

Mid-term Evaluation for the Energy, Environment & Natural Resource Management (EENRM) Cluster in Sierra Leone



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August 2018

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ACRONYMS

A4P	Agenda for Prosperity
AfDB	African Development Bank
AWPBs	Annual Work Plans and Budgets
DDMCs	District Disaster Management Committees
DDM	Department of Disaster Management
DRM	Disaster risk management
EENRM	Energy, Environment & Natural Resource Management
EPA	Environmental Protection Agency
FAO	Food and Agriculture Organization of the United Nations
FGDs	Focus group discussions
GEF	Global Environment Fund
GTZ	Federal Republic of Germany Foreign Fund
GoSL	Government of Sierra Leone
IEC	Information, education, and communications
IFAD	International Fund for Agricultural Development
MAFFS	Ministry of Agriculture, Forestry and Food Security
M&E	Monitoring and evaluation
MDAs	Ministries, Departments and Agencies
MLCPE	Ministry of Lands Country Planning and Environment
MMMR	Ministry of Mines and Mineral Resources
MTE	Mid-term evaluation
NPAA	National Protected Area Authority
NTM	Natural Resources Management
ONS	Office of National Security
ToC	Theory of change
ToR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDP–SL	United Nations Development Programme—Sierra Leone

EXECUTIVE SUMMARY

In line with the Agenda for Prosperity, the United Nations Development Assistance Framework (UNDAF) 2015-2018 and the UNDP Strategic Plan 2014-2017, UNDP had focuses on: (a) inclusive and effective democratic governance; and (b) inclusive growth and sustainable development. Livelihoods and jobs are central to inclusive development, social cohesion and sustainability. In March 2018, UNDP issued a call for a mid-term Outcome Evaluation (MTE) of the Energy, Environment and Natural Resources Management (EENRM) portfolio. The MTE assesses project implementation, looking closely at efficiency and effectiveness criteria, impact and sustainability and makes recommendations that will help to improve EENRM performance in the future. The Evaluation was carried out by two independent Consultants.

RELEVANCE OF THE EENRM

The Evaluation team found that **projects that are supported by the EENRM are relevant to the context and current national priorities**. They are aligned with UNDP's strategic documents or Government of Sierra Leone (GoSL) development priorities.

Although some of the interventions did not have project documents, the evaluators were able to reconstruct the logic to show that they are all linked to one or more of the UNDP strategic development frameworks.

The support to the development or implementation of national policies and plans is one of the most notable undertaking of the EENRM. EENRM has provided instrumental support in the development or implementation of the following national plans and policies:

- The National Hazard Plan
- The Disaster Risk Management (DRM) Policy
- The Renewable Energy and Energy Efficiency policies
- The implementation of the updated Land Policy
- The Legislative Framework for Natural Resource Management and Biodiversity Conservation
- The establishment of the new Mineral Sector Policy

EFFICIENCY

The evaluation team found that **in most cases, UNDP EENRM projects are effective**. EENRM is working with government institutions to deliver all of its projects. The projects are strengthening the capacity of partner institutions in the long run. Over the past 5 years, UNDP has increasingly given more responsibility to partner institutions. **Most planned project activities have been successfully implemented, and partners have all expressed their satisfaction with the level of project implementation..**

The level of satisfaction of the implementing partners is one component of effectiveness; another is the extent to which the outputs are leading to higher level results such as effects, outcomes, and goals. With regards to the second component. The evaluators found that the support provided to the national institutions have in most cases resulted in the finalisation of

national policies or plans and have had positive effects on the achievement of planned outcomes.

However, the Evaluators observed that EENRM has not entered into formal agreements with other donor agencies in the design and implementation of the activities that are in the same sector. For example, the Food and Agriculture Organization of the UN (FAO) is working on the development of a land policy for Sierra Leone and the International Fund for Agricultural Development (IFAD) and as well as the Global Environment Fund (GEF) funded EENRM projects are working on Natural Resource Management (NRM) and sustainable agricultural development, but UNDP did not attempt to work with them in disseminating the land policy or in testing and scaling up of innovative energy and climate resilient technologies. Thus, EENRM is missing the opportunity of jointly achieving higher levels of outcome with other donors.

Projects that have been funded with UNDP resources largely lack comprehensive project documents (e.g. proposals, results frameworks, baselines, and targets). By contrast, all the projects funded with external resources have a background analysis, a rationale, justification of the request, detailed results frameworks, and performance indicators with baselines and targets.

Regarding gender and discrimination, at national level, the policies that have been developed/finalised are all gender sensitive. EENRM takes the opportunity given with these exercises to promote gender integration in their policies.

IMPACT OF EENRM

To reduce the deforestation effect of charcoal production, the EENRM is piloting the establishment and management of community woodlots and popularisation of improved charcoal production kilns. It is also piloting climate-resilient water systems to strengthen resilience of water supply systems to climate change. All the innovative systems are important and will certainly have a huge positive impact on the participating households and institutions, particularly in urban areas.

Furthermore, EENRM has supported a wide range of capacity-building activities. These activities are having an important impact on the quality of services the beneficiary institutions are providing to the public.

SUSTAINABILITY

Because most of the EENRM interventions are in the early years of implementation, the focus here is on processes put in place and the likelihood that they will continue and bear fruit after project interventions remains something to witness.

With regards to ***Institution building***, EENRM institution-building activities have been moderately successful and the institutions supported have shown improved performance. With regards to ***Empowerment***, EENRM projects reviewed have consciously attempted to include women, and have undertaken activities to build the capacities of poor women and men (individually and collectively) and expand their capabilities.

With regards to ***Quality of beneficiary participation***, the MTE team saw clear evidence that beneficiary institutions have major inputs into the preparation of Annual Work Plans and Budgets, and that activities in the AWPBs are requested by the officials of the beneficiary institutions, in line with project guidelines. This is a strong point of EENRM activities that bodes well for the sustainability of the interventions.

However, the degree to which the AWPB activities reflect the needs of final beneficiaries (farmers, consumers) cannot be ascertained as such information is not systematically collected.

None of the EENRM projects assessed have a clearly defined and documented ***exit strategy***, despite the clear need for one. However, most of the interventions, particularly the improved technology and capacity-building activities of EENRM, are pilot activities that will only have major impacts on beneficiaries if they are scaled up. The MTE team found no evidence that development partners have shown interest or have begun scaling up elements of EENRM interventions. However, there is evidence that private partners and beneficiary communities have begun to replicate the interventions. There is therefore some emerging evidence that there is potential for ***scaling-up of project interventions***.

RECOMMENDATIONS

With the MTE complete, the evaluation team make a number of detailed recommendations for which the most important of them are:

1. Irrespective of the source of funding, all the projects implemented with support from EENRM should have a project appraisal document with a well-articulated “Theory of Change” (ToC) and a comprehensive M&E system with measurable indicators within project capabilities, in order to follow project performance and allow adequate, timely decisions to be made.
2. Financial participation of either the government (when it comes to support provided to public institutions) or communities (when it comes to projects that are directly implemented at community level) should be integrated as a key strategy to ensure participants’ buy-in and project sustainability.
3. EENRM should lead the establishment of multi-agency platforms that will include all the UN agencies, partner institutions, and relevant public directorates interested in the EENRM issues at country level. That platform could support a sector-wide diagnosis that will help to identify the most important activities and pull resources together to maximise their benefits.
4. A number of thematic interventions should be explored for future interventions, e.g. the establishment of a database of all the EENRM-related policies and creation of an online “one-stop shop” for interested parties.

1. INTRODUCTION

Sierra Leone is transitioning to a new era of development guided by the Agenda for Prosperity (A4P) 2013-2018. The peaceful post-conflict elections and subsequent launching of the Constitutional Review Process in 2013 are critical indicators of the collective aspirations of the people of Sierra Leone to forge ahead and enhance their social cohesion. In line with the Agenda for Prosperity (A4P), the United Nations Development Assistance Framework (UNDAF) 2015-2018 and the UNDP Strategic Plan 2014-2017, UNDP focused on: (a) inclusive and effective democratic governance; and (b) inclusive growth and sustainable development. Livelihoods and jobs are central to inclusive development, social cohesion and sustainability.

1.1 EVALUATION PURPOSE

In March 2018 UNDP issued a call for a mid-term Outcome Evaluation (MTE) of the Energy, Environment and Natural Resources Management (EENRM) portfolio. This outcome mid-term evaluation (MTE) is being conducted in compliance with United Nations (UN) regulations and rules guiding evaluations. The United Nations Development Programme–Sierra Leone (UNDP–SL) has commissioned this evaluation to ascertain the outcomes and outputs of the Energy, Environment & Natural Resource Management (EENRM) cluster. These outcomes and outputs are measured against their original purpose and objectives whilst capturing the evaluative evidence of the relevance, effectiveness, efficiency, and sustainability of the interventions, which will set the stage for a new programme cycle. The MTE will outline lessons learnt and recommendations which will be useful in contributing to the growing body of knowledge for future work on EENRM.

1.2 EVALUATION SCOPE

This MTE covers four years of the EENRM projects (2015–2018). It highlights the key lessons learnt in order to provide informed guidance for future programming. The evaluation also covers all outputs planned and/or implemented during 2015–2016, focussing especially on the contribution to EENRM interventions and soft assistance under this cluster. A critical area is the capacity strengthening of several key agencies so that they can more effectively play their oversight and regulatory roles. These agencies include the Environmental Protection Agency (EPA), National Protected Area Authority (NPAA), Department of Disaster Management (DDM)/Office of National Security (ONS), Ministry of Lands Country Planning and Environment (MLCPE), and the Ministry of Mines and Mineral Resources (MMMR).

1.3 EVALUATION OBJECTIVES

This MTE is being undertaken to ascertain the added value of the EENRM cluster to national efforts; to shed light on the strategic direction for UNDP's future work on EENRM, in light of the changes Sierra Leone has undergone since the outbreak of Ebola Virus Disease and the growing risks due to climate change stresses; and to delineate the contribution the EENRM project is making towards the joint efforts of the UN Development Assistance Framework and

the Government of Sierra Leone's (GoSL) national development plan, the Agenda for Prosperity (A4P).

Beginning with ongoing projects in the UNDP's programme portfolio, which were designed to contribute to outcomes of the UNDP Sierra Leone's Country Programme Development 2015–2018 outcomes, the specific objectives of this MTE evaluation are to:

- Learn lessons and deepen the understanding of how the EENRM projects were designed, managed, and delivered.
- Determine whether the range of projects directly contributed to the intended results, and if there were any negative or positive unintended results of the EENRM projects.
- Assess and establish whether the gains made are sustainable, scalable, and replicable in Sierra Leone and beyond.

1.4 PHASES OF THE MTE

A set of broad strategic questions, with relevant sub-questions, were formulated to provide information about the extent to which the EENRM cluster has planned and implemented its projects. Operationally, the MTE was conducted in three complementary phases as discussed below: Phase 1—preparation; Phase 2—field data collection, analysis, and synthesis; and Phase 3—draft and final reporting.

1.4.1 Phase 1: Preparation

Phase 1 began in early April 2018, following contract award. The team leader and the national consultant (i.e. the evaluation team) had an introductory call with the UNDP manager of the EENRM cluster. During the call, the Terms of Reference (TORs) were discussed to ensure that both the consultants and UNDP have a common understanding of the task and deliverables. The consultants also used the call to request additional documents related to this MTE, from UNDP. Following the call, the consultants designed an inception report that detailed the methodology to be followed for this MTE. The inception report also included the data collection tools that were to be used during the interviews with the different stakeholders.

During phase 1 the evaluation team reconstructed and assessed a theory of change (ToC), which constituted a major point of focus during phase 2. As stated in the *UNDP Outcome-Level Evaluation: A Companion Guide* (2011), in conducting outcome-level evaluations, it is also important to understand the interconnected nature of results frameworks. That is, the United Nations Development Assistance Framework (UNDAF) results frameworks which provide higher level outcomes at country level and other programme frameworks—such as those for the global, regional, and South-South programmes—link more immediately into the results defined in the UNDP's Strategic Plan.

The evaluation matrix shown in the figure below was developed to guide the MTE process.

