This setup proved impractical under NIM with an overall financial control and decision-making process decentralised at regional level. Under NIM, it is difficult for *zobas* to initiate national level activities and dialogue, and call for partnerships at national level to implement activities, due to its hierarchical location. The *zoba* is not a position to coordinate activities, send financial resources upstream and request from non-implementing line ministries key human and material resources for an intervention that is not necessarily earmarked at national level.

- (vi) *The IP did not take advantage of UNDP's capacity to provide support in addressing implementation gaps or for technical expertise*

Despite an unusually long project interruption resulting in offsetting SWC and land tenure activities, there was no project revision while several activities were discontinued. There might have been insufficient dialogue with UNDP to review the project and adjust it better for the remaining timeframe while at the same time considering innovative solutions to improve the project management at all levels. UNDP has the capacity to provide formally or informally support to enhance the capacity of stakeholders.

4.2 Recommendations and lessons to be learned

The chapter is structured in (i) lessons learned in terms of design, implementation and M&E, (ii) potential actions to follow-up and reinforce the initial results of the project, (iii) proposals for future actions/interventions and (iv) best and worse practices.

4.2.1 Lessons learned for the design, implementation, monitoring, and evaluation of the project

Basic principle: any improvement to design and implementation should be in line with the NIM requirements/policies. NIM principle: use national resources for implementation (planning, execution, M&E, reporting).

Design/formulation:

- Action #1.1 –on-time baseline study and results assessment: because the project was interrupted for a long time, the baseline study was eventually completed by mid-2015. Still, it is surprising that it was not initiated right at project start-up in 2009/2010. Baselines studies are key to understanding the project's impact and need to be completed as soon as possible. In this particular case nonetheless, the study did not become outdated and is still highly relevant. The baseline study should be matched with a results/impact

assessment. This is most critical as RBM is not systematic/formalised under NIM. Hence project resources should be planned for that purpose at formulation stage.

- Action #1.2 –national level activities not to be piloted from zoba level: National, regional and *sub-zoba* level activities need to be planned, funded, monitored and reported by relevant implementers. The decentralisation process is only relevant if the decentralised entity does have the authority and capability to effectively implement the planned activities. Therefore activities that require national stakeholders’ support should be implemented at national level. As many projects now include activities implemented both at national and regional levels but with an overall decentralised responsibility at *zoba* level, it is necessary to disassociate the levels of (national – regional) implementation. This has to be however by keeping in mind the need for a strong coordination, possibly piloted at regional level, but the actual activities must be implemented autonomously by each level. In addition, activities decentralised at *zoba* and *sub-zoba* levels can be successfully implemented only if there is enough managing capacity. This means that measures (material, transport, monitoring capacity...) should be taken under NIM to ensure that the IP and the actual executing entity does have the capacity to fully implement the interventions’ activities.
- Action #1.3 – seconded national staff to be assigned as a project manager or PMU set-up: Donor funded interventions should be managed by fully-dedicated national staff. It is best to avoid assigning senior staff (in particular Department, Division’s Heads) that have to share many responsibilities as it is difficult for them to be exclusively dedicated to one only intervention as they are needed for other senior tasks. It is more appropriate to assign less senior staff 100% available as project managers. Alternatively, should there be no available 100% dedicated staff, externalisation should be sought and a PMU set up.
- Action #1.4 – project managing team to be fully conversant with up-to-date planning, monitoring, and reporting techniques: Under NIM, project-assigned staff/team should be trained prior to implementation on a systematic basis. This would require that the project formulation process defines a specific budget to be engaged right after the staff has been designated/assigned a role in the project management. The training is best given just before implementation (hence also a specific timeframe prior to project activities).
Should budget provision be made, should there be donor funded interventions managed by fully-dedicated staff national. It is best to provide an extensive training at project’s start-up to local management staff (designing and implementing an M&E system, budget and activity planning, reporting procedures...).

Implementation and M&E:

- Action #1.5– Any donor-funded management structure should fit as closely as possible NIM but propose incremental improvements:
 - (i) Narrative and financial reporting to relevant committee/hierarchical superiors: there is currently no expenditure reporting as per project work plan. This significantly degrades the ability of the IP to effectively monitor the project’s efficiency and assess how effectively the project is being implemented.
 - (ii) Projects should have a formal reporting format for both activity and results monitoring: results assessment is essentially reported directly at APIR level by the NPC. The information is based on both activity-based reporting by relevant stakeholders and the Site Manager and his findings through monitoring visits. The monitoring system should be more strongly based on results monitoring at all project implementation levels (IP, *zoba*, *sub-zoba*).

- (iii) A procurement plan should be drafted right at project’s start-up in order to avoid delayed deliveries of transport, material, tools... (E.g. motorbikes, hand tools for this particular project still not yet handed over although the project has been closed 9 months ago).
- (iv) As it is difficult to reward commitment and heavy workload of directly involved staff under NIM, extra activities benefitting project staff should be made directly available in order to enhance their managing capability. These include training courses or participation to study tours.

4.2.2 Actions to follow-up or reinforce initial benefits from the project

The project closed in late 2015. However, several key activities are still under way at the time of the TE and it is estimated that they might be completed by early 2017.

- Action #2.1 – review the land distribution process for some ‘phase I’ villages: The project still needs to address several shortcomings e.g. the land distribution process for at least 2 ‘phase I’ villages and inform villagers accordingly. In particular, a certain number of farmers have received low fertility plots with unusually high non-agricultural area, hence reducing the effective area for cultivation and creating tensions within the villages. Indeed the cultivable area in some plots is so low that some farmers abandoned altogether the area and preferred to invest their labour in other IGAs or lend it to other farmers. Some dialogue should be engaged with the village committees to review the land distribution process for some farmers.
- Action #2.2- support the finalisation of the new land tenure system in the remaining 23 ‘phase II’ villages: At TE stage, the distribution process has not yet been initiated for the remaining 23 villages and should be finalised as soon as possible – possibly after the harvesting season.
- Action #2.3– finalise hand tools distribution: Extra hand tools for low-fertility farmers were initially distributed to the 5 ‘phase I’ villages. This process should be finalised for the remaining 23 villages following the land distribution.
- Action #2.4– finalise the procurement of transport means benefitting *sub-zoba* technical staff: Despite a procurement process initiated 2 years ago, the equipment for the *sub-zoba* (motorbikes) has still not yet been handed over (issue of plate registration). Hence the need for a comprehensive procurement plan at project start up (as mentioned above under action #1.5).
- Action #2.5– measure project’s results and impact: In order to assess the project success (with reference to the above-mentioned weaknesses of the monitoring system), it is necessary to formally review the project results. To measure the actual project’s impact, a separate study could be made and the results assessed against to the baseline. A national workshop should also to be carried out to explain benefits, limitations, and ways forward to replicate.
- Action #2.6– finalise land use planning/mapping support: As soon as the land distribution process is finalised, the DoL and *sub-zoba* should finalise the land use maps and hand over the *sub-zoba*/village/individual life-long usufruct land certificates (land plot number, beneficiary name...).

4.2.3 Proposals for future directions underlining main objectives

Future interventions need to pay attention to the following:

- Proposal #3.1 – create an updated SLM committee once the impact assessment has been carried out: The objective is to review the impact assessment study through the establishment of a multidisciplinary working group (at least MoA, MoLWE, MoND) - 'knowledge management system / KMS' - and to review the requirements for mainstreaming the new SLM model into the legal framework.
- Proposal #3.2 – engage into a replication process of the new SLM model: The above-mentioned committee should hold high-level discussions at national level to draft a plan to roll-out the new SLM project at national level. This needs to be done through (i) amending the key documents to make specific references to the land proclamation in relevant line ministries policies, strategies and programs, and (ii) including in all future donor/GoSE-funded interventions focussing on SLM sufficient additional financial resources to change the land tenure system prior to/in combination with future SLM projects and programmes.
- Proposal #3.3 – support the farming system intensification under the new SLM model: Farmers are in a transition period under the new SLM model with a significant change in the way they raise livestock. Future projects introducing the updated SLM model (SWC + 58/1994 Land Proclamation) should:
 - o Introduce the minimum integrated household package with a focus on organic fertilisation (alternative intensification activities like intensive manuring, composting, mulching, bio-control/IPM).
 - o Provide training and awareness raising on fodder trees, more feeding-in-stall method for livestock raising and focus on small-scale mechanisation (to compensate the probably reduced availability of draught power). This issue is particularly acute for farmers with high numbers of livestock along the Escarpment that became a protected zone around 2010 and that now are penalised twice with the new land tenure system that is de facto reducing the available grazing lands (no more communal agricultural land under fallow in the new system).
 - o Assess and amend the orchard approach with specific support in fruit tree care (e.g. more awareness on recommended tree densities) and commercialisation (need for value chain analysis) as well as assess the land tenure system for orchards as it seems that farmers are unlikely to invest heavily in labour if they do not have life-long usufruct as for agricultural land. There is also a need to review bee-hives location.

This could become a concept note for an actual project follow-up.

- Proposal #3.4 – while farmers embrace the new land tenure system, there has been systematic requests to adapt the land distribution system to make it as similar as the traditional one: Farmers are not risk-prone and recognise the advantages of keeping different fertility graded agricultural plots: this allows them to cultivate a variety of crops as a strategy to reduce climatic risks. Future interventions should assess the feasibility of distributing combined/contiguous plots of different fertility grades instead of identical fertility grade plots.
- Proposal #3.5 – design a phase II project to complete left out activities: due to the reduced effective timeframe of the project, lack of capacity to implement activities and project design issues (e.g. national activities piloted at *zoba* level, activities to be implemented on a long-term basis), several key activities were not completed but remain a high priority for the new SLM to be successful as they are part of the model. These include:

- (i) research activities with NARI/HAC to measure the impact of the new SLM model – with an already comprehensive baseline –,
- (ii) the upgrading of the extension package, integrating the new land tenure system with a clear forward view to replicate the model at national level,
- (iii) facilitate the adaptation of input service providers to the new SLM model,
- (iv) a knowledge management system at national level on the new SLM system through a multidisciplinary platform with an analytical capability to compile lessons learned and divulge them both upstream at political level to feed in policy decision takers (for policy/strategy development) and downstream at *zoba/sub-zoba* level (Administration and technical staff) to raise awareness of key implementers on the parameters to take into account when introducing the new SLM model,
- (v) possibly integrate proposal #3.3 to adopt a truly holistic approach to CHZ development,
- (vi) support to microfinance and input supply service providers (through either liberalisation of the input supply market or at least increasing the centralized supply).

