



# Interim Evaluation of the UNDP-supported GCF-financed project:

# Supporting vulnerable communities in Maldives to manage climate-change induced water shortages

## F I N A L  R E P O R T

**UNDP PIMS: 5705**
**GCF: FP007**

**November 13th, 2019**

*Disclaimer:*

*The views and opinions expressed in this report are the sole responsibility of the evaluators and do not represent the official opinion of UNDP.*

## Acknowledgements

The evaluators wish to express their acknowledgements to all the individuals and organisations they had the pleasure to engage with, offering their time and views, often on a very short notice and without restrictions. As the focus of this Interim Evaluation is both on stocktaking of progress made as on learning about challenges and constraints, the opinions shared and the suggestions and recommendations made were all received with appreciation, as they offered valuable information used for the narrative of this report.

Ms. Keti Chachibaia, Regional Technical Advisor of UNDP provided the broader context of the GCF project and gave guidance to the evaluation team at the start of the evaluation mission. The evaluation was managed by Ms. Aysha Solih and Mr. Adam Shaheer, who gave excellent logistical support and detailed insight in the project evolution. Mr. Ahmed Shifaz, Head of the Resilience and Climate Change team of UNDP provided additional guidance to the team and highlighted areas of focus during the evaluation. Ms. Akiko Fujii, Resident Representative of UNDP Maldives, shared her experiences with and vision of the project and its evolution and gave valuable comments during briefing and debriefing sessions.

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The evaluation team visited three project islands, Haa Dhaalu Atoll, Nolhivaranfaru, Gaafu Alifu Atoll, Nilandhoo and Alifu Dhaalu Atoll, Kun'burudhoo. These island visits provided excellent opportunities to assess field conditions, consult Island Council representatives and meet the ultimate beneficiaries of the GCF project, the island households facing increasing shortages of potable water due to climate change and contamination of their aquifers. Their warm hospitality and open and frank discussion were very valuable, and the evaluators thank them kindly.

All stakeholders are thanked for sharing their views and opinions on the progress, achievements and challenges of the projects and their recommendations for the remaining implementation period of the project. Key stakeholders gave constructive feedback to a draft version of this report, which was used to produce this final version. The evaluation team hope that the findings of this interim evaluation will support the project team and all key stakeholders in successfully achieving the set targets and provide actionable recommendations to enhance lasting impact.

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November 2019

[1] See the list of acronyms on p.6.

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## Acronyms and Abbreviations

| | |
|---|---|
| AE | Accredited Entity |
| AMA | Accreditation Master Agreement |
| AWP/B | Annual Work Plan and Budget |
| CCD | Climate Change Department (of ME) |
| CO | Country Office |
| CTA | Chief Technical Advisor |
| DWS | Department of Water and Sanitation |
| DOA | Delegation of Authority |
| ESMP | Environmental and Social Management Plan |
| EPA | Environmental Protection Agency of the ME |
| FAA | Funded Activity Agreement |
| FP | Funding Proposal |
| FENAKA | Maldivian Utility Corporation |
| GAP | Gender Action Plan |
| GCF | Green Climate Fund |
| GEF | Global Environment Facility |
| GoM | Government of Maldives |
| IC | International Consultant |
| IE | Interim Evaluation |
| IP | Implementing Partner |
| IWRM | Integrated Water Resource Management |
| LGA | Local Government Authority |
| M&E | Monitoring and Evaluation |
| ME | Ministry of Environment |
| MMS | Maldives Meteorological Service |
| MNPI | Ministry of National Planning and Infrastructure |
| MNU | Maldives National University |
| MoGFSS | Ministry of Gender, Family and Social Services |
| MoH | Ministry of Health |
| NC | National Consultant |
| NDA | National Designated Authority |
| NDMA | National Disaster Management Authority |
| NGO | Non-Governmental Organisation |
| NIM | National Implementation Modality |
| OECD | Organisation for Economic Co-operation and Development |
| O&M | Operation and Management |
| PB | Project Board |
| PM | Project Manager |
| PMU | Project Management Unit |
| PS | Permanent Secretary |
| ProDoc | Project Document |
| RO | Reverse Osmosis |
| RTA | Regional Technical Advisor |
| RWH | Rain Water Harvesting |
| SAP | Strategic Action Plan |
| SOP | Standard Operating Procedures |
| STELCO | State Electric Company Limited |
| ToC | Theory of Change |
| ToR | Terms of Reference |
| UNDP | United Nations Development Programme |

| | |
|---|---|
| UNEG | United Nations Evaluation Group |
| WDC | Women's Development Committee |