AREAS OF FOCUS	ASPECTS THAT WILL BE EVALUATED	INFORMATION SOURCES	METHODS OF DATA COLLECTION	DATA ANALYSIS METHODS
1. How well have the activity's interventions met planned schedules, beneficiary numbers, and Outputs? What factors promoted or inhibited adherence to schedules? How were problems and challenges managed?				
Adherence to planned schedules	- Start dates and rates of expansion of coverage for each intervention - Numbers and timeliness of planned beneficiaries and Outputs (e.g.,)	- Baseline - Annual Reports - M&E Reports - EENRM staff - Govt. officials	- Interview members of activity staff at various levels about factors that delayed or interrupted interventions and Outputs, and how problems were identified and managed. - Ask groups and individuals from different stakeholder groups at locations of greater and lesser achievements about factors they believed inhibited or promoted efficiency and efforts have been made to overcome barriers. - Literature review - FGDs - KIIs	- Use secondary data from routine monitoring, annual results reports, and other reports to compare planned and actual start dates, numbers of outputs, and other targets, noting differences in achievements according to location, implementing partner, or sector. - Compare across locations, beneficiary groups, activity administrative units, etc. to identify factors associated with differing degrees of achievement.
2. What are the strengths of and challenges to the overall activity design, implementation, management, communication, and collaboration so far? What factors appear to promote or challenge the activity operations or effective collaboration and cooperation among the various stakeholders?				
Activity management	- Strengths and weaknesses of the activity work plan and schedule - Evidence that management has explored and implemented new and/or innovative ideas and approaches - Changes and challenges in the operating context and how management responded	- Annual Reports - M&E Reports - Community members - EENRM staff	- Interview members of management about outcomes of work plan reviews and how they handled changes and challenges that presented. - Ask implementing staff in different roles how feedback and ideas are solicited and shared within and among partners, especially among field, country office, & headquarters. - Literature review - FGDs - KIIs	- Review the activity work plan and schedule to assess how completely and clearly they define the work needed to meet objectives, when, and by whom. Is the schedule feasible? - Examine the roles of the different implementing partners and how the plan promotes good collaboration among them and leverages partners' relative advantages.

AREAS OF FOCUS	ASPECTS THAT WILL BE EVALUATED	INFORMATION SOURCES	METHODS OF DATA COLLECTION	DATA ANALYSIS METHODS
Partnerships and linkages	- Consider collaboration and links with: - Other UNDP activities - Government activities - Community based organizations - Other complementary activities in the activity area - Strengths and weaknesses of coordination within the activity and between the activity and other activities and agencies - Factors that make partnerships more or less beneficial to activity implementation	- Annual Reports - M&E Reports - Community members - Project staff - EENRM staff	Interview EENRM staff, government counterparts, members of CBOs, and staff of linked or collaborating activities about: - The nature and sources of satisfaction and dissatisfaction with their collaboration and ways that it could be improved - How they feel their cooperation benefits the implementation and results on both sides - Other activities, agencies, and groups that are doing similar or complementary work to which the activity is not linked - Review samples of activity's memorandums of understanding with collaborators - Literature review - FGDs - IDIs - KIIs	
M&E	- Completeness and clarity of the documented M&E Plan - Ways the system: - Collects data useful to monitor the quality and outputs of processes - Solicits and reports opinions, ideas, and concerns from field staff - monitoring, analysis, and report generation of data bases. - Challenges the M&E team faces	- Logframe - Annual Reports - M&E Reports - Community members - Project staff - EENRM staff	- Interview staff in various roles in the collection, analysis, and reporting of routine monitoring about their activities and roles, to determine their understanding and confidence in the data collected, and challenges they face getting or using the data. - Literature review - FGDs - IDIs - KIIs	- Review the M&E Plan and systems: staffing, processes, and outputs. - Interview key decision makers about the timeliness and usefulness of the data from the M&E system.

AREAS OF FOCUS	ASPECTS THAT WILL BE EVALUATED	INFORMATION SOURCES	METHODS OF DATA COLLECTION	DATA ANALYSIS METHODS
Environmental compliance	- Adequacy of the Environmental monitoring and mitigation plan - Adherence to the details of the EMMP through specific environmental monitoring systems - Recognition or avoidance of unforeseen environmental damage and climate stressors	- Annual Reports - M&E Reports - Community members - Project staff - EENRM staff	- Interview technical experts, implementing staff, and other key informants about activity interventions' apparent or potential threats to the environment and identify those not addressed by the EMMP and how well the activity implementation has addressed these threats. - Literature review - FGDs - KIIs	Examine how well planned and actual actions and outputs do or do not comply with the activity's EMMP.
Exit and sustainability strategies	- Comprehensiveness of the exit and sustainability strategies - Factors that threaten the continuation of targeted practices and services - Progress in implementing the strategy - Ways the activity is strengthening or establishing links between communities and private or public financial or technical resources	- Annual Reports - M&E Reports - Community members - Project staff - EENRM staff	- Interview key informants and beneficiaries about threats and promoters of targeted practices and infrastructure. - Literature review - KIIs	Review the exit and sustainability strategies and progress in its implementation in light of the findings related to the challenges to practices promoted by and threats to infrastructure developed by the activity.
3. In each technical sector, what are the strengths of and challenges to the efficiency of interventions' implementation and their acceptance in the target communities? How well do implementation processes adhere to underlying principles and activity protocols? What factors in the implementation and context are associated with greater or lesser efficiency in producing Outputs of higher or lower quality? Which interventions and implementation processes are more or less acceptable to members of the target communities and why?				
4. What changes—expected and unexpected, positive and negative—do community members and other stakeholders associate with the activity's interventions? What factors appear to promote and deter the changes? How do the changes correspond to those hypothesized by the activity's TOC or RF?				
Changes observed or reported	- The activity's TOC or RF - Intended and unintended change - Positive and negative change - Differential change among beneficiaries (individual, community) of one sector, beneficiaries	- Projects documents - Lessons learned docs - Annual Reports - Community members - Project staff - Govt. officials	- Interview with GoS officials, and other actors on changes they have made themselves, observed in others, or observe in the social, economic - Factors that promoted the changes	

AREAS OF FOCUS	ASPECTS THAT WILL BE EVALUATED	INFORMATION SOURCES	METHODS OF DATA COLLECTION	DATA ANALYSIS METHODS
	- of multiple sectors, and non-beneficiaries - Differential change among beneficiaries representing different population subgroups - Perceived benefits of participation in interventions from multiple sectors vs. a single sector - Perceived trajectory of change and conditions that threaten or promote sustained change - Changes in conditions related to assumptions		- Barriers to changes intended by the activity - Conditions that promote or threaten sustained change - Literature review - FGDs - IDIs - KIIs	

5. Based on the findings from Questions 1–4, how could the activity be modified to improve its acceptability to targeted communities or the efficiency and effectiveness of its implementation?

Based on findings from 1–4 above	- Observed and perceived strengths and weaknesses of the implementation so far - Factors in the design, implementation, and context that affect the efficiency or acceptability of the processes, outputs, and intermediate outcomes - Targeted communities' and individuals' perceptions and priorities - Relative cost and feasibility and anticipated value of acting and benefiting within the life of the activity - Potential to advance the activity's ultimate objectives and goal	- Annual Reports - M&E Reports - Community members - Project staff - EENRM staff - Govt. officials	- Literature review - FGDs - KIIs	- Contribution analysis - Use the results of inquiries to the questions above to form conclusions and recommend concrete actions to help improve activity performance and final results. - Prioritize the recommendations and identify the actor(s), the purpose for change, and anticipated benefits. All recommendations should be directly related to stated conclusions and based on evidence presented as findings
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1.4.2 Phase 2: Field data collection, analysis, and synthesis

Following the initial call and the design of the inception report, the MTE team continued to review projects documents to better understand the “how” and “why” of successes taking

place, how challenges are being overcome, and the effectiveness of implementation measures. The team lead travelled to Sierra Leone on June 2018 to begin face-to-face meetings, first with the national consultant and then with the designated UNDP staff for this assignment. During those meetings, the MTE agenda was finalised, the meetings that needed to take place were arranged with UNDP's help, and the team's approach and methodology to conducting the MTE were agreed.

The full MTE team held its official Entrance Meeting with UNDP and its partners on June 10. UNDP staff presented to the MTE team the project's progress to date, successes they were particularly proud of, and challenges faced and how they are being overcome. This led to a more detailed and flexible discussion, allowing the MTE team to probe and clarify issues. Following the meeting, the team leader and the national consultant met with UNDP technical staff to finalise logistics and share detailed lists of people, institutions, and sites that have been selected for visits and interviews.

The sampling frame of the cluster's MTE was purposive (selective) and heterogeneous. The evaluation team included in the sample different types of stakeholders from the main target regions of intervention.

1.4.3 Phase 3: Draft and final reporting

Data analysis was done based on the evaluation criteria set forth in the ToRs. The evaluation team used a content analysis approach based on the desk review, interviews, Focus Group Discussions (FGDs), key informant interviews, and field visits. The second approach was a contribution analysis to assess the results chain logic in the cluster's projects and their effectiveness in achieving activities and outputs, together with their contribution to outcome results under each purpose statement. Evaluation criteria were addressed and analysed for each thematic area with respect to implementation modalities and efficiencies. The triangulated analysis allowed conclusions to be drawn and recommendations to be made. As a **process** evaluation, the team identified implementation challenges and risks to achieving the expected project objectives and sustainability issues.

2. EVALUATION LIMITS, CHALLENGES, AND SOLUTIONS

It was anticipated that some resistance to efforts to collect information on efficiency and effectiveness may arise. The usefulness of such data may not be obvious to some, and others may feel threatened by the information being gathered. The plan to overcome these challenges included the following:

- **Involve stakeholders.** To deal with potential resistance, the MTE team took time to explain the value of the data being collected and how this will positively serve to improve their own functions and responsibilities. The team also stressed that the intent of the MTE is not to criticise but to **constructively** suggest recommendations for improvement.

- **Enlist the assistance of UNDP and their partners.** Involving this group required being sensitive to their pressures and obligations, arranging with senior management to authorise their support, and minimising demands on their time.
- **Minimise respondent burden.** Advance notice, keeping interviews short, and conducting interviews at times and places convenient to respondents were important, not only for obtaining reliable information, but also to encourage others within their network to cooperate.

3. RESULTS AND DISCUSSIONS

QUESTION 1: RELEVANCE AND STRATEGIC POSITIONING OF EENRM SUPPORT

UNDP–SL is currently working on two major intervention areas: (1) inclusive and effective democratic governance and (2) inclusive growth and sustainable development. Both sectors have been selected with regard to the UNDAF 2015–2018 and the UNDP Strategic Plan 2014–2017.

- **To what extent is UNDP’s engagement in EENRM a reflection of strategic considerations, including UNDP’s role in the particular development context in Sierra Leone and its comparative advantage vis-a-vis other partners?**

Alignment with overarching development frameworks. The UNDP–SL EENRM currently has five active projects. Looking at the project documents and based on the interviews with the staff, it appears that all of those projects are aligned with UNDP’s strategic documents or GoSL development priorities. In particular, the evaluators found that the following strategies and frameworks have been used in to demonstrate the relevance of the interventions:

- SL UNDAF 2015–2018
- The Local Council Act 2004, and the country’s Poverty Reduction Strategy, the Agenda for Change
- The SL National Adaptation Programme of Action
- The National Sustainable Agriculture Development Plan, which provides the roadmap for moving agriculture, forestry, and fisheries forward to both address Sierra Leone’s growing needs due to population growth and to create additional income to the national economy (2010–2030)
- The Local Council Act 2004—District council development plans

The evaluators were able to triangulate the findings from the bibliographic reviews with the interviews with UNDP staff and GoSL officials. For example, the project “Energy Efficient Production and Utilization of Charcoal through Innovative Technologies and Private Sector Involvement in Sierra Leone” is aligned with the following UNDAF outcome: “By 2018, targeted Government institutions, the private sector, and local communities manage natural resources in a more equitable and sustainable way”. In turn this outcome is aligned with UNDP Strategic Plan Secondary Outcome: Strengthened national capacities to mainstream environment and energy concerns into national development plans and implementation systems; and Countries develop and use market mechanisms to support environmental management.

Although some of the interventions did not have project documents, the evaluators were able to reconstruct the logic and link them with one or more of the strategic development frameworks.

Support the development or implementation of national policies and plans. UNDP–SL understands the importance of development policies in national agendas, as their implementation partially dictates how current and future resources will be allocated between the sectors. Because UNDP wants its intervention to positively impact the lives of most Sierra Leoneans, and because that is one of its core mandates, it has started to support GoSL in the development or updating of key development policies that are directly or indirectly linked to its two intervention areas. The current UNDP–SL EENRM projects revolve mainly around policy development, institutional and organisational support to national agencies and directorates, and direct community-level support for pilot purposes mainly. The interviews with Ministry of Mines and Mineral Resources, the Ministry of Energy, and the Ministry of Home Affairs (among others) revealed that the EENRM has provided support in the development or implementation of the following national plans and policies:

- The National Hazard Plan
- The Disaster Risk Management (DRM) Policy
- The Renewable Energy and Energy Efficiency Policies
- The implementation of the updated Land Policy
- The Legislative Framework for Natural Resource Management and Biodiversity Conservation
- The establishment of the new Mineral Sector Policy

In all cases, the interviewees have recognised the usefulness of the support that was provided by EENRM over the past years.

- **Was the design of the project adequate to properly address the issues envisaged in the formulation of the programme? Are the activities and outputs of the programme consistent with the intended outcomes and effects?**

Logical articulation of the cluster interventions. The lack of adequate policies and plans is a major development issue that has been identified in Sierra Leone. UNDP–SL has agreed to target it as part of its interventions. In addition, because of several competing priorities, the national directorate and other public institutions have important needs for organisational support. Most of them desperately need funds to carry on their duties; their staff need trainings and the equipment they use is, in most cases, outdated or just non-functional. The design of the projects under the EENRM are currently targeting those issues, as indicated by the interviewees who were consulted during this evaluation.