4.2.4 *Best²² and worst²³ practices for addressing issues relating to relevance, performance, and success*

- / +++ **Design:** it is better to allocate funding at national/regional levels as per relevance of activities; for ground activities, it is most very effective to decentralise most of the funding.
- +++ **Design:** the project embraced a participatory approach (especially for ‘phase II’ villages): active farmers’ participation in land classification and the opportunity to provide advice to DoL land surveyors and guide them in land use mapping has been very beneficial to avoid ‘phase I’ village issues like inadequate land distribution (e.g. farmers receiving too low-fertility plots, requiring land redistribution adjustments).
- **Effectiveness:** there has been insufficient farmers’ follow-up on 58/1994 Land Proclamation after the land distribution process, which is somewhat frustrating the farmers; hence the need for better communication; in addition, there is no mechanism for farmers/administrators to report issues on land distribution (prior to bylaw effective enforcement).
- **effectiveness:** the absence of analysis when introducing specific/innovative IGAs activities (need for value chain analysis, “farming as a business” approach, market linkages support) has been detrimental to several key project results but did not significantly affect the overall project performance and objective achievement.
- /+++ **Implementation:** there is an urgent need to systematise full-time staff on project implementation (NPC) as for the full-time Site Manager assigned to the project.
- **Implementation:** a much more robust M&E system is required to effectively inform the IP and donor on project’s progress. In particular, the need for communicating expenditure per activity in annual progress reports should become an essential tool for analyzing the efficiency of resources allocation & actual project costing. It would also be an efficient tool for the IP to compare project costs and communicate on the best implementing approaches for similar types of activities.

²² +++

²³ ---

- +++ **Implementation:** the project has been very effective for on-the-ground delivery of activities under NIM as the modality is very straightforward at *sub-zoba* level. The Site Manager receives instructions for implementation and is only focussing on activity implementation, he has no involvement in financial processes; however, his input into project planning process should be also considered.
- +++ **Impact:** the combination of SWC and 58/1994 into a new SLM model is a major step forward to enhance food security and income generation and increase value for money of GoSE-sponsored land improvements.
- +++ **Impact:** the project has changed the mindset of farmers with the possibility of life-long land usufruct. They have been very quick to recognise the advantages with already visible results on the ground, such as well-developed land improvements. However, the new farming system will result in intensification: farmers have yet to adjust their cultivation/livestock raising practices and GoSE to provide support to accompany this transition.
- +++ **Sustainability:** there is qualitative evidence that life-long land usufruct is a key factor for environmental restoration of degraded (agro-) ecosystems and also potentially contributing to poverty alleviation through enhanced food production.

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Annex 1: Terms of Reference

UNDP/GEF TERMINAL EVALUATION TERMS OF REFERENCE

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the *Sustainable Land Management* (PIMS #2979.)

The essentials of the project to be evaluated are as follows:

PROJECT SUMMARY TABLE

Project Title:	Sustainable Land Management			
GEF Project ID:	50965		<i>at endorsement</i> <i>(Million US\$)</i>	<i>at completion</i> <i>(Million US\$)</i>
UNDP Project ID:	00063220	GEF financing:	1,820,000.00	
Country:	Eritrea	IA/EA own:	1,000,000.0	
Region:	Africa	Government:	250,000 (In kind)	
Focal Area:	Land Degradation	Other:	1,000,000.00	
FA Objectives, (OP/SP):		Total co-financing:	2,250,000	
Executing Agency:	UNDP	Total Project Cost:	4,070,000	
Other Partners involved:	MoLWE	ProDoc Signature (date project began):		27/08/2009
		(Operational) Closing Date:	Proposed: 31/12/2013	Actual: 31/12/2015

OBJECTIVE AND SCOPE

Background information and project summary:

Natural resources are central to the livelihoods of the Eritrean population with over 80% of the rural population being engaged in agricultural and natural resource related activities. In the Central Highland Ecological Zone, this dependence is particularly critical since approximately 65% of Eritrea’s total population lives there. However, severe land degradation which is arguably the most critical environmental problem facing the country has negatively affected agricultural production leading to increased vulnerability of local communities.

Although land degradation is prevalent throughout the country, it is particularly manifested in the central and northern highlands, with a degraded area covering 2.4 million hectares, constituting 19% of the total area of the country. This zone loses between 2 and 25 tons of soil per ha annually. The main direct causes of land degradation identified in Eritrea are: deforestation, unsustainable agriculture, overgrazing, insecure land tenure systems which act as a disincentive to

investing in sustainable practices, poorly coordinated land use planning and limited application of knowledge and technologies by farmers to enhance productivity. Additionally, capacity, knowledge and policy barriers have hindered application of sustainable land management in the country.

To address these challenges, the Government of the State of Eritrea in collaboration with UNDP, Global Environment Facility (GEF) and Norwegian Embassy developed the project Sustainable Land Management (SLM) which has been implemented from 2009 to December 2015. The project goal was to have “*Better managed land that provides the basis for ecosystems services and for meeting national development needs*”. This was to be achieved through provision of an enabling environment for sustainable land management (policy, capacity, knowledge, alternatives) necessary for adoption of SLM practices and alleviation of environmental degradation while improving livelihoods of the farming communities of the central highland zone. The design of the project was also in line with the objectives of the GEF Strategic Investment Program for SLM in Sub-Saharan Africa (SIP) and UNDAF. The project had four outcomes as summarized below:

Outcome 1: Replicable models of SLM are developed and representative communities use them to manage land in 28 villages of the central highland that are representative of the major agro-ecological zone for Central highlands, reducing the rate of land degradation. Outcome 1 was to be achieved through the following six outputs:

- *Sustainable models for improving agriculture, grazing lands and forested lands developed and piloted in 28 villages covering 140,000 ha and a suite of technologies made available.*
- *System of incentives and penalties are developed and applied at multiple levels to further the adoption of SLM practice.*
- *Regulations and standards for land redistribution of agricultural lands under the 1994 Land Proclamation are developed, approved and applied.*
- *Community-based, village-level land use planning and land redistribution methodologies are developed and piloted in 28 villages.*
- *Alternative income generating options piloted and linked to markets in 28 villages.*
- *Feedback from pilot villages used to finalize the SLM model, LUP and land redistribution methodologies and an integrated extension package to facilitate replication – potentially over 2 million ha. SLM extension package successfully replicated in adjacent sub-zobas in Zoba Maekel.*

Outcome 2: A system of knowledge management (KM) for SLM is developed and used to achieve SLM through mainstreaming of SLM principles into the regional and national development programs, projects, strategies, policies and legislation. Outcome 2 was to be achieved through the following 4 outputs:

- *Knowledge management (KM) network formed of institutions and projects concerned with SLM in the country.*
- *Capacity for research on SLM supported.*
- *SLM M&E established and linked to SLM country program and SIP.*
- *SLM is mainstreamed into relevant programmes, policies and legislation, and is integrated throughout development planning and budgeting processes.*

Outcome 3: Capacity for adoption of improved land management techniques and for upscaling to non-project areas provided at all levels: This outcome was to be achieved through the following 4 outputs:

- *Training programmes on SLM for different groups (farmers, land managers, technical officers) are available and training conducted (with a focus on pilot site).*
- *Extension package updated with SLM best practice provided and other relevant materials developed through KCAS successfully delivered to key target groups and intended impacts on awareness and skills base achieved.*

- *Service providers (example agricultural input suppliers, extension services, financial service providers) strengthened to provide effective and relevant SLM support to community level.*
- *SLM actions are linked to adaptation and mitigation measures.*

Outcome 4: Learning, evaluation, and adaptive management increased. Outcome 4 had the following 2 outputs:

- *Effective project management and implementation structures are established and function.*
- *Project M&E system established, adaptive planning takes place and project performance on track.*

The project was implemented through the National Execution (NEX) modality project with Central Region (Ministry of Agriculture) being the lead implementing partner. Other partners included: Ministry of Land, Water and Environment, Ministry of Agriculture, Ministry of Finance, Central regional Administration Office, National Agricultural Research Institute, Ministry of Energy and Mines (Energy Research and Training Centre), Toker Integrated Community Development (local NGO).

Objective and scope of the evaluation:

The overall objective of the Terminal Evaluation is to review the achievements made to deliver the specified objectives and outcomes of the Sustainable Land Management project. It will establish the effectiveness, efficiency, relevance, performance and success of the project, including the sustainability of results. The evaluation will also evaluate the strengths and weaknesses of project design, implementation, monitoring and adaptive management and sustainability of project outcomes, including the project exit strategy. The evaluation will also collate and analysespecific lessons and best practices pertaining to the strategies employed, and implementation arrangements, which may be utilized to inform future programming.

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

EVALUATION APPROACH AND METHOD

An overall approach and method²⁴ for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the [UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects](#). A set of questions covering each of these criteria have been drafted and are included with this TOR ([Annex C](#)) The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to *Sub-zoba Serejeka, Zoba Maekel location*, including project sites within *Toker catchment*. Interviews will be held with the following organizations and individuals at a minimum: UNDP Country Office, Ministry of Land, Water and Environment, Ministry of National Development, Ministry of Agriculture, Farmers/direct beneficiaries, *Zoba Maekel* and *Sub Zoba Serejeka* Administrations, UNCCD national focal point,)

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in [Annex B](#) of this Terms of Reference.