In addition, based on the documents that were consulted and the interviews with the staff, it appears that, for projects that have been funded with non-UNDP funds, the logic is always explained (with quite a few exceptions). It is also possible to see most of the relationships between (1) the expected outcomes, from short term through to longer term, and (2) between outputs and outcomes. Because they follow a predefined format, the logic in the project funded by the GEF is quite explicit.

- **To what extent was UNDP's selected method of delivery appropriate to the development context?**

UNDP–SL EENRM is working with government institutions to deliver all of its projects. By adopting that methodology, it strengthens the capacity of those institutions in the long run. Over the past 5 years, UNDP has increasingly given more responsibility to those institutions. Most recently, it has conducted a compliance assessment so that they can directly implement the projects. At community level, UNDP is working in collaboration with the national institutions to implement the activities. For example, the woodlots that have been established have seen the involvement of community-based structures. The delivery methods adopted by UNDP are appropriate to the development context and the capacity of each partner.

QUESTION 2 : EFFECTIVENESS OF THE PROGRAMMING AND LESSONS LEARNED

- **Is UNDP meeting its objectives?**
- **To what extent have project results/targets been achieved or has progress been made towards their achievement?**

All the implementing partners who were interviewed during this evaluation have indicated that the partnership that they have with UNDP–SL EENRM is effective. Most, if not all, of the activities that have been planned have been implemented. The level of satisfaction of the implementing partners is one component of effectiveness; another is the extent to which the outputs are leading to higher level results such as effects, outcomes, and goals. With regards to the second component, the evaluators found that the support provided to the national institutions have in most cases resulted in the finalisation of national policies or plans. The following policies and plans have been finalised with the support from UNDP–SL EENRM over the past 5 years:

- The National Hazard Plan
- The DRM Policy
- The Renewable Energy and Energy Efficiency policies
- The implementation of the updated Land Policy
- The Legislative Framework for Natural Resource Management and Biodiversity Conservation
- The establishment of the new Mineral Sector Policy

Although most of these plans and policies have yet to be disseminated, they are in an early stage following their adoption. Therefore, the evaluation team is confident in saying that the support from UNDP is making appropriate progress towards its intended objective.

- **How have corresponding outputs delivered by the projects affected the CPD outcomes, and in what ways have they not been effective?**

The planned outputs of the current EENRM projects have all been achieved as planned. For example, one of the immediate output with the support provided to the ministry of energy,

the ministry of mines, the ministry of lands was to help in the finalization of the sector policies, which was achieved at the time of this evaluation. The support to the Meteorology directorate sought to have a functional directorate. At the time of this evaluation, the project was still under implementation and no significant challenge was noted: the directorate had received the equipment that was planned in the agreement and most of its staff has been trained. There is no indication that the projects/Country Program Document (CPD) outcomes were affected by the output achievement levels. UNDP has been effective across all the projects that were planned. The interviewees could not find an instance when projects did not deliver on their plans.

- **What has been the contribution of other UNDP projects, partners and other organisations to the project results, and how effective have project partnerships been in contributing to achieving the results?**

The EENRM projects are being implemented with specific partners, and partnerships have always been effective with national institutions. Nonetheless, UNDP–SL EENRM did not enter into a formal agreement with other actors on the ground for the design and implementation of the activities. For example, while the Food and Agriculture Organization of the UN (FAO) was working on the development of the land policy, UNDP did not attempt to work with them in disseminating the policy. Similarly, the International Fund for Agricultural Development (IFAD) was undertaking significant capacity-strengthening activities with the meteorological service, but EENRM did not partner with them in the design or implementation of those activities. However, it is worth noting that although EENRM did not partner with those other actors, there was no evidence that efforts have been duplicated. Each actor has worked on targeted issues that did not seem to be addressed by the others. The EENRM partnership with public institutions has facilitated the implementation of the projects since those institutions have the mandate and contacts needed to carry the activities. Those partnerships have also helped to increase projects cost effectiveness since EENRM was able to work with civil servants in implementing the activities without having to pay for their salaries. By partnering with the other UN agencies in the design and implementation of the projects, EENRM could have reached far greater results and people because of the additional funds that would be available.

- **What were the positive or negative, intended or unintended, changes brought about by the cluster's work?**

There are several positive changes brought about by the cluster work that were reported by the interviewees. For example, following the support from EENRM, GoSL has completed the design of its renewable energy and energy efficiency policies. An important information, education, and communications (IEC) campaign followed that activity and is leading to the utilisation of energy-saving bulbs throughout the country. The contribution of EENRM in that IEC activity has been widely recognised. In addition, the improvement of quality that has been noted in certain institutions has been partly attributed to the training that in most cases staff received. UNDP–SL is recognised as having contributed to that effort. As an example, at the

meteorological service, the director and deputy director have both benefitted from UNDP scholarships which has allowed them to complete their master's degree at Reading University. The service is now producing accurate weather forecasts, which it had not been able to do a few years ago.

At the time of this MTE, no negative change was noted because of the activities undertaken by the EENRM.

— **To what extent was the Theory of Change (ToC) presented in the outcome model a relevant and appropriate vision on which to base the initiatives?**

Only the GEF-funded projects have a clear description of their ToCs. None of the other projects implemented by the EENRM has one. The ToC is an important project planning and management tool as it provides a framework for encouraging programme staff and stakeholders to develop comprehensive descriptions and illustrations of how and why a desired change is expected to happen. What is more, a ToC is vital to programme success for a number of reasons. For example, programmes need to be grounded in good theory, and by developing such a ToC EENRM can be better assured that its projects are delivering the right activities for the desired outcomes. And by creating a ToC, projects are easier to sustain, bring to scale, and evaluate, since each step—from the ideas behind it, to the outcomes it hopes to provide, to the resources needed—is clearly defined within the theory. The ToCs developed for the GEF-funded projects are comprehensive, providing the appropriate vision on which the two projects were based. That the non-GEF projects lack ToCs is a missed-opportunity for UNDP–SL EENRM to plan, implement, and assess its performance using an adequate framework.

— **Is UNDP perceived by stakeholders as a strong advocate for improving EENRM in the country?**

The contribution of the EENRM to the achievement of the institutions' objectives has been recognised as being instrumental. For example, the Ministry of Mines and Mineral Resources (MMMR) and others have noted that although EENRM contributed little in terms of budget, the nature of the activities it had targeted and the results it had helped to achieve were immense. They have all indicated that since they cannot rely on public funding to carry out their operational duties, the support of UNDP is critical. In the case of the NPAA for example, the modest contribution from EENRM was the only operational funds received in 2018 for their activities. UNDP is perceived as a strong contributor for improving EENRM in the country. It is worth noting that no advocacy activity has been undertaken by other donors or the government for improving EENRM in the country. At this time in Sierra Leone, there is no formal platform that could facilitate that work. Therefore, each actor is collaborating with any other actor of its choice and decides on what activity to implement without much collaboration.

— **Taking into account the technical capacity and institutional arrangements of the UNDP Sierra Leone, is UNDP well suited to providing EENRM Support in the country?**

Environment and natural resource management issues are by nature multidimensional and thus require multidimensional interventions. UNDP–SL is working with the Ministry of Agriculture (MoA), MLCPE, MMMR, MLCPE, and several other public institutions. At this time, there is no other UN agency in Sierra Leone that is interested in working with all those actors at the same time. Each agency seems to have a certain degree of specialisation and work with one or two MDAs. UNDP is, by its mandate, capable of working with all of them and has even created the space to work with the police and judiciary on the implementation of the wildlife conservation bill. UNDP is well suited to providing EENRM support in the country.

QUESTION 3: PARTNERSHIP, FRAMEWORK STRATEGIES, AND CAPACITY BUILDING OF NATIONAL INSTITUTIONS

— To what extent were partnership modalities conducive to the delivery of outputs?

UNDP–SL EENRM has established partnerships with public institutions for the implementation of selected projects. Those institutions have also been involved in the design of the project interventions including, including when they are funded by GEF. Regarding the other sources of funding, UNDP–SL EENRM is using the work plans that have been designed by the institutions themselves. In both cases, the partner is very much aware of the project activities to be implemented and outputs to be achieved. Enlisting their support during the design or implementation is an adequate way to reach the desired objectives for UNDP. However, other actors who are working with the same institutions are not necessarily linking their activities with those undertaken by EENRM. UNDP has not started to coordinate its activities with them either. Therefore, each of them is working on its own, pursuing its own agency objectives.

— Are there current or potential complementarities or overlaps with existing partners' programmes?

There are several current and potential complementarities with existing partner programmes. For example, IFAD and FAO are both implementing GEF-funded projects in the country and all of them are targeting the same issues of natural resource management and sustainable agricultural production. UNDP–SL is also doing the same but is yet to establish a discussion with the other agencies on ways they can work together. FAO is known to have actively supported the development of the current land policy, and UNDP–SL EENRM has worked with MLCPE in the popularisation of that policy. But no formal discussion has taken place regarding potential collaboration. The World Bank has several energy projects in the country, and UNDP–SL EENRM has worked with the Directorate of Energy to design the energy policies and disseminate them throughout the country. At the time of this evaluation, there was no discussion with the World Bank about potential collaboration. In general, because UNDP works across all sectors, there are other actors in the same domains working with the same institutions. The evaluation team believes that UNDP–SL EENRM could scale up its partnership strategy and reach out to those other actors in order to maximise the impacts of its interventions.

— How effective has UNDP been in partnering with civil society and the private sector to promote EENRM in the country (where applicable)?

At the time of the MTE, there was no active partnership between UNDP–SL EENRM and the civil society in Sierra Leone. With the energy efficiency project funded by the GEF, EENRM is working with four local communities to establish woodlots in their area. The evaluation team was able to see that three of those woodlots have been established and are developing. As part of the utilisation of improved cookstoves, UNDP–SL EENRM will partner with a private sector actor to produce the cookstoves. Details of the partnership are being discussed, but it is anticipated that it will facilitate the access to improved cookstoves for 14,000 households and schools.

— **To what extent have partners committed to providing continuing support?**

The public institutions that are currently working with UNDP–SL EENRM are all prepared to continue their support to the communities even if UNDP stops funding them because that is part of their mandate. They have all indicated that withdrawing that support will nonetheless put them in a very difficult situation. The government is going through difficult economic times—a series of disasters have recently hit the country so that it has difficulties in providing public institutions with adequate operational funding. The partnership with the local communities regarding the establishment of woodlots will not outlive the project. In this case, UNDP is providing all the funds and doing all the procurement on behalf of those communities. They will need to have common goals and funds to implement activities towards those goals if they plan to continue to provide support. The private sector party engaged in the partnership with the energy efficiency project will likely continue its activities after the project ends. In fact, this actor is already producing and selling improved cookstoves. The partnership with EENRM will allow them to momentarily increase their level of production and therefore reach more communities. Following the project, the subsidy that UNDP–SL EENRM is planning to put on each cookstove will no longer be available. Therefore, it is expected that the private sector actor will resume its production level before the end of the project.

QUESTION 4: RIGHTS-BASED APPROACH, GOOD GOVERNANCE AND GENDER

— **How were gender issues implemented as a cross-cutting theme? Did the projects give sufficient attention to promote gender equality and gender sensitivity?**

At national level, the policies that have been developed/finalised are all gender sensitive. UNDP–SL EENRM takes the opportunity given with these exercises to promote gender integration in their policies. The implementation of the gender provision might be an issue at a later stage, but so far, no significant gender-issue has emerged as a result of their implementation. Regarding the support that was provided to the Office of National Security (ONS), UNDP–SL EENRM supported the streamlining of gender in DRM. Funds were provided to support the office in its efforts to integrate more women into its teams and ascertain that gender was included in DRM activities. An assessment of the pilot project shows that gender analysis was included in the analysis during the design of the GEF-funded project on energy efficiency. The establishment of woodlots and the dissemination of improved cookstoves are

expected to ultimately impact the livelihoods of women as they are the ones responsible for collecting firewood—a task that ultimately has a negative impact on their capacity to devote time for income-generating activities, for example.

- **To what extent did the projects pay attention to effects on marginalised, vulnerable, and hard-to-reach groups?**

Support to the development of national policies is the entry point for EENRM to ascertain that vulnerable and hard-to-reach people are taken into account. At community level, the evaluation did not find any explicit evidence that EENRM is making sure that marginalised, vulnerable, and hard-to-reach groups are not discriminated when trying to participate in or access the benefits of the pilot projects. There are marginalised/vulnerable groups in the target communities and institutions. People can be marginalised because of their ethnic, religious, or educational backgrounds.

- **How were gaps identified in the capacity of rights-holders to claim their rights, and of duty-bearers to fulfil their obligations, including an analysis of gender and marginalised and vulnerable groups, and how the design and implementation of the project addressed these gaps?**

UNDP–SL EENRM has supported the design of the benchmarking tool that was used to assess the effectiveness of government policies in the mineral sector. After the tool was finalised, it was used to draft a new mineral sector policy. The implementation of this policy has not started yet, but representatives from MMMR have recognised the role played by the benchmarking tool in the finalisation of the policy in the mineral sector. The national mineral policy looks at the rights of all users and local community and sets the foundation for collaboration between those who exploit the minerals and the local communities. Also, it defines the conditions needed for artisanal miners to have access to the resources. The same is verified with the development of the other national policies as they are all trying to ensure that all right holders have access to the resources in a way that benefit to both communities and mining entities.