²⁴ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163

The project evaluation is to be undertaken in accordance with UN evaluation norms and policies and should embody a strong results-based orientation. It should be made clear that the evaluation team is responsible for revising the approach as necessary and present its methodological proposal as part of the inception report. Evaluation methods should be selected for their rigor in producing empirically based evidence to address the evaluation criteria, to respond to the evaluation questions, and to meet the objectives of the evaluation.

EVALUATION CRITERIA & RATINGS

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework (see [Annex A](#)), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: **relevance, effectiveness, efficiency, sustainability and impact**. Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in [Annex D](#).

Evaluation Ratings:			
1. Monitoring and Evaluation	rating	2. IA& EA Execution	rating
M&E design at entry		Quality of UNDP Implementation	
M&E Plan Implementation		Quality of Execution - Executing Agency	
Overall quality of M&E		Overall quality of Implementation / Execution	
3. Assessment of Outcomes	rating	4. Sustainability	rating
Relevance		Financial resources:	
Effectiveness		Socio-political:	
Efficiency		Institutional framework and governance:	
Overall Project Outcome Rating		Environmental :	
		Overall likelihood of sustainability:	

PROJECT FINANCE / COFINANCE

The Evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete the co-financing table below, which will be included in the terminal evaluation report.

Co-financing (type/source)	UNDP own financing (US\$)		Government (US\$)		Norway Government		Partner Agency (GEF) (US\$)		Total (US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Actual	Actual
Grants	958,000	958,000	0	0	1,000,000	1,000,000	1,820,000	1,820,000	3,778,000	3,778,000
Loans/Concessions										
In-kind support			250,000	250,000						
Other										
Totals	958,000	958,000	250,000	250,000	1,000,000	1,000,000	1,820,000	1,820,000	4,028,000	4,028,000

MAINSTREAMING

UNDP supported GEF financed projects are key components in UNDP country programming, as well as regional and global programmes. The evaluation will assess the extent to which the project was successfully mainstreamed with

other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.

IMPACT

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.²⁵

CONCLUSIONS, RECOMMENDATIONS & LESSONS

The evaluation report must include a chapter providing a set of **conclusions, recommendations** and **lessons**.

Findings and Conclusions

In addition to a descriptive assessment, all criteria below should be rated using the following divisions: Highly Satisfactory, Satisfactory, Marginally Satisfactory and Unsatisfactory.

Project Formulation

Conceptualization/Design. This should assess the approach used in design and an appreciation of the appropriateness of problem conceptualization and whether the selected intervention strategy addressed the root causes and principal threats in the project area. It should also include an assessment of the logical framework and whether the different project components and activities proposed to achieve the objective were appropriate, viable and responded to contextual institutional, legal and regulatory settings of the project. It should also assess the indicators defined for guiding implementation and measurement of achievement and whether lessons from other relevant projects (e.g., same focal area) were incorporated into project design.

Country-ownership/Driveness. Assess the extent to which the project idea/conceptualization had its origin within national, sectoral and development plans and focuses on national environment and development interests.

Stakeholder participation. Assess information dissemination, consultation, and “stakeholder” participation in all stages of project design and implementation.

Replication approach. Determine the ways in which lessons and experiences coming out of the project were/are to be replicated or scaled up in the design and implementation of other projects (this also related to actual practices

Project Implementation

Implementation Approach. This should include assessments of the following aspects:

- I. The use of the logical framework as a management tool during implementation and any changes made to this as a response to changing conditions and/or feedback from M&E activities if required.
- II. Other elements that indicate adaptive management such as comprehensive and realistic work plans routinely developed that reflect adaptive management and/or. Changes in management arrangements to enhance implementation.
- III. The project's use/establishment of electronic information technologies to support implementation, participation and monitoring, as well as other project activities.
- IV. The general operational relationships between the institutions involved and others and how these relationships have contributed to effective implementation and achievement of project objectives.
- V. Technical capacities associated with the project and their role in project development, management and achievements.

²⁵A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROTI) method developed by the GEF Evaluation Office: [ROTI Handbook 2009](#)

Monitoring and evaluation. Including an assessment as to whether there has been adequate periodic oversight of activities during implementation to establish the extent to which inputs, work schedules, other required actions and outputs are proceeding according to plan; whether formal evaluations have been held and whether action has been taken on the results of this monitoring oversight and evaluation reports.

Stakeholder participation. This should include assessments of the mechanisms for information dissemination in project implementation and the extent of stakeholder participation in management, emphasizing the following:

- I. The production and dissemination of information generated by the project.
- II. Local resource users’ participation in project implementation and decision making and an analysis of the strengths and weaknesses of the approach adopted by the project in this arena.
- III. The establishment of partnerships and collaborative relationships developed by the project with local, national and international entities and the effects they have had on project implementation.
- IV. Involvement of governmental institutions in project implementation, the extent of governmental support of the project.

Financial Planning: Including an assessment of:

- I. The actual project cost by objectives, outputs, activities
- II. The cost-effectiveness of achievements
- III. Financial management (including disbursement issues)
- IV. Co-financing

Sustainability. Extent to which the benefits of the project will continue, within or outside the project domain, after it has come to an end. Relevant factors include for example: development of a sustainability strategy, establishment of financial and economic instruments and mechanisms, mainstreaming project objectives into the economy or community production activities.

Execution and implementation modalities. This should consider the effectiveness of the UNDP counterpart and Project Co-ordination Unit participation in selection, recruitment, assignment of experts, consultants and national counterpart staff members and in the definition of tasks and responsibilities; quantity, quality and timeliness of inputs for the project with respect to execution responsibilities, enactment of necessary legislation and budgetary provisions and extent to which these may have affected implementation and sustainability of the Project; quality and timeliness of inputs by UNDP and Government of State of Eritrea and other parties responsible for providing inputs to the project.

Results

Attainment of Outcomes/ Achievement of objectives: Including a description and rating of the extent to which the project’s objectives (environmental and developmental) were achieved using Highly Satisfactory, Satisfactory, Marginally Satisfactory, and Unsatisfactory ratings. If the project did not establish a baseline (initial conditions), the evaluators should seek to determine it through the use of special methodologies so that achievements, results and impacts can be properly established.

This section should also include reviews of the following:

Sustainability: Including an appreciation of the extent to which benefits continue, within or outside the project domain after GEF assistance/external assistance in this phase has come to an end.

Other aspects to assess in the review of Project formulation approaches would be UNDP comparative advantage as IA for this project; the consideration of linkages between projects and other interventions within the sector and the definition of clear and appropriate management arrangements at the design stage.

Recommendations

- Corrective actions for the design, implementation, monitoring and evaluation of the project

- Actions to follow up or reinforce initial benefits from the project
- Proposals for future directions underlining main objectives

Lessons learned

This should highlight the best and worst practices in addressing issues relating to relevance, performance and success.

IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation resides with the UNDP CO in **Eritrea**. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

EVALUATION TIMEFRAME

The total duration of the evaluation will be 25 days according to the following plan:

Activity	Timing	Completion Date
Preparation	3 days (<i>recommended: 2-4</i>)	<i>date</i>
Evaluation Mission	12 days (<i>r: 7-15</i>)	<i>date</i>
Draft Evaluation Report	8 days (<i>r: 5-10</i>)	<i>date</i>
Final Report	2 days (<i>r: 1-2</i>)	<i>date</i>

EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following:

Deliverable	Content	Timing	Responsibilities
Inception Report	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission.	Evaluator submits to UNDP CO
Presentation	Initial Findings	End of evaluation mission	To project management, UNDP CO
Draft Final Report	Full report, (per annexed template) with annexes	Within 3 weeks of the evaluation mission	Sent to CO, reviewed by RTA, PCU, GEF OFPs
Final Report*	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to CO for uploading to UNDP ERC.

*When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report.

TEAM COMPOSITION

The evaluation team will be composed of one international consultant who will be the team leader for the evaluation and one national consultant. The consultants shall have prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage. The evaluators selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities. The Team Leader will be responsible for overall coordination of the evaluation team, and have overall responsibility for the quality and timely submission of the final evaluation report to UNDP.

The team leader will perform the following tasks:

- Lead and manage the evaluation mission;
- Assume overall leadership and responsibility for the analysis, quality and timely submission of the final report to the UNDP Country Office;
- Desk review of documents, development of draft methodology, detailed work plan and Evaluation matrix/outline;
- Briefing with UNDP, agreement on the evaluation scope, methodology and approach, including the methods for data collection and analysis; and outline of the Evaluation report;
- Prepare, finalize, and lead the presentation of the inception report;
- Decide the work specification for members of the evaluation team; ensure efficient division of tasks between the mission members;
- Interviews with project implementing partners, relevant government bodies, experts, beneficiaries and donor representatives;
- Field visit to the project sites and conduct interviews with local stakeholders;
- Elaboration of a summary key findings based on interviews and site visits performed;
- Debriefing with UNDP and project implementing partners;
- Conduct the evaluation in accordance with the proposed objective and scope of the evaluation and UNDP evaluation guidelines;
- Development and submission of the first evaluation report draft. The draft will be shared with the UNDP CO, and key project stakeholders for review and commenting;
- Present draft findings in the stakeholder workshop;

- Finalization and submission of the final Evaluation report through incorporating suggestions received on the draft report;
- Finalize the entire evaluation report and lessons learned report in English and submit it to UNDP CO Eritrea.

Required Qualifications of the Team leader:

- Minimum MSc. degree in natural resource, environment and sustainable development, environmental science or related fields;
- Minimum 8 years of relevant professional experience;
- Excellent technical knowledge of Sustainable Land Management;
- Knowledge of UNDP and GEF procedures and policies;
- Previous experience with results-based monitoring and evaluation methodologies;
- Previous experience in conducting evaluation and programme reviews, especially in developing countries;
- Proven experience in Results-Based Management (RBM) and good understanding of gender mainstreaming into programmes/projects;
- Experience working with a wide range of institutions/organizations, including high-level government, UN agencies, and civil society;
- Excellent knowledge and experience of development issues including the MDGs, poverty reduction, environment and sustainable development, gender equity, gender mainstreaming in development.

Competency requirements of the Team leader

- Good analytical and strategic thinking skills;
- Extensive knowledge of qualitative and quantitative evaluation methods;
- Proven knowledge of evaluation methods;
- Sound knowledge of results-based management systems, and monitoring and evaluation methodologies; including experience in applying SMART indicators;
- Strong working knowledge of the UN and its mandate region, and more specifically the work of UNDP in support of Environment and Sustainable Development initiatives in the region;
- Excellent inter-personal, communication, and teamwork skills;
- Ability to meet tight deadlines;
- Excellent written and spoken English and presentational capacities

The national consultant will undertake the following tasks

- Mobilize documents, collect background materials;
- Actively participate in desk review of documents, development of draft methodology, detailed work plan and Evaluation outline;
- Actively participate in preparation and presentation of the inception report;
- Facilitate meetings with sector ministries and other national stakeholders;
- Assistance to international consultant in conducting interviews with project implementing partners; relevant government bodies, experts, beneficiaries and donor representatives;
- Arrange field visits and assistance to the international consultant in conducting interviews with relevant local stakeholders at project sites, provision of interpretation,
- Assistance to international consultant in conducting the evaluation in accordance with the proposed objective and scope of the evaluation;
- Assist the International Consultant in elaboration of a summary matrix of the project implementation key findings based on interviews and site visits performed;
- Participation in debriefings with UNDP CO representatives;

- Assistance to the International Consultant in developing the first draft of the Evaluation report. The draft will be shared with the UNDP and key project stakeholders for review and commenting;
- Actively participate in drafting related parts of the evaluation report ;
- Actively participate in conducting the analysis of the evaluation report;
- Assist the Team Leader in finalizing the draft evaluation report through incorporating suggestions received.

Required Qualifications of the National Consultant

- MSc. degree in natural resource, environment and sustainable development, environmental science or related fields;
- At least 5 years of work experience in the area of sustainable development and environmental management in Eritrea;
- Sound knowledge and understanding of the social, economic and environmental management/challenges in Eritrea;
- Previous experience in conducting evaluation and programme reviews;
- Familiarity with the UN system;
- Very good knowledge and experience of development issues including the MDGs, poverty reduction; environment and sustainable development, gender equity, gender mainstreaming in development;
- Experience in Results-Based Management (RBM) and understanding of gender mainstreaming into programmes/projects.

Competency requirements of the National Consultant

- Good analytical and strategic thinking skills
- Excellent inter-personal, communication, and teamwork skills
- Excellent written and spoken English and presentational capacities
- Extensive knowledge of qualitative and quantitative evaluation methods
- Ability to meet tight deadlines
- Excellent oral and written communications skills in English, especially in drafting and editing reports

EVALUATOR ETHICS

Evaluation consultants will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex E) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the [UNEG 'Ethical Guidelines for Evaluations'](#)

PAYMENT MODALITIES AND SPECIFICATIONS

(this payment schedule is indicative, to be filled in by the CO and UNDP GEF Technical Adviser based on their standard procurement procedures)

%	Milestone
10%	At contract signing
40%	Following submission and approval of the 1ST draft terminal evaluation report
50%	Following submission and approval (UNDP-CO and UNDP RTA) of the final terminal evaluation report

APPLICATION PROCESS

Applicants are requested to apply online (indicate the site, such as <http://jobs.undp.org>, etc.) by (date). Individual consultants are invited to submit applications together with their CV for these positions. The application should contain a current and complete C.V. in English with indication of the e-mail and phone contact. Shortlisted candidates will be requested to submit a price offer indicating the total cost of the assignment (including daily fee, per diem and travel costs).

UNDP applies a fair and transparent selection process that will take into account the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

Annex 2: Detailed methodology

As indicated in section 1 of this report, the terminal evaluation was carried out following UNDP evaluation policy and Guidance for conducting a terminal evaluation of UNDP-Supported, GEF-financed projects. In this context, the evaluation team used a participatory and consultative approach that ensures close engagement with government counterparts, in particular, the GEF operational focal point, UNDP Country Office, project team, governmental institutions and key stakeholders.

Both consultants applied qualitative and quantitative methods; which include the review of key documents and literature, consultation and interview of stakeholders, and conducting field missions to project sites.

(i) *Review of Relevant Documents, Literature, and Secondary Data:*

The national and international evaluators reviewed relevant documents found necessary for evaluating the project. In this context, the evaluators reviewed all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluators considered useful for this evidence-based assessment of the project. The list of documents received is presented in Annex 7.

The review of relevant documents helped the evaluators to best understand the project implementation arrangements, financial management system, and monitoring and evaluation methods designed and put in place. It also helped to gather important monitoring and performance data that was used to measure and rate the achievement recorded towards the planned results.

(ii) *Consultation and Interview of Stakeholders:*

The evaluation team conducted consultations with and interviews of stakeholders at national level which included government counterparts, experts and/or officials from Ministry of Land, Water and Environment, Ministry of Agriculture and both their corresponding departments at *zoba/sub-zoba* levels, Ministry of National Development, GEF operational focal point, UNDP Country Office, project’s team and other key stakeholders. The consultation and interview of key stakeholders enabled the evaluators to best capture project progress and status in achieving the planned results of the project.

The interviews were conducted in 2 phases (field trip to *Serejeka sub-zoba* in-between):

- 1st round of interviews and review of remaining documents
- 2nd round of interviews

Evaluation questions related to relevance, effectiveness, efficiency, sustainability and impact as proposed in the ToRs were updated and utilised to cover all dimensions of the activities planned and implemented by the project. Annex 8 presents the proposed evaluation matrix as per 5 evaluation criteria.

(iii) *Conduct Field Mission to Project Sites*

The evaluators carried out a field mission to *Serejeka sub-zoba*; the purpose was to assess the main outcomes of the project and its impact on the final beneficiaries.

The evaluators consulted and interviewed project site project staff, government officials, and community beneficiaries on the performance of the project and achievement of the planned results:

- Estimate the % decrease of degraded lands in selected visited areas
- Estimate the hectares under new land tenure & number of covered villages
- Assess through sampling the population directly benefitting from the programme and the increase in income out of poverty
- Assess the % increase of land under new SLM
- Review the ratio IGA / agricultural income for sampled beneficiaries and the relevance/effectiveness& impact on environment of IGAs
- Estimate the n° of HH benefitting from the Land Proclamation
- Interview sampled stakeholders (administrations, local groups, final beneficiaries), assess their knowledge in SLM and evaluate the level of engagement of SLM platform members and the level of operationalisation of these platforms
- Review of incorporation of SLM principles into local policies, strategies, work plans
- Review of newly allocated Government resources for SLM activities and annual budget increase for CSSAP
- Estimate the number of people applying the extension packages
- Assess relevant SLM relevant carbon financed projects

This meant the following interviews:

- Sectoral Departments in Maekel *zoba* including final villages selection
- Sectoral Departments in *Serejeka sub-zoba* and administration
- 6 villages selected out of 28 (mix of villages with representative activities)
 - o Sampled final beneficiaries (gender-based)
 - o Local SLM platforms
 - o Local village authorities and committees
 - o Any village asset *in-visu* review
 - o IGA executives/beneficiaries and members

The list of stakeholders and persons interviewed during the terminal evaluation mission is presented in Annex 6. See Annex 5 for details of terminal evaluation mission itineraries.

(iv) Synthesis and Rating Project Performance

Activities and results of the project were evaluated for their relevance, effectiveness, efficiency, sustainability and impact, based on the expectations set out in the Project Logical Framework/Result Framework. Ratings were carried out towards the performance criteria: monitoring and evaluation, IA & EA Execution, Assessment of Outcomes, and Sustainability. The obligatory rating scales proposed in the TOR were fully considered.

Furthermore, the evaluators assessed the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data were obtained from implementers, including annual expenditures. Variances between planned and actual expenditures were assessed and explained. Results from recent financial audits, as available, were considered.

The initial review of project findings was conducted in Asmara with a PPT presentation.

(v) *Reporting*

Based on synthesis and rating of project performance, the evaluators prepared and produced a draft and final evaluation reports as per the report outline proposed in the TOR.

Annex 3: Field Interview Guides and Questionnaires

Questionnaire for (sub-)zoba staff / institutional beneficiaries

Overall Impact in (sub)zoba

- Estimate the % decrease of degraded lands in selected visited areas (or how do you assess reduction of degraded lands / indirectly: planned /actual n° of *megogo*, area of SLM practices, areas of timber/orchard replanting, dams...) // assess actual impact
- Estimate the hectares under new land tenure & number of covered villages
- Estimate the number of people applying the extension packages // training, awareness raising...
- GoSE contributions in *sub-zoba* on SLM since new land tenure

IGAs

- Review the ratio IGA / agricultural income for sampled beneficiaries
- Relevance/effectiveness& impact on environment of IGAs
- Estimate the n° of HH benefitting from the Land Proclamation

SLM platform members

- evaluate the level of engagement of SLM platform members and the level of operationalisation of these platforms
- assess their knowledge in SLM

Mainstreaming

- Incorporation of SLM into Dept. work plans
- Review of incorporation of SLM principles into local policies, strategies, work plans
- Review of newly allocated Government resources for SLM activities and annual budget increase for CSSAP
- Assess relevant SLM relevant carbon financed projects

Communication

- Outreach of SLM in non-project areas
- Outreach of communication strategy

Questionnaire for Land Committee

- What is the objective/role of the committee?

Before /after 1994 land proclamation application

- Do you have a LUP / pls. show
- Explain how you defined land classes/difficulties in designing LUP
- Have you ever applied the 2010 bylaws? (incentives and penalties)

Land allocation – equity / gender / HH variations

- What are the difference between before/after new land tenure system
- How is land allocation done?
- How is equity maintained / gender-balanced?
- How to account for HH variations?