- **To what extent has UNDP capacity-building support contributed to influencing national policies/strategies focussing on human rights protection, gender equality, and equitable sustainable development?**

The development of the national policies was an inclusive process. All the stakeholders were involved at different levels in the process. For example, with the development of the land policy, local communities were consulted on the issues that were targeted and the rules that were proposed. EENRM and the target institutions have understood that the participation of the representatives from the local communities as well as the representatives of the different groups in those communities will contribute to the success of the policies. Their participation facilitates the creation of policies that best fit their needs and helps in the understanding of the policy objectives.

The development of the benchmarking tool helped to make profiles of the development situation of the different types of groups of actors in the mining sector. As all actors have the right to access the resources sustainably, the benchmarking was used to define the frameworks which should guide the development of a mining policy that would seek to benefit to all users ultimately.

EENRM has also supported the development of the policies by availing a repository of well-established practices. The research products that have been produced by UNDP in Sierra Leone and elsewhere was used by the institutions to support the development of those policies. UNDP EENRM has continued to share those products, and the ministry of mines has, for example, welcome the establishment of a library that facilitates access to mining information for all actors. EENRM has established that library within the ministry.

QUESTION 5: EFFICIENCY OF PROGRAM PLANNING, IMPLEMENTATION, AND MONITORING AND EVALUATION

Program Planning.

The interviews with the EENRM staff showed that the planning of the activities under the cluster is largely based on the strategic plans of the government partners. When asked from where did the project ideas originate, most interviewees indicated that they came from their own annual work plans. Typically, what happens in projects directly funded by UNDP, is that the government institution would share with UNDP its annual work plan and EENRM would pick up the activities that fall under its plans and support them. The MTE team noted that for such interventions, UNDP does not always take the time to develop a full project proposal with adequate objectives, ToC, measureable performance indicators, and documented baseline information.

The GEF interventions follow a different stream: UNDP would work with the government partner depending on the call for proposals from GEF, to prepare the project. In all cases the GEF projects have comprehensive project documents and systems, including a proposal, a description of the ToC, a monitoring and evaluation (M&E) plan with performance indicators, and baseline information. It appears that UNDP–SL EENRM does take time to properly document all the project with external funding, but does not mobilise similar levels of effort when it comes to projects that are internally funded.

EENRM could afford not to develop those project documents and tools if it had developed an overarching strategic plan that would identify its plans, objectives, and the performance indicators to be used to measure its performance. Unfortunately, no such plan exists. This makes it difficult to link the different activities and demonstrate how they lead to a specific result in the UNDAF.

M&E Plans

When designing its M&E plans for the GEF -funded projects, EENRM has shown that a careful selection of the objectives is done to align them with the expected objectives from the donor. Not enough attention is paid, however, to plans for measurement of some of the performance indicators. For example, measurement of the reduction of greenhouse gas has not been identified in any strategic documents of the EENRM, yet it represents the main performance indicator for the Charcoal Project and the indirect objective of several other interventions. EENRM has to date no plan to measure that indicator. Yet it is using that indicator because it is in line with the expected goals and objectives of the projects.

Irrespective of their source of funding, none of the projects that are currently being implemented has an operational M&E manual. From the interviews with the staff, it appeared that UNDP–SL had started to work on an M&E manual applicable to all country projects and compatible with the current UNDAF. That task has yet to be finalised. In the absence of that manual, it is important for EENRM projects to have a shortened M&E system that includes the results framework, the performance indicators, baseline information, targets, tools, and protocols with which to monitor the performance of its projects.

Program Implementation

The implementation of the projects are always done with the full participation of the government partner institution. For example, when UNDP had to procure meteorological equipment for the Meteorology Department and the MoA, the list of equipment was finalised with the institutions. Both were involved in the selection of the equipment and supplier. The Ministry of Energy also indicated that the design and finalisation of the list of mass communication equipment for their energy efficiency campaign was done with their full participation, from the selection of the message to the distribution of the materials. All partners interviewed during this MTE expressed their full satisfaction with the quality of their participation in the EENRM cluster. Interviewees were in most cases satisfied with the level of engagement they had with UNDP, the responsiveness of the EENRM team, and the constant line of communication that was being maintained by the team. In most cases though, they pointed out the need of having more resources to implement their projects. The EENRM budget was limited, which is why it could only provide them with limited support.

As emphasized later, the level of involvement of beneficiary communities was less intensive than with public institutions. A look at the three current projects implemented at community level shows that although communities were slightly involved in the planning, the critical decisions during implementation are all under EENRM's responsibility.

QUESTION 6: IMPACT OF THE INTERVENTIONS

1. Impact of policy formulation

One of the most important domains of intervention that can (and will certainly) have impact is the support in policy design. EENRM is known to have facilitated the design or finalisation of the several national policies discussed below.

- **SL Land Policy**

The lack of a national land policy over the years has contributed significantly to the current chaotic situation of poor land management, land grabbing, and increased land litigations. One of the key priorities of GoSL in the A4P has been the effective and efficient management of the land. With the technical and financial support of FAO and EENRM, the formulation of the policy was launched with a Cabinet Decision in 2009. The Cabinet subsequently approved the policy in 2015, and it was launched in March 2017.

The new draft National Land Policy is a guideline (rules and regulations) in the administration, management, control, planning, and execution of land matters in Sierra Leone. It will help to manage the land. But it is not a law, and therefore cannot determine rights and powers. The new draft National Land Policy will form the basis for the making and revision of land laws in Sierra Leone. To deal with the diverse issues raised by the present complex institutional framework, it is proposed that the GoSL set up land management institutions as follows with the continued support of donor partners: National Land Commission, District Land Commissions, and Chiefdom Land Committees. EENRM has continued its support for the implementation of the policy by supporting the conduct of four regional sensitisation workshops on the policy.

- **Sierra Leone Mineral Sector Policy**

The GoSL recognises that a badly managed mineral sector can lead to insecurity and governance challenges that could reverse any economic and development gains from the sector. Consequently, Pillar II of the Agriculture for Progress (A4P) provides clear pathways to the optimisation of Sierra Leone's natural resource endowments for the benefit of the country and people. With the technical and financial support of AfDB, EENRM and GTZ commenced preparation of a Mineral Sector Benchmarking Assessment in 2013. After work was interrupted by the Ebola emergency, the study was finally completed and the report published in October 2017.

The report covers policy, legal, regulatory, institutional reform and human capital development issues. Already MMMR has used the recommendations to prepare a 5-year Strategic Plan (2018–2023), which is also expected to be used in the preparation of new minerals, artisanal mining and data management policies. With continued support from EENRM a policy directorate and resource centre are being set up.

- **Disaster Risk Management (DRM) Policy**

Sierra Leone is very prone to a large number of natural and manmade risks (e.g. floods and landslides, fires, and epidemics) which can result in economic loss and human disasters. UNDP–SL EENRM has been working with the DMD/ONS since its establishment in 2004. In 2005 funds were provided for preparation of a National Hazards Profile. In 2008 the GoSL established the District Disaster Management Committees (DDMCs) in order to play a key role in the prevention, management, mitigation, and control of risks to the health and wellbeing of local communities. A disaster risk reduction schools programme has been launched.

With EENRM's support the Sierra Leone Disaster Management Policy and National Disaster Preparedness and Response Plan have been prepared. The Disaster Risk Management Policy includes clear roles and responsibilities for national, local governments, and development partners to implement a timely response to disasters whilst also integrating local-level communities into effective disaster management systems. The goals of this policy are to empower Sierra Leone to be capable of responding appropriately and timely to (1) localised disasters in order to prevent them from becoming national-scale disasters; and (2) respond to national-scale disasters, considering the importance of certain natural and manmade hazards and vulnerabilities. A second goal is to empower Sierra Leone to be capable of preventing existing risks from becoming disasters, and potential risks from becoming real ones.

- **Bio-energy policy**

Project 00090575, Energy Efficient Production and Utilization of Charcoal through Innovative Technologies and Private Sector Involvement in Sierra Leone, has as Output 1: Adequate policies on renewable energy in place, strong institutional linkages established, and knowledge, awareness and capacities of stakeholders improved (policymakers, financiers, suppliers and end-users).

Sector policies and regulations that require revision and implementation to facilitate the use of bio-energy technologies were identified through a mapping exercise. Technical assistance for the review process has been provided by UNDP EENRM and is expected to be completed by the end of 2018. Other achievements have been in the establishment of a costed framework for the popularisation of renewable energy and energy efficiency policies across government, affecting a cross-section of sectors and key stakeholders.

The approval by Cabinet in May 2016 of both policy on renewable energy and a policy on energy efficiency demonstrated substantial commitment of GoSL to strengthen effective policy, legal, and regulatory frameworks.

To ensure enforcement of policies, laws, and regulations on more efficient charcoal and production of improved cook stoves, the existing Renewable Energy Policy and Energy Efficiency Policy is now being popularised to ensure public acceptance and adoption.

Dialogue initiated with a number of relevant government agencies with an interest in biomass Ministry of Agriculture, Forestry & Food Security (MAFFS), NPAA, and EPA) has yielded good

coordination of activities related to the charcoal/cookstove sector. This is establishing a working mechanism coordination among state actors, laying the foundation for further achievement of review mechanisms on biomass energy technology applications.

An advert has been placed for the review and modification of the National Energy Policy. This will set the stage for the approval of the National Household Energy Roadmap, as well as coordinating and guiding the implementation of an updated National Energy Plan and National Energy Strategy under the National Cooking Energy Action Plan.

Project 00086632, Adaptive Capacity of Water Services to Climate Change, has as Outcome 1: Critical public policies governing the management of water resources revised to incentivise climate smart investment by the private sector, will be achieved through specific technical capacity development activities and igniting informed public and private sector dialogues.

On the basis of focused capacity needs assessments, a suite of professional updating activities will be designed especially for staff of the newly formed Ministry of Water Resources, the Guma Valley Corporation, and other specified key target groups

2. Impact of improved technology

Energy

In Sierra Leone more than 74m tonnes of charcoal were estimated to have been consumed in 2012. The strong and growing demand for charcoal fuel is an important cause of deforestation; therefore, the promotion of energy-efficient cookstoves has a potential to have huge impact on the environment. The target of the GEF-funded project is to have locally produced 14,000 energy-efficient domestic stoves in rural households and 700 institutional and 300 industrial stoves implemented and promoted for replication.

Limited progress has been made. Partner scoping, identification, and engagement has been on-going. This has led to the identification of key gaps and areas of development as well as to the design of the mechanism for the delivery and monitoring of the private sector- targeted grant system for cookstove production. The grant system architecture that has been developed has been submitted to the GEF, through the technical leadership of the UNDP Regional Service Centre, for approval (granted in early 2018).

To reduce the deforestation effect of charcoal production, the project is piloting the establishment and management of community woodlots and popularisation of improved charcoal production kilns (1,000 pilots). A total of 63 ha of woodlots have been planted in Mawoma, Robana, and Makolerr communities in Koya Chiefdom, and Moyamba Junction communities in Kaiyamba Chiefdom. This has led to the mobilisation of the communities to form improved governance arrangement for the management of this natural resource for energy production. The gender training and analysis that were undertaken have led to the incorporation of women into the management and maintenance of the woodlots. The livelihoods activities associated with the woodlots (intercropping with groundnuts and ginger) have started to benefit women in terms of income generation and participation in decision-

making. However, the challenges of community woodlot management are evident (e.g. insufficient protection from fire damage, conflicting demands for types of wood species to be planted, etc.) and still need to be addressed.

Climate-resilient water supply

Project 00086632, Adaptive Capacity of Water services to Climate Change, is piloting climate-resilient water systems to strengthen resilience of water supply systems to climate change:

- Four rainwater harvesting and storage systems are being installed in public buildings in Freetown and Pujehun District to demonstrate the system to the public that access the buildings.
- Improved spring water capture and distribution systems (spring boxes) are being installed in Freetown and Pujehun and Kambia districts.
- Twenty-four boreholes have either been installed or are being installed.
- Training of water quality technicians is on-going, and water quality-testing equipment and chemicals have been procured.
- For all results (above), gender assessments on technical and managerial aspects of the technologies and innovations regarding access, decision-making, and livelihoods development in all installations will be undertaken in 2018. These will inform key decisions on the scaling and replication of the innovations.

All the innovative systems are important and will certainly have a huge positive impact on the participating households and institutions, particularly in urban areas.

3. Impact of capacity building

As shown earlier, EENRM has supported a wide range of capacity-building activities (see Question 3). These activities are having an important impact on the quality of services the beneficiary institutions are providing to the public. For example:

- Capacity building of DDMCs and staff of DMD/ONS through key training activities has increased the capacities of DDMCs to perform their roles by localising flood response plans to the districts, fire hazard sensitisation and prevention, and the like.
- Training of Meteorology Department officers and supply of met equipment has enabled the Met Office to provide weather forecasting and other met services to the public and airport authorities.
- Equipment supplied and accompanied training have significantly increased the quality and efficiency of surveillance activities by the NPAA.