Support from GoSE received

- Number and kind of training on new land allocation system (explain usefulness/added value)

Potential impact& sustainability

- Explain the advantages/limitations of new land tenure system
 - Land degradation situation (erosion)
 - Deforestation trend
- List the challenges you are facing with the new land allocation system
- What are your plans for the future to overcome these challenges

Questionnaire for farmers

New land allocation system

- Did you benefit from new land tenure system – since when
- What are the differences between previous and new land tenure system? Advantages / disadvantages?
- Estimate the hectares under new land tenure: what acreage? Which land class?
- In newly allocated land: what do you do differently from last land tenure cycle? (land improvement, land management, cropping cycles, new crops... (to check if apply extension package application?)
- What would / do you do by yourself to maximise the benefits of your production since new allocation system?
- WOMEN: did you benefit equally (inclusivity) from this new land distribution system from men?
- WOMEN: did you receive megogo within the project? What are the advantages? (collect fuelwood, dung preparation, house environment)

Project support - training participation and assess their knowledge in SLM

- In-kind / support received (kinds of materials/livestock, input, stoves...)
- Did you receive advice from extension officers? How often / when was last time? (frequency or interval last 2 visits, purpose of last visit, issue resolved? Y/N)
- Number and kind of training (explain usefulness/added value)
- What advice/technique / asset do you implement/is most advantageous

Income generating activities

- What IGA are you engaged in since new land tenure system (individual woodlot/beekeeping ...)
- Is your income more or less than before new land tenure system?
- What do you do with added income if any?

- Have you heard of nearby village people adopting your agricultural / IGA techniques? Y/N
If yes, did they know about it / what aspects were they interested in?

- List the challenges you are facing with the activity supported by the project
- What are your plans for the future to sustain your activities / increase your income?

Annex 4: Project progress towards outcomes and outputs

Outcome/Output	Planned Results/Activities	Achievement ²⁶	%achievement	Variation
Outcome 1: Replicable models of SLM are developed and representative communities use them to manage land in 28 villages of the central highlands that are representative of the major agro-ecological zone for Central Highlands reducing the rate of land degradation				
Output 1.1: Sustainable models for agriculture, grazing lands, and forested lands developed and piloted in more than 28 villages covering 140,000 ha	Identify capacity and training needs	% increase in land (ha) under new SLM: 10.833ha covered <i>Sub-zoba</i> covered by land use maps / plans	100% of <i>Serejeka</i> villages / area with land use maps	The project took the option of introducing the new land tenure system in 2 steps; 5 villages first and the remaining 23 afterwards; the remaining timeframe was too short to finalise the land distribution by project's end; it is under way still at TE stage
Output 1.2: Systems of incentives and penalties are developed and applied at multiple levels to further the adoption of SLM practices	Develop regulations and by-laws or other incentives and disincentives systems to support the adoption of SLM practices	Land classification and screening achieved; distribution still to be completed in the remaining 23 villages	20% of <i>Serejeka</i> villages under new SLM model	
Output 1.3: Regulations and standards for land redistribution of agricultural lands under the 1994 Land Proclamation are developed, approved and applied	Coordinate relevant institutions and develop regulations and standard for land redistribution	Ratio of source of income in the 28 pilot villages: agricultural/other source of income	Unable to assess quantitatively	
Output 1.4: Community-based, village-level land use planning and land redistribution methodologies are developed and piloted in more than 28 villages	Facilitate the development of CLUP through training, technical support and use CLUP for land redistribution and document lessons learned	Some evidence of income generation through reforestation activities (timber); no evidence of meaningful income generation through orchard and bee keeping		
Output 1.5: Alternative income generating options piloted and linked to markets in more than 28 villages	Identify alternative IGAs and create linkages with SLM; promote awareness, facilitate study and document lessons learned for KMN	Poverty reduction of farmers:		
Output 1.6: Feedback from pilot villages used to finalize the SLM model, LUP and land redistribution methodologies and an integrated extension package to facilitate replication –	Finalise SLM documentation, develop extension package development strategy and facilitate	Impact indicator not relevant; unable to assess; however, there are indications that the population will likely benefit from the project		

²⁶ The TE team did not have access to any but one progress / annual report; hence it was not possible to assess the results per output; the team used the APIR.

Outcome/Output	Planned Results/Activities	Achievement ²⁶	%achievement	Variation
potentially over 2 million ha; SLM extension package successfully replicated in adjacent <i>sub-zobas</i> in <i>Zoba Maekel</i>	mainstreaming SLM and replication	results through increased income generation HH benefitting from Land Proclamation All <i>sub-zoba</i> HH are benefiting from the new land tenure system	200%	
Outcome 2: A system of knowledge management (KM) for SLM is developed and used to achieve SLM through mainstreaming of SLM principles into the regional and national development programs, projects, strategies, policies and legislation				
Output 2.1: Knowledge management (KM) network formed of institutions and projects concerned with SLM in the country	Establish KM network based on Sustainable Land management Forum, develop KM programme as a KCAS through a SLM information management system at <i>Zoba Maekel</i> level and conduct awareness on 1994 Land Proclamation	Increased knowledge about SLM practices amongst key stakeholders / SLM platform members All extension personnel trained and a variety of MoA staff / MoLWE involved in the land distribution and mapping	100%	
Output 2.2: Capacity for research on SLM supported	Develop demand-driven capacity building programme on SLM in order to develop an SLM research strategy, develop local-level research strategy through Farmers' Action research programme, train extension personnel and develop an SLM training course for agricultural colleges, liaise with international centres on SLM and organise an international conference on SLM	Extensive awareness raising sessions conducted for farmers Coordinated SLM KMS platform operational No SLM platform operational Evidence of successful SLM mainstreaming in key policies	No quantitative data 0% 0%	National level issue that the <i>zoba</i> staff had little influence on SLM is already mainstreamed into current policies; however, the new SLM model is still being assessed and might not be mainstreamed until there is better knowledge of its impact
Output 2.3: SLM M&E established and linked to SLM country program and SIP	Develop SLM M&E methodology, establish baseline and upscale SLM M&E to national level through SLM country programme			
Output 2.4: SLM is mainstreamed into relevant programs, policies, and legislation, and is integrated throughout development planning and budgeting processes	Support through KCAS support to decision makers at <i>sub-zoba</i> level, implement capacity support & awareness program in CHZ for SLM integration at (sub-)zoba	Zoba and sub-zoba budgets include allocations for replication / adoption of SLM models to new villages	0%	

Outcome/Output	Planned Results/Activities	Achievement ²⁶	%achievement	Variation
	levels, establish roundtables to discuss relevant SLM issues, draft a study on SLM integration into new land use policy and prepare action plan for SLM mainstreaming into new land use policy	GoSE is routinely investing in SLM activities (check dams, catchment treatment, afforestation and SWC)		There is no evidence of systematic integration of the new land tenure system as part of new SLM activities outside the project area ; one outstanding exception is the inclusion of the new SLM model in a GEF project due to be implemented shortly
Outcome 3: Capacity building programs and adaptive management systems are developed at all levels for improved governance of SLM, particularly enabling grass-root community to implement improved SLM				
Output 3.1: Training programs on SLM for different groups (farmers, land managers, technical officers) available and training conducted (with a focus on pilot site)	Capacity assessment for regional and national level stakeholders Capacity support strategy and action plan (CSSAP) developed and implemented	% of annual increase in budget available for implementation Capacity Support Strategy and Action plan (CSSAP) Local communities Organisational system on forestry, enclosures, water and irrigation; by-laws adopted	Completed	
Output 3.2: Extension package updated with SLM best practice provided and other relevant materials developed through KCAS successfully delivered to key target groups and intended impacts on awareness and skills base achieved	Implement CKAS strategy, develop material targeted towards decision-makers, implement pilot-sites visits to establish exchanges & awareness baseline	Ratio of US\$ leveraged through SLM relevant carbon finance projects and reinvest them into CCA activities in project area No evidence of CC project; however, several activities are contributing to CCA (e.g. megogo installation, 2.8 million trees planted)		
Output 3.3: Service providers (incl. e.g. agricultural input suppliers, extension services, financial service providers) strengthened to provide effective and relevant SLM support to community level	Establish dialogue platform, strengthen input providers to provide SLM technologies and financial services providers to promote enabling conditions (banking & rural finance facilities, microcredit programmes)			
Output 3.4: SLM actions linked to adaptation and mitigation measures	Develop and implement an SLM climate change strategy, developing a climate change adaptation plan for the project and develop SLM carbon finance projects			
			Partly completed	

Outcome/Output	Planned Results/Activities	Achievement ²⁶	%achievement	Variation
Outcome 4: Learning, evaluation and adaptive management increased				
Output 4.1 Effective project management and implementation structures are established and function	Establish PCU, steering committee, develop work plan, establish a liaison group for SLM stakeholders to coordinate activities and manage project	Level of performance score achieved for scheduled interventions Unable to assess While the implementation and management structures are put in place, the M&E has been characterised by several limitations in terms of monitoring	Low / medium	
Output 4.2 Project M&E system established, adaptive planning takes place and project performance on track	Develop work plan in line with M&E plan, endorse it and implement M&E schedule as agreed			

Overall Project Outcome RATING: XXXXX(X)