QUESTION 7: SUSTAINABILITY OF INTERVENTIONS

Because most of the EENRM interventions are in the early years of implementation, the focus here is on processes put in place and the likelihood that they will continue and bear fruit after project interventions.

Institution building

The ability of EENRM projects to continue to deliver benefits after completion depends on the sustainability of the institutions/organisations that were established or strengthened. EENRM institution-building activities have been moderately successful and the institution supported have shown improved performance. All the institutions/organisations supported under the project (Met Office, EPA, ONS, NPAA, MMMR) are self-managed and independent. Governance is transparent and without undue political interference, including governance at community level. However, all the institutions still require some support from GoSL and donor institutions. Services to clients/members are likely to continue after project support is withdrawn, but most likely at lower levels.

Empowerment

To the extent that the capacities of poor rural women and men are developed and their organisations and communities strengthened, the sustainability of project interventions will be increased. EENRM projects reviewed have consciously attempted to include women, and have undertaken activities to build the capacities of poor women and men (individually and collectively) and expand their capabilities. For example, in the Adaptive Capacity of Water Services project, gender assessments on technical and managerial aspects of the technologies and innovations regarding access, decision-making, livelihoods development, and installations are undertaken. Women are active and participate in all decision-making at community level in the pilot woodlots project, and are the major beneficiaries of the livelihood improvement activities in community woodlots. And although women have gained limited control over economic relations and institutions, the MTE team found no evidence that poor rural women and men have been directly supported to develop and strengthen their organisations and communities.

Quality of beneficiary participation

Here, the beneficiaries' role in influencing the choice and/or sequencing of project activities is assessed. As the sustainability prospects are enhanced, the more project activities are demand driven and tailored to the needs of beneficiaries. As already pointed out, the MTE team saw clear evidence that beneficiary institutions have major inputs into the preparation of Annual Work Plans and Budgets, and that activities in the AWPBs are requested by the officials of the beneficiary institutions, in line with project guidelines. This is a strong point of EENRM activities that bodes well for the sustainability of the interventions.

However, the degree to which the AWPB activities reflect the needs of final beneficiaries (farmers, consumers) cannot be ascertained as such information is not systematically

collected (e.g. in baseline studies). The EENRM team has relied on the “officials” who are participating in the AWPB preparations to correctly represent the needs of final beneficiaries. Furthermore, there is no explicit evidence of the participation of beneficiaries in project M&E activities and their contribution (cash or in-kind) to project financing—interventions that would enhance sustainability of project interventions.

A case in point is the selection of the types of trees that were used in the woodlot project. This was done by EENRM.,

Exit strategy (readiness and quality)

None of the projects assessed have a clearly defined and documented exit strategy, despite the clear need for one. An exit strategy should detail institutional arrangements, legal aspects, ownership, and post-project funding.

For example, for the pilot cook stoves intervention, development of an adequate strategy is clearly needed to attract interest from actors on all sides (development and private). There is also the need to ensure that the maximum number of households will have access to the improved cookstoves. Subsidising is not necessarily the solution because that will raise the sustainability issue when the project ends. Charcoal production associated with establishment of woodlots will need to be done at scale to produce meaningful impact. A strategy for more engagement from community members is needed. Handing out agricultural inputs in exchange for their commitment is not sustainable.

Potential for scaling up and replication

Most of the interventions, particularly the improved technology and capacity-building activities of EENRM, are pilot activities that will only have major impacts on beneficiaries if they are scaled up and replicated. The extent to which such pilot projects are positioned to translate their approach and/or innovations on a larger scale—by government bodies, donors, other partners, or poor women and men and their organisations—should be assessed.

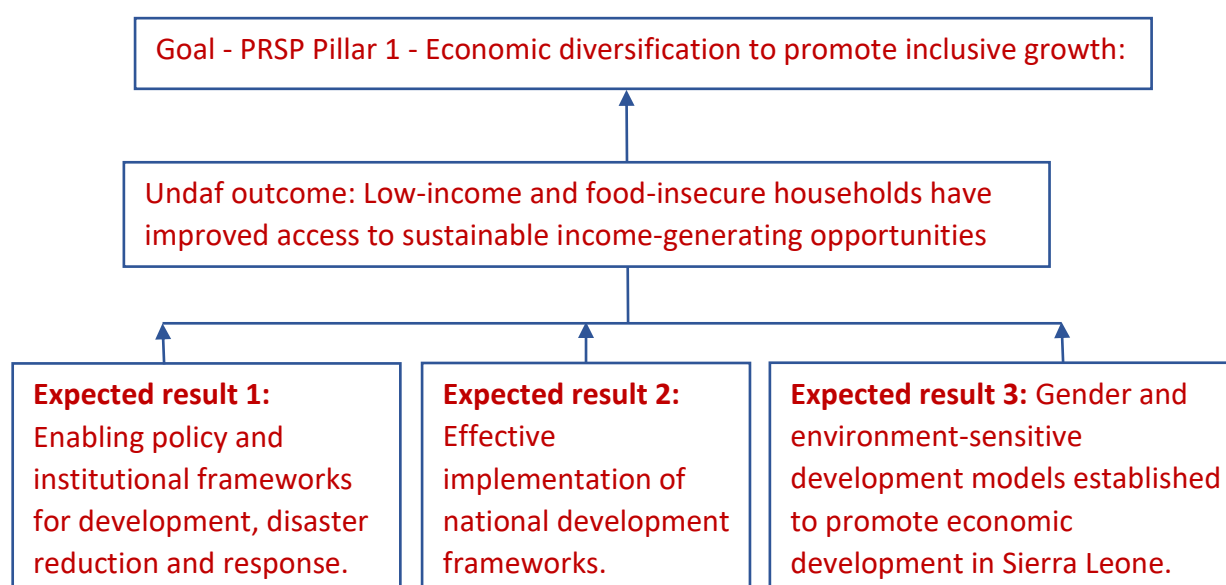
The MTE team found no evidence that development partners have shown interest or have begun scaling up elements of EENRM interventions. However, there is evidence that private partners and beneficiary communities have begun to replicate the interventions. For example, in the woodlot communities visited in Koya Chiefdom, it was reported that private farmers, including women, have started planting individual woodlots to replicate the community woodlots. Also, private entrepreneurs being supported in manufacturing of the improved cookstoves have indicated that they would continue to produce the stoves after project support ends. There is therefore some emerging evidence that there is potential for scaling-up of project interventions.

QUESTION 8: RECONSTRUCTED ToC FOR THE EENRM CLUSTER AND PROPOSED IMPLICATIONS FOR EENRM PROGRAMMING

The current EENRM activities fall under the overall goal in PRSP Pillar 1: Economic diversification to promote inclusive growth with the following UNDAF outcome: Low-income and food-insecure households have improved access to sustainable income-generating opportunities (on-farm and off-farm) (see figure).

The outcome could be broken down into the following three expected results:

- **Expected result 1:** Enabling policy and institutional frameworks for development and disaster reduction and response
- **Expected result 2:** Effective implementation of national development frameworks
- **Expected result 3:** Gender and environment-sensitive development models established to promote economic development in Sierra Leone.



Under the first expected results, EENRM would support the development of adequate policies at national level. EENRM is doing that work in its current set of activities: It is working with both MMR and MLCPE. With both these ministries, EENRM is supporting the design and update of policies. The major assumption is that the government will show enough political will to lead the development of those policies.

There are two important risks to take into account for this expected result: the constant change of directions from the government's side and the availability of funds to enable significant participation. The major assumptions here would be that development gains would not be lost to massive disaster events, particularly as they relate to climate change. Enlisting community buy-in and willingness to participate in the project's activities will also be key. Last but not least, the mobilisation of other actors will be key for this component, especially given that funds available to support this work stream are limited. So making sure that the other actors come together and join the initiative will be key to achieving meaningful results. The performance of this component could be measured against the number of policies that have been adopted, the extent to which the policies are being implemented, the quality of the services provided by the target institutions, and the readiness of the target communities and institutions to respond and adapt to disasters. This set of performance indicators would be customised, depending on the final set of activities that would be selected.

Under the second expected result, EENRM would provide support to public and private institutions to increase their capacity to implement the policies that are adopted. To date several EENRM projects are supporting public institutions by providing them with training opportunities, equipment, and other resources they need for their work. Several assumptions are tied to this expected result—namely the relevance of the support to be provided vis-à-vis the needs of the institutions, the readiness of the government to invest in the set of activities, and the full ownership of the project by the designated institutions. As for the first component, UNDP's capacity to attract the interest of other actors is particularly important in order to achieve meaningful results. Also, all actors, including the government, will need to be willing to coordinate, participate, and share knowledge and experience in the network. Communities will also be expected to participate in DRR activities. No significant increase in the dependency culture among communities should take place.

Under the third component, UNDP–SL EENRM would pilot test development models that are both sensitive to gender dynamics within the communities and that also promote sustainable development. The models that would be deemed successful following the conclusion of the pilot project would be used to reach out to government, development actors, and private sector entities interested in scaling them. They would be modified, based on the findings of the research and re-launched until a satisfactory performance level is reached. From that point onwards, the model would be disseminated for scaling-up. It is possible, following the conclusion of the pilot testing, that the model is deemed not adapted to the Sierra Leone's conditions. In that case, and only if it cannot be modified, the model will be replaced with another that could be successful.

Because of the pilot nature of the models, it is important to design adequate research protocols and M&E systems to be able to track project performance on a timely basis. Enlisting the participation of actors that EENRM would like to be involved in the scaling-up would also be important. For these projects EENRM and the staff of the beneficiary institutions should take time to craft a comprehensive ToC that looks at all aspects of the projects. The performance indicators for this component could be around the number of pilots that have been concluded (disaggregated by status, scaled up, or abandoned, etc.); the number of pilot tests with full documentation; the number of people reached with the scaling up of the pilot activities; and the number of pilot tests that have been picked up by other actors for scaling up. In addition, as a pilot project, it will be important to be transparent regarding how it performed. Consistent with that, the project's M&E system should be strong and transparent enough to allow the collection, analysis, and reporting of information that is valid and transparent.

4. LESSONS LEARNT

This MTE has identified a number lessons learnt:

- **Lesson 1: Importance of community mobilisation and buy-in**

Social mobilisation, although a gruelling process, has been instrumental in the smooth running of operations in the woodlots project. A lot of time was spent in mobilising and informing residents about their roles in the project before actual implementation began. This is not a one-off activity as had been envisaged but is a continuous process throughout the project cycle. As such, when budgeting this should be considered. Second, it is important to fully include community members at all levels of project implementation. The full participation of public institutions in project implementation has allowed them to be fully aware of all the project components and performance. With beneficiary communities, however, limited participation in implementation has not allowed them to be fully aware of all projects aspects.

- **Lesson 2: Importance of a good community structure, joint planning, and an effective communication strategy**

A good community organisation structure is a major boost to successful community project implementation, especially when it puts community members at the core. Such a structure gives mandate and legitimacy to a group to represent residents. In the EENRM projects, such structures have not been put in place. This creates a problem when information is to be passed on to the community or formal negotiations are to be held regarding the implementation of the projects.

- **Lesson 3: Public and community contribution is key component in project sustainability**

Where communities are contributing labour and even monies to pay for initial or running costs, there is a greater sense of ownership and responsibility. The projects that are promoted

by UNDP–SL EENRM request beneficiary communities to provide limited resources that can help in the sustainability. In contrast, the support to public institutions does not request government participation, which does not promote ownership and can weaken the sustainability of the projects. It is important to request government financial participation in all the projects that aim to support government actions or provide services.

- **Lesson 4: Streamlining gender issues in project design, implementation, and M&E**

Gender issues must be addressed in project planning, implementation, and monitoring. To do this, EENRM should provide gender analysis training to its staff. This will provide the tools staff need to be able to analyse the effects of gender on project planning and implementation, and take mitigation measures to reduce or eliminate negative outcomes. Gender will be taken into account through the design of appropriate M&E tools that allow for sex-disaggregated data. EENRM and partners will then be able to monitor the effects of project activities on women's workload to ensure that the project is reducing rather than adding to it. By increasing gender awareness, EENRM will be able to take mitigation measures using appropriate means such as discussions with implementing partners, community leaders, and IEC campaigns.

- **Lesson 5: The compliance assessment can be a starting point to build partners' capacity and assess its importance**

UNDP has conducted a partner assessment for all the public institutions it is planning to work with. The assessment was part of the compliance assessment process that is required before funds can be transferred to them for project implementation. The assessment made clear that when strengths and weaknesses are known and expectations and visions are shared, both UNDP and partners can grow in the programme and become more effective. The option to let several directorate and ministries lead the implementation of some of the EENRM activities is a direct result of the partner capacity assessment that has been done.

- **Lesson 6: Comprehensive M&E systems are needed for programme implementation and performance measurement**

During the MTE it became clear that EENRM projects do not have adequate M&E systems in place. The situation of projects that have received external funds was nonetheless better because they had an M&E section in their proposals. EENRM has invested little into putting in place adequate M&E systems for its projects. Given the multiplicity of the activities undertaken, an M&E system must be in place either for each project or at cluster level. Failure to have such a system will likely lead to a misinterpretation of the change brought about by the projects and result in inadequate use of resources.