Annex 5: Mission Itinerary and Sites Visited

Date	Tasks/Activities Performed
TU 30/08	Mr. Solomon Gebreyohannes & Mr. Adam Habteab, UNDP/ISDU
WE 31/08	<ul style="list-style-type: none"> • Initial mission briefing: Mr. Mogos Woldeyohannes, DG-DoE/MoLWE, Ms Astier Redaizghi, DoE, Mr. Aman Saleh, DoE - MoLWE, Mr. Kibrom Asmerom, DoE – MoLWE, Mr. Solomon Gebrahjohannes & Mr. Adam Habteab, UNDP/ISDU • UNDP briefing: Mrs. Rose K. Ssebatindira, DRR, Mr. Aden Ali, Operations Manager, Mr. Kebreab Gebremichael, PSMU, Mr. Solomon Gebreyohannes & Mr. Adam Habteab, UNDP/ISDU • Mr. Abraham Daniel, Project Coordinator
FR 02/09	<ul style="list-style-type: none"> • Mr. Afewerki Tesfay, Zebib Habtom & Samson Beyene DG-MoND • Mr. Solomon Gebreyohannes & Mr. Adam Habteab, UNDP Inclusive Development Unit team • Mr. Zerit Tewoldeberhan, Chief Executive Officer – <i>Zoba Maekel</i> • Mr. Mebrahtu Iyassu, DG-DoW/MoLWE
MO 05/09	<ul style="list-style-type: none"> • Mr. Yemane Abbay, DG-Dept. of Land & Agriculture <i>Zoba Maekel</i> & his team • Steering Committee members • Mr. Tsegay Tamerat, DG-DoL/MoLWE • Mr. Abraham Daniel, Project Coordinator
TU 06/09	<ul style="list-style-type: none"> • Visit reforested project area • Mr. Tesfu Fissehatzion, <i>Sub-zoba Serejeka</i> Administrator and Chair of the Implementation Committee at the <i>sub-zoba</i> • Mr. Dawit Mebrahtu, Head of <i>sub-zoba</i> MoA & Project Site Manager, Vice Administrator <i>sub-zoba</i> & Economic Affairs <i>sub-zoba</i>
WE 07/09	<p>Taireshi Village: Interviews and discussion with</p> <ul style="list-style-type: none"> • Village administrator and Finance officer • Land Committee • Beneficiaries from new land tenure system, SWC • Women association members <p>Serejeka: 2nd meeting Mr. Dawit Mebrahtu, Head of <i>sub-zoba</i> MoA & Project Site Manager</p>
TH 08/09	<p>Mount Aytabr, visit of State Demo Farm for orchard</p> <p>Guritat and Hayelo Villages: Interviews and discussion with</p> <ul style="list-style-type: none"> • Village administrator and Finance officer • Land Committee • Beneficiaries from new land tenure system, SWC • Women association members

	<ul style="list-style-type: none"> • Extension officer
FR 09/09	<p>Dekseb and Weki Villages: Interviews and discussion with</p> <ul style="list-style-type: none"> • Village administrator • Land Committee • Beneficiaries from new land tenure system, SWC <p>Serejeka: 3rd meeting Mr. Dawit Mebrahtu, Head of <i>sub-zoba</i> MoA & Project Site Manager</p> <p>Asmara: 3rd meeting with Mr. Abraham Daniel, Project Coordinator</p>
SA 10/09 – MO 12/09	Desk work
TU 13/09	<ul style="list-style-type: none"> • Mr. Huruy, DG Extension, MoA • Mr. Solomon Gebreyohannes UNDP/ISDU • Mr. Abraham Daniel, Project Coordinator
WE 14/09	<p>Embaderho Village: Interviews and discussion with</p> <ul style="list-style-type: none"> • Village administrator • Land Committee • Beneficiaries from new land tenure system, SWC <p>Tsihaflam Village: Interviews and discussion with</p> <ul style="list-style-type: none"> • Village administrator • Land Committee • Beneficiaries from new land tenure system, SWC • Women association members
TH 15/09	<ul style="list-style-type: none"> • Mr. Adam Habteab, UNDP/ISDU
FR 16/09	<ul style="list-style-type: none"> • Debriefing : PPT & progress report, discussion of findings / recommendations • <i>Zoba Maekel</i> Finance officer, member of the Steering Committee
SA 17/09	<ul style="list-style-type: none"> • Interview with Dr. Iyasu Ghebretatios, Director, NARI, MoA
MO 19/09	<ul style="list-style-type: none"> • 2nd meeting with Mr. Tsegay Tamerat, DG-DoL/MoLWE • Preliminary findings report to stakeholders <ul style="list-style-type: none"> • Mr. Solomon Gebreyohannes, UNDP/ISDU • Mr. Adam Habteab, UNDP/ISDU • Mr. Aman Saleh, DoE – MoLWE • Mrs. Kibrom Asmerom, DoE – MoLWE • Mr. Dawit Mebrahtu, Head of <i>sub-zoba</i> MoA & Project Site Manager • Mr. Michael Berhane, MoA HQ • Mr. Kisun Habtemariam, MoND • Mr. Tseggai Teamrat, MoLWE • Mr. Woldeamlak Araia, HAC • Mr. Erdama Adhama, MoND • Mr. Astier Redaezghi, DoE – MoLWE • Mr. Yemane Abbay, <i>Zoba Maekel</i> • Mr. Mogos Woldeyohannes, DG-DoE/MoLWE • Mr. Mebrahtu Iyassu, DoW – MoLWE • Mr. Egrom Kylemorwan, DoE – MoLWE
WE 21/09	<ul style="list-style-type: none"> • Mrs. Phemo Karen Kgomotso, GEF Regional Advisor (Addis Ababa)

Annex 6: List of Persons Consulted

	Name	Place	Responsibility
1.	Mogos Woldeyohannes	Asmara	DG, Department of Environment, MoLWE and GEF Focal Point for Eritrea
2.	Aman Salih	Asmara	GEF, Coordination unit, DoE. MoLWE
3.	Astier Redaizghi	Asmara	DoE, M & E
4.	Adam Habteab	Asmara	UNDP
5.	Solomon Gebreyohannes	Asmara	UNDP
6.	Abraham Daniel	Asmara	Project Coordinator
7.	Zerit Teweldebrhan	Asmara	CEO, <i>Zoba Maekel</i>
8.	Afewerki Tesfay	Asmara	Director of the Office of the Minister, MoND
9.	Zebib Habtom	Asmara	UN support program officer
10.	Samsom Beyan	Asmara	UN support program officer
11.	Mebrahtu Iyassu	Asmara	DG, Department of Water, MLWE
12.	Yemane Abbay	Asmara	DG, Department of Land and Agriculture, <i>Zoba Maekel</i> , and Chairperson of the Project Steering Committee
13.	Tesgay Teamrat	Asmara	DG, Department of Land, MoLWE
14.	Tesfu Fessehatsion	<i>Serejeka</i>	<i>Sub-zoba Serejeka</i> Administrator and Chairperson of the Implementation Committee
15.	Dawit Mebrahtu	<i>Serejeka</i>	Head of <i>Sub-zoba Serejeka</i> MoA, and Project Site Manager
16.	Kiflemariam Ghebremeskel	<i>Serejeka</i>	Vice Administrator of <i>Sub-zoba Serejeka</i>
17.	Berhane Kifle	<i>Serejeka</i>	Head of Economic Unit <i>Sub-zoba Serejeka</i>
18.	Mussie Eyob	Taireshi	Administrator of Taireshi and Una Nalay Villages
19.	Frezghi Tekle	Taireshi	LC Member
20.	Maricos Ghebrezabher	Taireshi	LC Member
21.	Tesfaldet Ghbrehiwet	Taireshi	LC Member
22.	Yemane Kibreab	Taireshi	LC Chairperson
23.	Mihret Teklehaimanot	Taireshi	NUEW Chair
24.	Tewelde Gebeye	Taireshi	Finance Officer
25.	Selamawit Ghebrehiwet	Taireshi	Social Affairs
26.	Malake Haileab	Guritat and Hayelo	Administrator of Guritat and Hayelo
27.	Focus Group Discussants 1	Guritat	LC Members (Nurhussain Said, Eyob Fessehaye, Salih Adem, Mohammed Berih, Amna Abdella, Ghidey Araia), Tesfazghi Ghebrehiwet (previous administrator)
28.	Focus Group Discussants 2	Guritat	Beneficiary farmers (Ainalem, Giorgio, Andebrhan, Maekel),
29.	Focus Group Discussants 3	Guritat	Women beneficiaries (Asma (NUEW Chair), Medina Jafer(FHH), Hagosa Hiwet (FHH),
30.	Focus Group Discussants 4	Guritat	Extension Officer (Abdulkerim),

31.	Focus Group Discussants 5	Hayelo	LC Members (Mehari Ghebrehiwet, Tesfai Abrhe, Abdelkadir Hamid, Bokretsion Hailemichael, Ogbay Ghebreyesus)
32.	Mussie Tesfaslassie	Dekseb	Administrator of Dekseb Village
33.	Focus Group Discussants 6	Dekseb	LC Members (Hagos Abrhe, Fessehatsion Teklegiorgis, Letekidan Afena),
34.	Focus Group Discussants 7	Dekseb	Beneficiary farmers (Yasin Idris Amer, Alula Andom, Teklezghi Haileab)
35.	Misghina Andai	Weki	Administrator of Weki
36.	Focus Group Discussants 9	Weki	LC Members (Misghina Ghebreslasie, Azieb Teklegiorgis, Luul Teklai)
37.	Focus Group Discussants 10	Weki	Beneficiary farmers (Tsehaye Teklehaimanot, Tsigehans Hibir)
38.	Focus Group Discussants 11	Weki	Women beneficiaries (Zewdi Ghebremeskel, Rahwa Teklezghi)
39.	Habtom Tesfamichael	Embaderho	Administrator of Embaderho Village
40.	Teklit Berhe	Embaderho	Vice Administrator Embaderho Village
41.	Focus Group Discussants 12	Embaderho	LC Members and beneficiaries (Amanuel Tekie, Misghina Tekeste, Zeragabir Mehari, Ghebremeskel Ghebregzabher, Tesfagiorgis Abraha, Rezene Dawit, Bereket Alemu)
42.	Focus Group Discussants 13	Embaderho	Women beneficiaries (Meaza)
43.	Yemane Kidane	Tsihaflam	Administrator of Tsihaflam Village
44.	Yebiyo Tiquabo	Tsihaflam	Chair of the LC and Vice Administrator of Tsihaflam Village
45.	Focus Group Discussants 14	Tsihaflam	Women beneficiaries (Mebrat Ande (NUEW Chair) and Nitsihti Ghebreyesus) and Beneficiary farmers (Yemane Hailemariam, Tesfay Haile, Werede Berhe)
46.	Phemo Karen Kgomotso	Addis Ababa	GEF Regional Advisor

Annex 7: List of Documents Consulted

1. GEF Project Information Form (PIF)
2. Project Scientific and Technical Advisory Panel
3. Annual Project Implementation Review (PIR) 2013, 2015, 2016
4. Revised Letter of Endorsement
5. *Sub-zoba* annual report 2010
6. Standard Progress Report, 2014
7. Progress report 2009
8. SLM Highlight Report 2009, 2010
9. Project Document
10. NORAD Co-funding letter
11. NORAD – UNDP cost-sharing agreement
12. Final SLM data on achievements and co-financing
13. Land committee job description
14. Example of Land Use Plan
15. Steering Committee Minutes, 2010, 2015
16. Annual Work Plan, 2009, 2010, 2013, 2013 bis, 2014, 2015
17. Combined Delivery Report, 2010, 2011, 2013, 2014, 2015
18. Land Proclamation 58/1994
19. MoLWE, DoE - Opportunities for Synergistic and Cross Cutting Capacity Building in Eritrea – National Capacity Needs Self-Assessment (NCSA) for Global Environmental Management in Eritrea, 2006
20. MoLWE, DoE – National Adaptation Programme of Action, 2007
21. MoLWE, DoE - The 5th National Report on the Implementation of the UNCBD, 2014
22. MoLWE, DoE – National Report on the Implementation of Article 6 of the Convention on Biological Diversity (CBD)
23. MoLWE, DoE - The 4th National Report to the Convention on Biological Diversity, 2010
24. MoLWE – Eritrea’s Five Years Action Plan (2011-2015) for the Great Green Wall Initiative (GGWI) DRAFT
25. MoLWE, Eritrea’s Initial National Communication
26. MoLWE, DoW - Action Plan for Integrated Water Resource
27. MoA - Agricultural Development Framework and Three-Year Programme, 2008-2010
28. MoA - The National Action Programme for Eritrea to Combat Desertification and Mitigate the Effects of Drought (NAP), 2002
29. MoA – Alignment of the NAP to the UNCCD - 10-Year Strategic Objectives (2008-2018)
30. Under the United Nations Framework Convention on Climate Change (UNFCCC)
31. Management (IWRM) in Eritrea, 2008
32. UNDAF 2007-2011
33. SPCF 2013-2016

34. SPCF MTR, 2015
35. UNDP ROAR, 2015
36. GEF Small Grant Programme list of projects, 2016
37. GEF Country Portfolio Evaluation, 2014
38. UNDP-GEF Projects Terminal Evaluation Guide, UNDP Evaluation Office, 2012
39. UNDP Guidelines for Outcome Evaluations
40. UN Ethical Guidelines for Evaluation

Annex 8: Evaluation questions matrix

Evaluative Criteria/Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
<ul style="list-style-type: none"> Is the project relevant and coherent with Eritrea needs, policies, and strategies? 	<ul style="list-style-type: none"> References in GoSE policies, strategies 	<ul style="list-style-type: none"> Documents 	<ul style="list-style-type: none"> Documentary review
<ul style="list-style-type: none"> Is the project reflects the needs of the beneficiary community? 	<ul style="list-style-type: none"> Level of satisfaction/participation of beneficiaries 	<ul style="list-style-type: none"> Beneficiaries 	<ul style="list-style-type: none"> Interviews
<ul style="list-style-type: none"> Is the project coherent with UNDP programming strategy for Eritrea? 	<ul style="list-style-type: none"> References of key thematic in relevant documents; perception of implementation by UN staff 	<ul style="list-style-type: none"> UNDAF / SPCF, UNDP country programme 	<ul style="list-style-type: none"> UNDP staff interview, documentary review
<ul style="list-style-type: none"> To what extent is the project suited to local and national development priorities and policies? 	<ul style="list-style-type: none"> Level of satisfaction/participation of institutions 	<ul style="list-style-type: none"> Institution work plans, staff 	<ul style="list-style-type: none"> Interviews & review of operational plans
<ul style="list-style-type: none"> To what extent is the project is in line with GEF operational programs? 	<ul style="list-style-type: none"> Coherence with GEF focal areas 	<ul style="list-style-type: none"> GEF web site & GEF focal point 	<ul style="list-style-type: none"> UNDP staff interview, documentary review
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
<ul style="list-style-type: none"> To what extent the project has enabled policy and institutional support for the new / updated SLM model 	<ul style="list-style-type: none"> Level of ownership at national and local level; induced actions due to project's results; review of indicators; enforcement of by-laws 	<ul style="list-style-type: none"> GoSE institutions at national & zoba / sub-zoba levels 	<ul style="list-style-type: none"> Interviews By-laws
<ul style="list-style-type: none"> To what extent has the combination of the new land tenure system and SWC led to the establishment of a new SLM model? 	<ul style="list-style-type: none"> Level of adoption of the new SLM model Farmers' support in relation to land use mapping and land use plans Review of indicators 	<ul style="list-style-type: none"> Project site, project staff Final beneficiaries 	<ul style="list-style-type: none"> <i>In situ</i> verification; interviews
<ul style="list-style-type: none"> To what extent has there been increased food security and food production in relation to the Project in <i>Serejeka sub-zoba</i>? 	<ul style="list-style-type: none"> Farm production increase, income generation 	<ul style="list-style-type: none"> Annual report, NPC, Site Manager, <i>sub-zoba</i> staff 	<ul style="list-style-type: none"> Documentary review, interviews

	<ul style="list-style-type: none"> Review of indicators 		
<ul style="list-style-type: none"> The extent to which the project has led to land degradation reduction 	<ul style="list-style-type: none"> Adoption of policy / strategy changes by GoSE ; adoption of project results (e.g. by-laws, extension package) by <i>sub-zoba</i> Review of indicators 	<ul style="list-style-type: none"> annual report, site manager, Sectoral Ministries, local <i>zoba / sub-zoba</i> staff 	<ul style="list-style-type: none"> Strategic documents, PSC minutes, documentary review, interviews
<ul style="list-style-type: none"> What factors have led to projects (or parts of the project) working well, and what national lessons can be learned from this? 	<ul style="list-style-type: none"> Analysis of lessons learned / best & worst practices 	<ul style="list-style-type: none"> Specific technical documents; UNDP & project staff 	<ul style="list-style-type: none"> Documentary review, interviews
<ul style="list-style-type: none"> What factors were crucial for the achievement or failure to achieve, the project objectives so far (an indication of strengths and weaknesses, e.g. the monitoring and evaluation system)? 	<ul style="list-style-type: none"> Analysis of hypothesis, risks 	<ul style="list-style-type: none"> PIR, EBI annual reports, PSC minutes, UNDP, EBI & project staff 	<ul style="list-style-type: none"> Documentary review, interviews
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
<ul style="list-style-type: none"> The extent to which the results have been achieved with the least costly resources possible, compared with alternative approaches to attain the same results. 	<ul style="list-style-type: none"> Review of project costs 	<ul style="list-style-type: none"> Project staff & <i>zoba / sub-zoba</i> staff ; PIR & annual reports 	<ul style="list-style-type: none"> Interviews & documentary review
<ul style="list-style-type: none"> To what extent the project was delivered on time and budget, and reasons/lessons for discrepancies Has the project been implemented efficiently, and cost-effectively? 	<ul style="list-style-type: none"> Analysis of implementation / activity delivery delays 	<ul style="list-style-type: none"> Project staff & <i>zoba / sub-zoba</i> staff; PIR & annual reports 	<ul style="list-style-type: none"> Interviews & documentary review
<ul style="list-style-type: none"> Degree of operationalization of the project’s M&E system and effective leverage to induce change of management/implementation 	<ul style="list-style-type: none"> Periodicity of meetings & follow-up of meetings 	<ul style="list-style-type: none"> Project staff & UNDP staff; PSC minutes; PIR & annual reports 	<ul style="list-style-type: none"> Interviews & documentary review
<ul style="list-style-type: none"> What is the project’s exit strategy? 	<ul style="list-style-type: none"> Degree of ownership of results and anticipated level of dependence after project completion 	<ul style="list-style-type: none"> Project staff & UNDP staff, beneficiaries & <i>zoba</i> Administration; PIR & annual reports 	<ul style="list-style-type: none"> Interviews & documentary review
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
<ul style="list-style-type: none"> How likely is the ability of the project to continue to deliver benefits for an extended period of time after completion in Eritrea? 	<ul style="list-style-type: none"> Review of activities that will strengthen sustainability 	<ul style="list-style-type: none"> Annual reports, project staff 	<ul style="list-style-type: none"> Documentary review and interviews
<ul style="list-style-type: none"> Did the project empower the final / institutional beneficiaries to increase the likelihood of sustainability of the project’s results? 	<ul style="list-style-type: none"> Likelihood or evidence of off-project actions that will increase the sustainability of project results 	<ul style="list-style-type: none"> External stakeholders, Ministries & <i>zoba & sub-zoba</i> Administrations 	<ul style="list-style-type: none"> Interviews