- **Lesson 7: The need for careful selection of project performance indicators and targets during the design**

Although some of the projects have log frames, they are struggling to use the performance indicators that were selected during the design. Not only are those indicators difficult to

measure, e.g the level of green house gas emission, but there is also no methodology that was shared to teach project actors how to measure and report them. In most cases, the projects are using a new set of indicators that look easier to measure or they are only monitoring output delivery. Selecting an appropriate set of indicators that would truly measure project performance during implementation, and are measurable using planned project resources, is necessary.

- **Lesson 8: With the right system, projects can be appropriately implemented using government staff**

The projects are using some government staff during implementation. This arrangement seems to be working very well across the board. We can thus report that the use of government staff in project implementation can help to increase project efficiency and sustainability since it reduces costs and helps to build local capacity.

- **Lesson 9: The extent to which UNDP EENRM projects streamline accountability principles, depends on the origin of their funding**

Defining projects' theory of change is important for accountability purposes and is a critical part of the monitoring and evaluation system. EENRM projects that are funded with internal resources never get a detailed description of their ToC, while those that have been funded with external funds always describe their theory of change and identify the outcomes they want to achieve. Pushing for more utilization of external funding will likely result in more accountability from EENRM and the ministry of mines has, for example, welcome the establishment of a library that facilitates access to mining information for all actors. EENRM has established that library within the ministry.

5. CONCLUSION AND RECOMMENDATIONS

5.1 CONCLUSIONS

Over the past 5 years UNDP–SL EENRM activities have been deemed relevant and critical in helping public institutions fulfil their mandate. In most cases they are aligned with the SL UNDAF 2015–2018, the Local Council Act 2004, district council development plans, the country's Poverty Reduction Strategy (the Agenda for Change), the SL National Adaptation Programme of Action, and the National Sustainable Agriculture Development Plan (NSADP). This body of legislation provides the roadmap for moving agriculture, forestry, and fisheries forward to both address Sierra Leone's growing needs due to population growth and climate change and to create additional income to the national economy (2010–2030).

UNDP–SL EENRM projects are relevant and highly participatory. The assumptions and risks identified in the Sierra Leone CPD 2015–2018 regarding the country ownership, the government capacity to implement the projects, and the socioeconomic situation largely remain valid. They have guided the development and implementation of the EENRM projects during the period under review.

UNDP–SL EENRM is seen as an important partner by all the institutions that were visited by the MTE team. Although grants to national institutions under the EENRM projects are small, they are critical to the operations of the partner institutions. The design of the projects under EENRM are based on the partners' project documents in most cases. UNDP would receive those documents at the beginning of the year and determine whether the activities are in line with its own strategic directions and which ones it is willing to support.

Projects that have been funded with UNDP resources largely lack comprehensive project documents (e.g. proposals, results frameworks, baselines, and targets). By contrast, all the projects funded with external resources have a background analysis, a rationale, justification of the request, detailed results frameworks, and performance indicators with baselines and targets.

UNDP–SL EENRM has not started to work with the other UN agencies at country level, in the EENRM projects although it may target the same institution and, in some cases, the same domains of intervention as other agencies. While the MTE team did not notice any duplication of effort, it can be beneficial for UNDP and the other agencies and partner institutions to sit together and do a joint planning to maximise the potential benefits from their support.

The projects under the UNDP–SL EENRM cluster have been effective to date. As indicated by the interviewees, the activities are all reaching their targets and the process used by the staff has always been participatory with the government institutions.

By supporting the design or updating of national development policies, UNDP–SL EENRM is ensuring that its actions will impact a large number of people across the country, following the implementation of those policies. To date the policies that have been supported by the EENRM cluster have integrated gender aspects. It is nonetheless not always explicit how vulnerable people, youth, and other marginalised groups are included.

The collaboration between UNDP–SL EENRM and the public institutions does promote good governance in the management of the funds availed by UNDP. All the institutions are included in the process, but they participate in different degrees as a result of the compliance assessment that has been conducted by UNDP. EENRM still needs to put in place adequate measures to ensure that, at project level, the funds do not promote discrimination based on people's ethnicity or religious/political affiliation.

The UNDP–SL EENRM is implementing most, if not all, of its projects with government institutions as key partners. That approach has proved to be beneficial because it strengthens the capacity of the institution. The institution is able to participate in the building of the sustainability of the activities and, at the same time, increase the efficiency of the projects as a result of the reduced costs. The projects that have been implemented have started to show impact on the capacity of the institutions. The meteorological service is, for example, able to make accurate weather forecasts, partially as the result of that support.

5.2 RECOMMENDATIONS

With the MTE complete, the evaluation team recommends the following measures to help inform current and future programming decisions:

1. Irrespective of the source of the funding, UNDP–SL EENRM should ensure that all interventions are linked to a strategic direction and have a clear background analysis, including a comprehensive gender analysis. EENRM should also ensure that its projects are environmentally sound and put in place adequate measures for participation of marginalised/vulnerable people.
2. It is important for **all** the projects implemented with support from UNDP–SL EENRM that a comprehensive M&E system be put in place in order to follow project performance and allow adequate, timely decisions to be made. M&E systems start with the establishment of a good ToC and results framework for each project. The second step is to identify good performance indicators with associated baseline and target values.
3. The financial participation of either the government (when it comes to support provided to public institutions) or communities (when it comes to projects that are directly implemented at community level) should be integrated as a key strategy to ensure participants' buy-in and project sustainability.
4. Pilot projects are meant to demonstrate a concept or build a body of evidence that can be used to advocate for more support or attract interest from external actors. EENRM has a number of those projects. It should rethink the strategies around them and develop an additional set of activities for their scale-up.
5. The option to subsidise the improved cookstoves in the current GEF project will certainly increase the number of households who will purchase them. After the project ends, the private sector actor will no longer be able to offer the stoves at the subsidised price; this may bring the situation back to what it was before the project. We recommend that EENRM work with financial service providers during implementation to put in place an adequate financial product that poor households will be able to use in order to continue to have access to those cookstoves.
6. The most important objective of a pilot project is not its implementation per se but the quantity and depth of information it generates. Therefore, it is important that all pilot projects build in a good knowledge management protocol attached to its M&E system. UNDP–SL EENRM should ensure that the results from the pilot projects are published and shared among project staff as well as partner communities and institutions to inform future programme decisions.
7. UNDP participation in good governance starts with the compliance assessment that has been done on the public partners. As the projects are developed and implemented, responsibilities should be given to the public partners based on their

behaviour with the management of the resources and their adherence to the principles of good governance. That should be continued.

8. It is important for staff to keep in mind and be constantly reminded of the importance of doing a full gender analysis. Such an analysis helps to identify the roles and responsibilities of both men and women in the activities that are supported and detect any impact—positive or negative—that they may have on the established gender balances in the institutions and communities to be supported.
9. Discrimination against people based on their origin, politics, or religious background may sometimes exist in Sierra Leone. It is important that EENRM staff be sensitised to the possibility of discrimination, and make sure they do not participate in its perpetuation. The projects that are supported by UNDP–SL EENRM should be explicit regarding anti-discrimination and fully ensure the participation of people of all origins and political, ethnic, or religious affiliation. Like the gender analysis, a detailed analysis on the role of vulnerable people in target institutions/communities should be conducted. The potential impacts of the interventions should be identified prior to project implementation and monitored throughout.
10. UNDP–SL EENRM should lead the establishment of a platform that will include all the UN agencies, partner institutions, and relevant public directorates interested in the EENRM issues at country level. That platform could support a sector-wide diagnosis that will help to identify the most important activities and pull resources together to maximise their benefits.
11. The following thematic interventions should be explored for future interventions:
 - Establish a database of all the EENRM-related policies and creation of an online “one-stop shop” for interested parties.
 - Support the updating of the EENRM-related policies and advocate to include the thematic areas that are important to UNDP (UNDAF).
 - Continue to strengthen the institutional and organisational capacity of the public institutions.
 - As the work under policy development is particularly important, take the opportunity to integrate UNDP strategic options and priorities in government policies.
 - Identify appropriate entry points and support the development of guidelines for private sector engagement in promotion of alternative/efficient sources of energy (cookstoves, solar, biogas, etc.)
 - Implement support to activities specified in the Nationally Determined Contribution framework.
 - Ensure effective implementation of the Climate Change Act and relevant regulations.
 - Promote environmental communication and awareness-raising.

- Implement support to the Nationally Appropriate Mitigation Action Framework.
- Support climate mainstreaming at local councils and other MDAs.

ANNEXES

TERMS OF REFERENCE

United Nations Development Programme

Outcome Mid-term Evaluation Terms of Reference for the Energy, Environment & Natural Resource Management (EENRM) Cluster in Sierra Leone

1. Background and Context

Sierra Leone is fast transitioning to a new era of development guided by the Agenda for Prosperity (A4P) 2013-2018. The peaceful post-conflict elections and subsequent launching of the Constitutional Review Process in 2013 are critical indicators of the collective aspirations of the people of Sierra Leone to forge ahead and enhance their social cohesion. Sierra Leone has moved from its lowest point of crisis on the fragility spectrum, gradually built resilience and is currently considered to be in the 'transition stage'. The signing of the Mutual Accountability Framework under the New Deal signals a renewed commitment of the Government of Sierra Leone and its international partners to further pursue its peace and State-building goals.

In line with the Agenda for Progress, the United Nations Development Assistance Framework (UNDAF) 2015-2018 and the UNDP Strategic Plan 2014-2017, UNDP had focuses on: (a) **inclusive and effective democratic governance**; and (b) **inclusive growth and sustainable development**. Livelihoods and jobs are central to inclusive development, social cohesion and sustainability. The economy will therefore be diversified to generate employment and livelihoods while ensuring environmental sustainability. Building on structures established in previous programme cycles, UNDP will target the economically excluded and vulnerable groups, especially youth and women. An integrated approach will be adopted covering key economic, social and environmental dimensions for inclusive and sustainable growth.

Under our inclusive growth and sustainable development UNDP have supported extractive industries transparency initiatives, the establishment of a local chapter of the United Nations Global Compact and the roll-out of the local content policy to promote improved governance in the extractive industry. Strategic private sector partnerships will be used to mobilize resources and promote sustainable natural resource governance. Environmental sustainability will be mainstreamed through work with the Environmental Protection Agency (EPA), National Secretariat for Climate Change, Ministry of Lands, Country Planning and Environment, Ministry of Water Resources and Ministry of Energy, the office of National Security, the Sierra Leone Metrological Agency and the National Protected Authority Agency. Support will include policy dialogue and strengthening of institutional and local capacities to promote inclusive economic growth and diversify livelihoods while simultaneously increasing resilience to disasters and climate change. Sustainable energy will be implemented access interventions within the South-South cooperation frameworks of Sustainable Energy for All and the Economic Community of West African States (ECOWAS).

However, the current levels of growth and development cannot be sustained in the absence of sound environmental and natural resource management policies. Sierra Leone is ranked

173 of 178 countries on the Global Environmental Performance Index (Columbia University, 2014) and the country was assessed as extremely vulnerable (ranked 3 of 193) in the 2013 Climate Change Vulnerability Index. Overall, deforestation rates of woodlands are presently estimated at 0.7 per cent per year (African Development Bank, 2012). High environmental degradation, resulting from unsustainable land management, unplanned urbanization and pollution and weak legislative and monitoring structures, is increasingly resulting in reduced environmental resilience against disaster risks.

Environmental governance and natural resource management need strengthening in Sierra Leone, given the country's strong dependence on natural resources for economic growth, livelihood, and well-being. UNDP has been supporting the Government of Sierra Leone (GoSL) to integrate environmental sustainability in national policies and development through its Energy, Environment, and Natural Resource Management Programme. Drawing upon a comprehensive, cross-sectoral, and coordinated approach, the Programme works through Ministry of Mines and Mineral Resources (MMMR), the National Protected Area Authority (NPAA), the Environmental Protection Agency (EPA), the office of Natural Resources (ONS), the Ministry of Energy (MoE), Ministry of Transport and Aviation (MTA), Ministry of Water Resources, the Sierra Leone Meteorological Agency (SLMA) and District Disaster Management communities to strengthen capacities for environmentally sustainable and climate resilient development. In line with the UN Development Assistance Framework (UNDAF) 2015-2018 and UNDP's Strategic Plan 2014-2017, the cluster implements a diverse portfolio that includes natural resource governance, biodiversity conservation, sustainable livelihood diversification, climate mitigation and adaptation, as well as disaster risk management.

The lessons learned during the current programme are well articulated in the Assessment of Development Results (ADR) 2008-2012 and inform the new programme. These include greater consolidation and rationalization so as to reduce the disproportionately high transaction costs associated with managing multiple small budget projects and the need to increase the developmental impact of interventions; the paucity of reliable disaggregated data, including on the basis of gender; and leveraging strategic partnerships with potential to yield more enduring results.

2. Evaluation purpose

This outcome mid-term evaluation is conducted in fulfilment of UN regulations and rules guiding evaluations. The UNDP Sierra Leone is commissioning this evaluation to ascertain the outcomes and outputs of the Energy, Environment & Natural Resource Management (EENRM) Cluster measured against its original purpose, objectives whilst in the process capturing the evaluative evidence of the relevance, effectiveness, efficiency and sustainability of this strategic programme document, which will set the stage for new programme cycle. It is anticipated that the evaluation will outline lessons learned and recommendations which will be useful in contributing to the growing body of knowledge for future work on EENRM. The evaluation serves as an important accountability function, providing CO, RO's, HQ's, national stakeholders and partners with an impartial assessment of the results.

3. Evaluation Scope

This evaluation will cover two years the EENRM project 2015–2016 and will be conducted from 1st November 2017 through to 31st December, 2017, highlighting the key lessons learned to provide informed guidance to future programming. The evaluation will cover all outputs planned and/or implemented during the period 2015- 2016 and will give a special focus on the contribution to EENRM interventions and soft assistance under this cluster). This should include capacity strengthening of Environmental Protection Agency (EPA), National Protected Area Authority (NPAA), Department of Disaster Management (DMD/ Office of National Security (ONS), Ministry of Lands Country Planning and Environment (MLCPE) and the Ministry of Mines and Mineral Resources (MMMR) so they play their oversight and regulatory roles.

4. Evaluation Objectives

This evaluation is being undertaken to ascertain the added value of the EENRM cluster to national efforts; shed light on the strategic direction for UNDP's future work on EENRM, in light of the changes Sierra Leone has undergone since the outbreak of Ebola Virus Disease and the growing risks due to climate change stresses; and delineate the contribution the EENRM Programme is making to the joint efforts of the United Nations through the UN Development Assistance Framework and the GoSL's national development plan, the Agenda for Prosperity (A4P).

Beginning with ongoing projects in the Portfolio, which were designed to contribute to outcomes of UNDP Sierra Leone's Country Programme Development 2015-2018 outcomes, the evaluation specifically will:

- Learn lessons and deepen the understanding of how the EENRM project was designed, managed and delivered;
- Determine whether the range of projects directly contributed to the intended results; and if there were any negative or positive unintended results of the EENRM programme;
- Assess and establish whether the gains made are sustainable, scalable and replicable in Sierra Leone and beyond.

5. Expected Tasks to Achieve the Aim and Objectives

Specific evaluation objectives are:

1. To determine the relevance and strategic positioning of UNDP support to EENRM and its contribution to the national goals for development and peace, and whether the initial assumptions remained relevant for the duration of the programme;
2. The progress to date under each output and what can be derived in terms of lessons learned for future UNDP support towards capacity building and service delivery in EENRM
3. The frameworks and strategies that UNDP and partners devised for its support on EENRM and capacity building of national institutions and whether they are well conceived for achieving planned objectives.
4. determining how the interventions succeeded or not to strengthen application of a rights-based approach, gender mainstreaming and participation of other socially vulnerable groups such as women, youth and the disabled

5. Assess the overall contribution of the project to the state of good governance, Energy, Environment and Natural Resource Management and human rights observance in the country.
6. To assess the effectiveness in terms of progress towards agreed results, gender equality, social inclusion and identify the factors that influenced achievement or non-achievement of results;
7. To assess the efficiency of project planning and implementation (including managerial arrangements, partnerships, linkages with other UNDP initiatives/projects and co-ordination mechanisms);
8. Assess the impact (including intended and unintended outcomes) of the EENRM t, as well as sustainability of the results; and
9. To identify best practices and lessons learned from the EENRM and provide actionable and utilisation – focused recommendations for future projects.

6. Target Audience

UNDP and UNCT, donors (the Global Environmental Facility(GEF), the Sustainable Development Goal Fund (SDGF) etc the project beneficiaries/stakeholders and other interested users of the report.

7. Evaluation questions

The outcome evaluation seeks to answer the following questions, focused around the evaluation criteria of relevance, effectiveness, efficiency and sustainability

Relevance

- To what extent is UNDP’s engagement in EENRM a reflection of strategic considerations, including UNDP’s role in the particular development context in Sierra Leone and its comparative advantage vis-a-vis other partners
- Was the design of the project adequate to properly address the issues envisaged in the formulation of the programme?
- Are the activities and outputs of the programme consistent with the intended outcomes and effects?
- To what extent has UNDP capacity building support contributed to influencing national policies/strategies focusing on human rights protection, gender equality and equitable sustainable development
- To what extent was UNDP’s selected method of delivery appropriate to the development context?

Effectiveness

- To what extent have project results/targets been achieved or has progress been made towards their achievement?
- How have corresponding outputs delivered by the project affected the project/CPD outcomes, and in what ways have they not been effective?
- What has been the contribution of other UNDP projects, partners and other organizations to the project results, and how effective have project partnerships been in contributing to achieving the results?
- What were the positive or negative, intended or unintended, changes brought about by the cluster’s work?
- To what extent did the programme benefit women and men equally?

- To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base the initiatives?
- Is UNDP perceived by stakeholders as a strong advocate for improving EENRM in the Country?
- Taking into account the technical capacity and institutional arrangements of the UNDP Sierra Leone, is UNDP well suited to providing EENRM Support in the country?

Efficiency

- Has the project implementation strategy and approaches, conceptual framework and execution been efficient and cost effective? Are they sufficiently sensitive to the political and development constraints of the country?
- Has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outputs??
- To what extent were quality outputs delivered on time?
- Could a different approach have produced better results?
- How is the project management structure operating?
- To what extent did monitoring systems provide management with a stream of data that allowed it to learn and adjust implementation accordingly? Did it help ensure effective and efficient project management and accountability of results

Sustainability

- What indications are there that the EENRM results will be or has been sustained, e.g., through requisite capacities (systems, structures, staff, etc.)?
- To what extent has a sustainability strategy, including capacity development of key national stakeholders, been developed or implemented?
- To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?
- How will concerns for gender equality, human rights and human development be taken forward by primary stakeholders?

Partnership strategy

- To what extent were partnership modalities conducive to the delivery of outputs?
- Are there current or potential complementarities or overlaps with existing partners' programmes?
- How have partnerships affected the progress towards achieving the outputs
- Has UNDP worked effectively with partners to deliver on this current Initiative?
- How effective has UNDP been in partnering with civil society and the private sector to promote EENRM in the country (where applicable)
- To what extent have partners committed to providing continuing support?

The evaluation should also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

Gender considerations

1. To what extent has gender been addressed in the design, implementation and monitoring of Access to Justice Interventions? Is gender marker data assigned this project representative of reality?
2. How were gender issues implemented as a cross-cutting theme. Did the projects give sufficient attention to promote gender equality and gender-sensitivity?
3. To what extent did the projects pay attention to effects on marginalized, vulnerable and hard-to-reach groups?
4. How were gaps identified in the capacity of rights-holders to claim their rights, and of duty-bearers to fulfil their obligations, including an analysis of gender and marginalized and vulnerable groups, and how the design and implementation of the project addressed these gaps?

Based on the above analysis, the evaluator is expected to provide overarching conclusions on the project results in this area of support, as well as recommendations on how the UNDP Sierra Leone Country Office could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities for similar future initiatives

8. Methodology of the Assignment

The outcome evaluation will be carried out in accordance with UNEG Evaluation Norms and Standards of Evaluation and Ethical Standards as well as OECD/DAC evaluation principles and guidelines and fully compliant with the DAC Evaluation Quality Standards (2016).

The evaluation will be carried out by an independent evaluators, and will engage a broad range of key stakeholders and beneficiaries, including government officials, donors, civil society organizations where applicable where programmes or advisory support were provided and UNDP staff, etc. This evaluation is expected to take a “theory of change” (TOC) approach to determining causal links between the interventions that UNDP SL has supported and observed progress in EENRM at the country level. Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, and technical papers, stakeholder interviews, focus groups, surveys and site visits as applicable.

The following steps in data collection are anticipated but not limited to the following:

9.1 Desk Review

A desk review should be carried out of the key strategies and documents underpinning the EENRM work of UNDP SL. This includes reviewing the UNDAF and pertinent country programme documents, as well as a wide array of monitoring and evaluation documents, to be provided by the UNDP country office.

The evaluators are expected to review pertinent strategies and reports developed by the GoSL that are relevant to UNDPs EENRM support.

The evaluators will examine all relevant documentation concerning the XX number of projects implemented within the EENRM, including project Document, evaluations, and technical assessment reports.

9.2 Stakeholder interviews: The evaluation team will conduct face-to-face and/or telephone interviews with relevant stakeholders, including: i) UNDP staff (managers and programme/project officers) and ii) Relevant MDAs, beneficiary groups and donors in the country. Focus groups may be organized as appropriate

9.3 Field Data Collection

Following the desk review, the evaluators will build on the documented evidence through an agreed set of field and interview methodologies, including:

- Interviews with key partners and stakeholders
- Field visits to project sites and partner institutions
- Survey questionnaires where appropriate
- Participatory observation, focus groups, and rapid appraisal techniques as deemed appropriate for data collection

10. Evaluation Products (Deliverables)

The following reports and deliverables are required for the evaluation:

- Inception report
- Draft Governance Outcome Evaluation Report including lessons learned
- Evaluation Briefs and Knowledge product (e.g.PPT for presentation at the validation workshop with key stakeholders, (partners and beneficiaries)
- Final EENRM Evaluation report

One week after contract signing, the evaluation manager will produce an inception report containing the proposed theory of change for UNDPs work on EENRM. The inception report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools and methods to be used. Annex 4 of the PME Handbook provides a simple matrix template. The evaluator will also propose a rating scale in order that Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency and sustainability. The inception report should detail the specific timing for evaluation activities and deliverables, and propose specific site visits and stakeholders to be interviewed. Protocols for different stakeholders should be developed. The inception report will be discussed and agreed with the Senior Management of the CO before the evaluators proceed with site visits.

The draft evaluation report will be shared with stakeholders and the Snr Mgt Team, and presented in a validation workshop (if applicable), that the EENRM team will organise. Feedback received from these sessions should be considered when preparing the final report. The evaluators will produce an ‘audit trail’ indicating whether and how each comment received was addressed in revisions to the final report. The lessons learned in the report should cover the different facets of the EENRM programme implemented by the CO. The suggested table of contents of the evaluation report can also be found in Annex 7 of the UNDP M&E Handbook for the evaluation report template and quality standards

11. Team Composition and required competencies

The Consultants (1 international and 1 local-with the external consultant serving as lead consultant in the process) should have the following skills and knowledge:

Skills International Consultant

- At least seven (7) years' experience in conducting external project evaluations using different approaches and these will include non- traditional and innovative evaluation methods
- Expertise in gender and human rights based approaches to evaluation
- Specific evaluation experiences in the areas of Energy, Environment and Natural Resource Management.
- Experience in collecting qualitative and quantitative data
- A strong commitment to deliver timely and high quality results, i.e. credible evaluation and report
- Strong team leadership and management track record
- Good interpersonal and communication skills, an ability to communicate with various stakeholders, and an ability to express ideas and concepts concisely and clearly;
- Good knowledge of the Sierra Leone Environmental challenges a previous working experience in Sierra Leone will be an asset.

Skills National Consultant

- At least seven (5) years' experience in conducting national project evaluations using different approaches and these will include non- traditional and innovative evaluation methods
- Expertise in gender and human rights based approaches to evaluation
- Experience in collecting qualitative and quantitative data
- A strong commitment to deliver timely and high quality results, i.e. credible evaluation and report
- Strong team working track record
- Good interpersonal and communication skills, an ability to communicate with various stakeholders,
- An ability to express ideas and concepts concisely and clearly;
- Good knowledge of the Sierra Leone environmental challenges and Specific evaluation experiences in the Energy, Environment and Natural Resource Management is an asset.

Knowledge:

- In-depth knowledge of Environment, Energy and Natural Resource management projects with focus on Climate change.
- Regional/Country experience and knowledge: in-depth knowledge of Sierra Leone
- Language proficiency: fluency in English

12. Evaluation Ethics

The evaluation must be carried out in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' and sign the Ethical Code of Conduct for UNDP Evaluations.

In particular, evaluators must be free and clear of perceived conflicts of interest. To this end, interested consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the outcomes and programmes under review. The code of conduct and an agreement form to be signed by each consultant are included in Annex 4 of.

13. Implementation Arrangement

The UNDP CO in collaboration with Government will select the evaluation team through an open process, and will be responsible for the management of the evaluators. The Head of Unit/CD will designate a focal point for the evaluation that will work with the PMSU and Programme Manager to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.). The CO Management will take responsibility for the approval of the final evaluation report. The programme team and PMSU will arrange introductory meetings within the CO and the CD or her designate will establish initial contacts with partners and project staff. The consultants will take responsibility for setting up meetings and conducting the evaluation, subject to advanced approval of the methodology submitted in the inception report. The CO management will develop a management response to the evaluation within two weeks of report finalization.

The Evaluation Team will include one team leader (an international consultant) and a national consultant. The presence of an international consultant is deemed desirable given the complexity and sensitivity of some of the issues concerned, and therefore to safeguard independence and impartiality of the evaluation. The evaluators will have the support of the Programme Management Support Unit and Environment, Energy and Natural Resource Management (EERNM) Cluster in the country office, as well as the Country Office's Senior Management. At the outset, the EERNM Cluster will provide the evaluators with an overview of the projects, as well as the results of preliminary data collection and analysis. These will include contextual information, project and outcome monitoring data, and relevant documents including project documents, progress reports and past evaluation reports.