<ul style="list-style-type: none"> To what extent is the project sustainable at technical, institutional, social and cultural, levels? Are results financially / economically sustainable? 	<ul style="list-style-type: none"> Review of risks & mitigation measures 	<ul style="list-style-type: none"> PRODOC & annual reports 	<ul style="list-style-type: none"> Documentary analysis
<ul style="list-style-type: none"> To what extent did the capacity building activities contribute to sustaining the outcomes? 	<ul style="list-style-type: none"> Level of institutional ownership 	<ul style="list-style-type: none"> Ministries & Zoba / sub-zoba Administration; UNDP & project staff 	<ul style="list-style-type: none"> Interviews
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			
<ul style="list-style-type: none"> To what extent were the originally intended, overriding objectives in terms of development policy (goals) realistic? 	<ul style="list-style-type: none"> Degree of achievement of primary objectives (indicators) 	<ul style="list-style-type: none"> Annual reports & PIR, project & UNDP staff 	<ul style="list-style-type: none"> Documents review, interviews
<ul style="list-style-type: none"> What is the level of results' ownership by the final/institutional beneficiaries? 	<ul style="list-style-type: none"> Level of project results achievements and appropriation by relevant stakeholders 	<ul style="list-style-type: none"> Annual reports & PIR, beneficiaries, project & UNDP staff 	<ul style="list-style-type: none"> Documents review, interviews
<ul style="list-style-type: none"> Did the project empower the beneficiaries to enhance the impact of project's results/outcomes? 	<ul style="list-style-type: none"> Level of independence of beneficiaries to pursue project related activities 	<ul style="list-style-type: none"> Annual report & UNDP, project staff, beneficiaries 	<ul style="list-style-type: none"> Documents review, interviews
<ul style="list-style-type: none"> What real changes (economic, social, institutional, environment, gender...) have the activities made to the beneficiaries as a result of the project interventions? How many people have been affected? 	<ul style="list-style-type: none"> Change analysis of beneficiary situation 	<ul style="list-style-type: none"> Final beneficiaries, Administration staff 	<ul style="list-style-type: none"> Interviews
<ul style="list-style-type: none"> (Non-) project-induced replication effect 	<ul style="list-style-type: none"> Number of replications (copy-paste effects) 	<ul style="list-style-type: none"> Project staff and local Administration 	<ul style="list-style-type: none"> Interviews

Annex 9: Brief Expertise of Consultants

Dr Bissrat Ghebru Kahsai:
(bissgk@gmail.com)

- BSc Biology, MA in Applied Genetics and Ph.D. in Plant Genetics and Breeding, with more than 25 years of teaching and research in the University of Asmara, College of Agriculture, and Hamelmalo College of Agriculture as well rich administration experience at the University and National Commission for Higher Education (NCHE).
- Provided several consultancies in biodiversity, environment, gender, evaluation agriculture, biosafety, and biotechnology
- Developed biosafety and biotechnology framework for Eritrea along with its guidelines for biosafety, draft biosafety policy and biosafety legislations
- Member of the AFREA network of evaluators- worked as a senior evaluation team member for GEF Eritrea Country Portfolio Evaluation (1992-2012), various educational program evaluations, accreditation, program & project evaluations, institutional appraisal: relevance, effectiveness, efficiency, and impact assessment (social, institutional & economic) and sustainability
- Provided consultancy on various biodiversity and, agriculture and conservation of biodiversity and environment Department of environment projects and cross cutting issue on gender, environment, food security and capacity building (human and institutional)

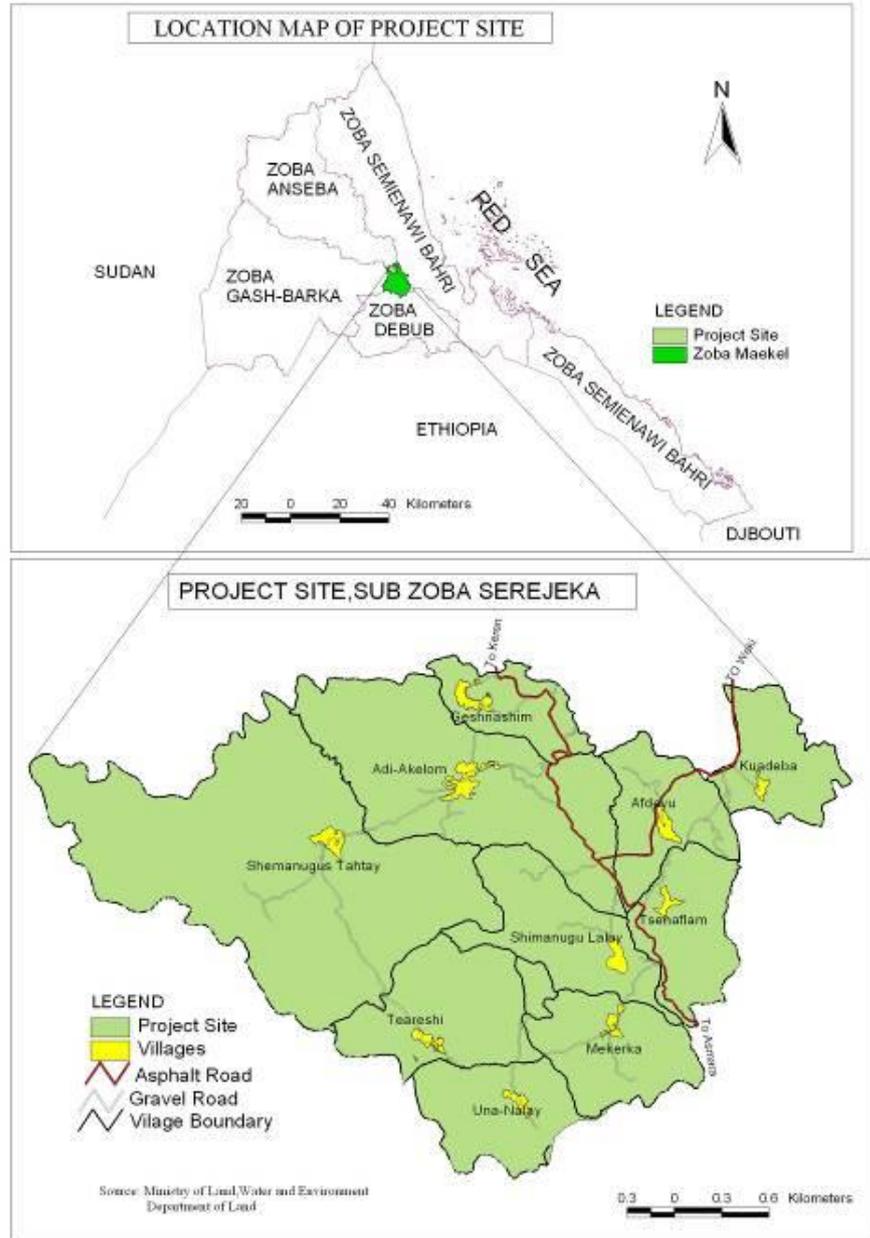
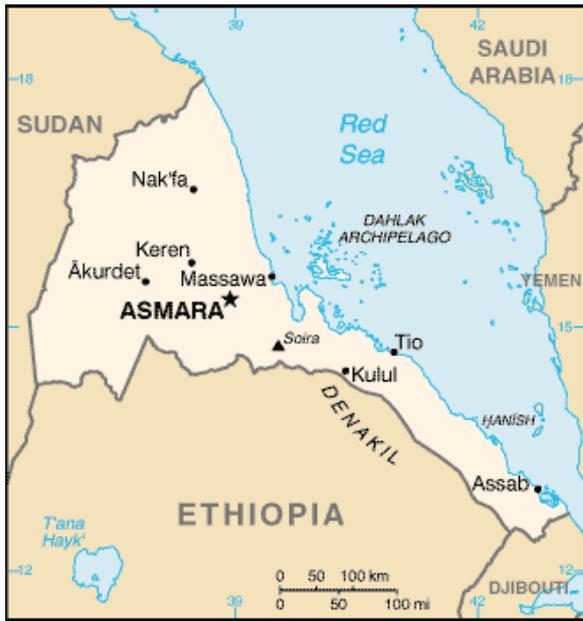
Mr Vincent Lefebvre:
(lefebrevinc@gmail.com)

- Programme management & coordination/project formulation & implementation, M&E - knowledge of PCM, logical framework & ZOPP methodologies / equipment specifications.
- MA in tropical agriculture and post-graduation in business administration
- Programme & project evaluation/technical audit/institutional appraisal: analysis of relevance/effectiveness /efficiency /social, institutional & economic impact/political, social & cultural, technological, institutional & financial sustainability/cross cutting issues (gender, AIDS, environment & institutional capacity building); questionnaires design & interviews of beneficiaries.
- Data acquisition methods for evaluations: questionnaires drafting & interviews of beneficiaries; SWOT analysis; (semi-) structured interviews, focus groups.
- Knowledge of monitoring & evaluation methodologies (incl. Management Effectiveness Tracking Tool).

- Food security / Agronomy / agro-forestry / agro-industry / agro-climate and climate mitigation - adaptation / horticulture.
- Cartography / remote sensing / mapping / GIS (Arcinfo, Mapinfo, Ilwis) / Database management systems (MECOSIG, COONGO).
- Land & water resources evaluation / crop potential analysis / participatory rural appraisals / natural resources management / mountain agro-ecosystems.
- Soil survey / soil conservation / soil fertility.
- Statistics including programming in SAS & Delphi.
- Renewable energies (wind, bio-diesel, rape seed oil).

Annex 10: Location of Project Site

(source: project document)



Annex 11: Evaluation Consultant Code of Conduct and Agreement Form

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people’s right not to engage. Evaluators must respect people’s right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners, and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders’ dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings, and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form²⁷

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: __Vincent LEFEBVRE_____

Name of Consultancy Organization (where relevant): __VLF Consulting sprl_____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at Brussels on 31/12/2016

Signature: _____

Evaluation Consultant Agreement Form

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: _Bissrat Ghebru Kahsai_____

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at Asmara on 31/12/2016

Signature: _____

²⁷www.unevaluation.org/unegcodeofconduct

Annex 12: Evaluation Report Clearance Form

(to be completed by CO and UNDP GEF Technical Adviser based in the region and included in the final document)

Evaluation Report Reviewed and Cleared by	
UNDP Country Office	
Name: _____	
Signature: _____	Date: _____
UNDP GEF RTA	
Name: _____	
Signature: _____	Date: _____