The Head of Programme Management Support Unit (PSMU) will be the evaluation manager. The evaluators will report to the evaluation manager and the Programme Specialist, EERNM. A reference group will be established to provide oversight support including overall quality assurance. The group will work closely with the evaluation manager in reviewing the terms-of-reference, the inception report and the draft report. The reference group will be made up of the Country Director, the Evaluation Manager/RBM Specialist, the Gender Specialist, the Programme Specialist (EERNM), Evaluations Focal Point, the Project Manager and two to three Project Board members.

UNDP Sierra Leone and the Consulting Team shall be responsible for setting up meetings with all key stakeholders of the project, both government and non-governmental organizations.

14. Timeframe for the evaluation process

The detailed schedule of the evaluation and length of the assignment will be 3 weeks and the tentative schedule is as follows:

- Desk review, inception methodology for evaluation and field work (1 week);
- Preliminary Report and Validation of Preliminary Report (1 week);
- Feedback from key stakeholders and UNDP and Final Report (1 week)

Activity	Deliverable	Work day allocation		Time period (days) for task completion
		Evaluation Manager	Associate Evaluator	
Review materials and develop work plan	Inception report and evaluation matrix	4	3	7
Participate in an Inception Meeting with UNDP Zimbabwe country office				
Draft inception report				
Review Documents and stakeholder consultations	Draft evaluation report Stakeholder workshop presentation	13	16	30
Interview stakeholders				
Conduct field visits				
Analyse data				
Develop draft evaluation and lessons to Country Office				
Present draft Evaluation Report and lessons at Validation Workshop	Final evaluation report	5	3	7
Finalize and submit evaluation and lessons learned report incorporating additions and comments provided by stakeholders				
	totals	22	22	6 weeks

15. Fees and payments

Interested consultants should provide their requested fee rates when they submit their expressions of interest, in USD. The UNDP Country Office will then negotiate and finalise contracts. Travel costs and daily allowances will be paid against invoice, and subject to the UN payment schedules for SL. Fee payments will be made upon acceptance and approval by the UNDP Country Office of planned deliverables, based on the following payment schedule:

Inception report	10%
Draft Evaluation Report	70%
Final Evaluation Report	20%

16. Selection and Scoring of Applicants

The selection of the consulting team will be based on how their skills and competences sets match the criteria define in (7) above. The proposals for the short-listed candidates will be reviewed both technically and financially. The following is the basis for scoring each technical proposal:

No	Criteria	Score
1	Relevant knowledge and qualification	10
2	Language proficiency	10
3	Relevant work experience particularly in the evaluation of gender and human rights projects	10
4	Knowledge of Sierra Leone justice system	5
5	Previous experience conducting evaluation in Sierra Leone	5
6	Proposed evaluation methodology and design matrix	20
7	Experience in collecting qualitative and quantitative data	10
	Total	70
	Financial proposal accounting for 30% on the basis of price quoted	30
	Grand Total	100

DOCUMENTS TO BE CONSULTED BUT NOT LIMITED TO THE FOLLOWING

- UNDG Ethical Code of Conduct of Evaluators
- Project Documents and Annual Workplan,
- Monitoring reports
- Progress Reports
- project evaluation reports
- Result Oriented Annual Report for the period under Review
- Integrated workplans
- UNDAF, Review and evaluation reports
- Partnership Agreements
- Training reports
- UNDP Handbook on Planning Monitoring and Evaluation for development Results
- UNDP Guidelines for Outcome Evaluators
- Ethical Code of Conduct for Evaluation in UNDP
- UNDG Result-Based Management Handbook
- UN Joint Vision 2009-2012
- UN Transitional Joint Vision 2013-14
- UNDP CPAP 2008-2012 and 2013-14
- GoSL PRSP II, Agenda for Change, 2008-2012 and Agenda for Prosperity 2013-17
- UNDP project documentation
- Irish Aid project documentation
- GoSL Project documentation
- UNDP Strategic Plan (2014-2017)
- UNDP Gender Equality Strategy (2014-2017)
- UNDP Evaluation Policy 2016

DATA COLLECTION TOOLS

INTERVIEW GUIDE WITH WATER POINT MANAGEMENT COMMITTEES

Introduction

General data

Date:

Number of Female attendees:

Number of Male attendees:

Area:

Town:

1. Tell me a little bit about your group? When was it formed? Objectives?

2. Membership – how many female and how many male committee members?

3. What are the main problems faced by your community members when it comes to water and sanitation?

3.1

3.2

3.3

4. When was the first time you have been in contact with the program?

5. What training have you received from the program staff? When how long?

5.1

5.2

5.3

6. What are you applying from the training?

6.1

6.2

6.3

7. Is it working?

8. Why or Why not?

8.1

8.2

8.3

9. What did you choose not to apply from the training?

9.1

9.2

9.3

10. Why?

11. How do community members access the water/sanitation point? Do they have to pay? If yes how much?

12. Are they using it as expected?

13. What changes do you think the water/sanitation points put in place with the help of the program are making in the lives of the community members?

13.1

13.2

13.1

14. How often do you meet with the program staff?

15. What linkage do you have with other WATSAN committees?

16. What do you think could be done by the program or the government to improve community access to water/sanitation?

16.1

16.2

16.3

17 Do you consider women are getting more empowered through the program interventions? If yes, why? Which interventions are proving to be most effective in empowering women?

18 Are you seeing evidence that this component is being adopted by other community members, or in surrounding areas? If yes, why do you think this is happening? If no, why isn't this happening?

19 What motivates you to be a member of this group?

20 Will you continue to be a member of this group for the foreseeable future, and after the program ends?

21 What will make your participation more sustainable?

DI WITH PROJECT WATER, SANITATION AND HYGIENE (WASH) SPECIALIST

Date:

Name:

Gender:

Position:

:

1. How long have you been working with the programme?

2. What are the main three WASH issues that the program is focusing on?

2.1

2.2

2.3

3. For each issue, what is the program strategy?

3.1

3.2

3.3

4. How different is that strategy from what has been done before by the government and other development actors in the WASH sector?

5. Is the level of effort among different interventions and activities adequate to solve those WASH problems facing the community?

6. What strategies are employed to influence water, sanitation and hygiene (WASH) behaviors of men, women and children?
7. What is the level of successes of these strategies in influencing WASH behaviors of target population?
8. What is the quality (i.e. interactive sessions, length of the session, topic selection, quality and use of visual aids, quality and use of flipcharts, participation, and demonstrated knowledge of the facilitator on the topic) of behavior change sessions? How it can be improved?
9. Which WASH activities are proving to be most effective in addressing assessed needs?
10. Which activities are not successful and why? How might these activities be improved?
11. Is the program building or distributing or rehabilitating potable water system (s) (borehole pump or tube-well) in the community? Are all of the pumps working? How they are maintained? Who are benefiting from the water systems? Who were excluded? And why?

12. How has the community been involved in deciding the type and location of water sources? How the sources have been maintained? Are there examples of community maintained water sources? What are the key factors behind the success of this model? What are the challenges in community led management of water points? How it can be addressed?
13. As far as you know, what is the percentage of functioning water committees? Do the water committees have savings accounts?
14. Are there households in the program target community that do not receive water supply? If yes how do those households get water? Why don't those household receive water?
15. Do the water committees collect monthly fees from the households to maintain the water system? Are the monthly fees collected from the households enough to pay for the operation and maintenance of the water system? Where do the necessary funds come from for maintenance or repair?
16. What are men and women's preferences for location of water points? What preferences are there for design and technology?

17. What communication methods are preferred by women and men to provide them with the information they need about the WASH activities? Are these formal or informal? Are there differences between women and men in willingness and capacity to pay for water services?
18. What is the level of training of staff and volunteers to promote health and hygiene interventions?
19. What additional training, if any, would be recommended for project staff and volunteers?
20. Is there an exit or graduation strategy developed for communities benefiting from the WASH package?
21. Are the WASH graduation criteria appropriate given the objectives and assumptions of the project? If not, how should it be modified?
22. What are your main three suggestions on how to improve the WASH activities delivery and maximize their impact going forward?

22.1

22.2

22.3

IDI WITH PROJECT DISASTER RISK REDUCTION SPECIALISTS

Date:

Name:

Gender:

Position:

1. How long have you been working with DRR?

2. What are the main three potential disasters that the target communities are facing?

2.1

2.2

2.3

3. What is the overall program DRR strategy?

4. How different is that strategy from what has been done before by the government and other development actors?

5. In that strategy, which activities have been most effective as perceived by the community? Which activities were not successful and why? How might these activities be improved?
6. What linkages do you have between your DRR activities and the government promoted emergency preparedness or disaster risk reduction activities?
7. What roles did the communities and individuals have in the development of the DRR activities?
8. Are government and community stakeholders aware of the program, DRR activities and outputs? How successful has the program been in assuring government buy-in/support?
9. What evidence, if any, exists to indicate improved community preparedness for response to and recovery from disasters?

10. Are there additional direct or indirect benefits derived from infrastructure construction or rehabilitation that are not currently being captured?

11. Are there any unintended negative environmental impacts stemming from infrastructure activities? If so, are there sustainable mitigation measures being implemented? What additional measures can be implemented?

12. What are your main three suggestions on how to improve the program DRR activities delivery and maximize their impact going forward?

15.1

15.2

15.3

INTERVIEW WITH PROJECT MANAGER

Date:

Name:

Gender:

Position:

1. How long have you been working with in this position?

2. Who is responsible for the vision for the program? How well has the vision for the program been articulated?
3. How are operational plans developed for the projects? What has worked well in this process? What has not worked well?
4. How have the implementation related problems identified, analyzed and solved? What has worked well in terms of problem solving? What has not worked well?
5. What are the most importance lessons learned from the development UDP relative to management of the program?
6. How do the projects track environmental indicators? Do the projects have capacity to measure environmental indicators? What are the challenges in monitoring environmental indicators? Recommendations to address the challenges.
7. How does the achievement on target numbers of people compare to proposed targets? Is the program on-track to achieve its target beneficiary numbers?

8. Who else benefits from program activities who may not have been an intended beneficiary? How are they benefiting?
9. Who has been adversely affected by program activities? How have they been affected?
10. How effective the partnerships in planning, developing implementation strategies, reviewing monitoring reports, documenting and sharing lessons learned and taking programmatic policy decisions. Provide specific recommendations to improve the quality of partnership.
11. What other programs are being implemented by the partners in the same geographic areas as the EENRM activities? How does the project interface with these?
12. How often do the partners meet to review project progress, and implementation challenges?
13. Which strategies have worked in encouraging partner participation and involvement? Which strategies did not work?

14. Is the program effectively developing the capacity of counterparts and/or partners? If so, how?
15. Have there been unexpected developments relating to the external environment that called for a change in strategy or plans? Was the process used to manage this change effective at all levels of implementation? How could this process be strengthened?
16. Has the program developed an exit/ sustainability strategy? If yes does it clearly define the approaches, criteria for exiting, measurable benchmarks, timeline, actions steps, responsibilities of different stakeholders and staff, indicators to measure progress, and a mechanism to assess progress? If No when will that be done?
17. What services are being established or strengthened by the program that are intended to be continued beyond the life of the program? What are the main threats to enabling these services to survive? What is likely to happen to these services after the program ends? What strategies are put in place to address those threats.
18. What physical structures are being constructed or rehabilitated by the program that are intended to be continued beyond the life of the project? What are the main threats to maintaining these structures? What is likely to happen to these structures after the program ends? What strategies are being put in place to address those threats.

19. What relationships are being established or strengthened by the program that are intended to be continued beyond the life of the program? What are the main threats to enabling these relationships to survive? What is likely to happen to these relationships after the program ends? How is the program addressing these threats? What strategies are being put in place to address those threats.

20. What are your main three suggestions on how to improve the EENRM activity delivery and maximize its impact going forward?

IDI WITH CIVIL SERVANTS FROM PARTNER MINISTRIES

General data

Date:

Name of interviewee:

Position:

Gender:

Department:

1. Since when are you at your current position?

2. How was your department involved in the design of the program?

3. How is your department involved in the implementation of the program?
4. What is the institutional linkage between the EENRM staff and your department? Is there a formal agreement? A joint work plan?
5. How are you informed about the program activities and performance?
6. How do you learn about the program performance?
7. What is the value added of the EENRM program for your ministry?
8. How different are the activities implemented by the EENRM program different from the activities that your institutions used to implement?

9. On a scale of 1 to 5 (1 being the least and 5 the maximum), how would you rate your satisfaction level with regard to the program activities?

10. Why?

11. In the absence of the program, do you have the capacity (human and financial) resources to do the same activities and get to the same (or better) results)?

12. Are you aware of a sustainability plan for program, has anything been discussed and put in place so far?

13. If yes what are the main building blocks of that plan?

14. What would be your top three recommendations to UNDP for the remaining time? What could they do to improve the program performance?

15.1

15.2

15.3