# Executive Summary

**Table 1 Project Overview Table**

| **Project Title** | | | |
|---|---|---|---|
| UNDP Project ID (PIMS #): | 5705 | Funding Proposal approved | FP Addendum package of 15 November 2015 |
| GCF Project ID (FP #): | FP007 | Signing of FAA: | FAA signed on 3 March 2017, entered into effectiveness on 23 March 2017 |
| ATLAS Business Unit, Award # Proj. ID: | Award ID: 00094293<br>Output ID: 00098433 | Project Document (ProDoc) Signature Date: | 23 March 2017 |
| Country(ies): | Maldives | Date project manager hired: | 14 September 2017 |
| Region: | South Asia | Inception Workshop date: | 7-9 August 2017 |
| Focal Area: | Adaptation | Interim Evaluation completion date: | November 2019 |
| GCF Results Area: | Health and wellbeing, and food and water security | Planned closing date: | 23 March 2022 |
| Fund: | GCF | If revised, proposed op. closing date: | n.a. |
| Accredited entity/executing entity | AE: UNDP<br>EE: Ministry of Environment of Maldives | | |
| Other execution partners: | LGA, MMS, MoH | | |

| **Project Financing** | *at approval of funding proposal (US$)* | *at Midterm Review (US$)** |
|---|---|---|
| [1] GCF financing: | 23,636,364 | 5,515,768 |
| [2] UNDP contribution: | 100,000 | 17,483 |
| [3] Government: | 4,493,000 | 125,514 |
| [4] Other partners: | | n.a. |
| [5] Total co-financing [2 + 3+ 4]: | 4,593,000 | 125,514 + 17,483=142,997 |
| PROJECT TOTAL COSTS [1 + 5] | 28,229,364 | 5,659,765 |

**Data as provided by PMU-ME for project disbursement and co-financing until the end of Q3 2019*

**In Chapter 1** of this Interim Evaluation (IE) report purpose and objectives of the IE are presented together with the evaluation methodology followed. UNDP Maldives is executing the 5-year GCF funded project titled "Supporting vulnerable communities in Maldives to manage climate-change induced water shortages" (PIMS:5705/FP007), implemented by the Ministry of Environment (ME) of the Government of Maldives (GoM). The project started on the 23 March 2017, the FAA effectiveness date, had its inception workshop in August 2017 and is in its third year of implementation and will be completed on 23 March 2022, the FAA completion date. **The primary objective** of the IE is to assess the implementation of the project and its alignment with FAA obligations, project progress towards the achievement of the project objectives and outcomes as specified in the Project Document, and early signs of project success or failure with the goal of identifying, if deemed necessary, changes to be made in order to set the project on-track to achieve its intended results. The Interim Evaluation will also review the project's strategy and its risks to sustainability. The Interim Evaluation has thus a **dual emphasis** on **stocktaking of progress** (and challenges and constraints) so far and **identifying and formulating recommendations to adjust**, where deemed necessary, project strategies or interventions to optimize lasting positive impact looking ahead. The independent review has a participatory and collaborative approach, opening opportunities for open discussion with all stakeholders and change in project approaches, as needed.

**Scope**
The temporal scope of the IE is to review the results achieved by the project from the time of its effectiveness in March 2017 to the end of September 2019, the start of the IE.

**Methodology**
The IE is spread over three distinct phases. The three evaluation phases, spread out over a total of 31 working days are:

1. **A desk review phase:** in this initial stage of four days, the evaluators reviewed the documentation related to the project. At the end of the desk review phase an inception report was submitted to ensure a common understanding of the evaluation approach during the mission.
2. **A field mission phase**, of 13 days (September 28-October 10), to meet the project team members in Male', meet key stakeholders at national level, and to visit actual field implementation through field trip to three project islands, Haa Dhaalu Atoll, Nolhivaranfaru, Gaafu Alifu Atoll, Nilandhoo and Alifu Dhaalu Atoll, Kun'burudhoo. In total 22 meetings with 35 key informants were held and at the end of the field mission period (October 10th) the evaluators presented preliminary findings to the project team and key stakeholders and discussed main findings and recommendations.
3. **Reporting phase,** a period of fourteen days, to compile the Draft and Final IE Report.

**The conceptual framework of the evaluation**
The conceptual framework chosen for the evaluation is consistent with result-based management (RBM) as widely applied with the UN system, based on a draft GCF evaluation policy and related guidelines and the UNDP-GEF guidance document for conducting midterm reviews of UNDP-supported GEF-financed projects.
The following **categories of project progress**, as outlined in the ToR[2] and the template provided by the UNDP Guidance document[3], are assessed for the GCF Project:
(A) Project Strategy, (B) Progress Towards Results, (C) Project Implementation and Adaptive Management, and (D) Sustainability, including replication and scalability, country ownership. Added are the cross-cutting criteria gender equity, innovativeness and unexpected results. The evaluation approach is reflected in the Evaluation Matrix, Annex 5, summarizing the evaluation questions, divided over the evaluation categories and information recorded for indicators and sources of information. Based on the ToR a long list of questions was compiled (Annex 4), as reflected in the inception report, to be used during the stakeholder interviews and focus group discussions.

**In Chapter 2** the project description and strategy are presented together with the background context, the chosen project implementation arrangement, project timeline and milestones and an overview of main stakeholders are presented.

**Development context**
The outer islands of the Maldives experience drinking water shortages during the dry season. These shortages have had significant adverse human, environmental and social impacts on these island communities. The key problems pertaining to freshwater security relate to the increasingly variable rainfall patterns induced by climate change and sea-level rise induced salinity of groundwater. Responses are constrained by remoteness and limitations on land space. The Government faces constraints in responding to the challenge at hand without assistance. Firstly, the precarious fiscal status that confronts the Government limits the response options to this emerging crisis to largely reactive emergency measures. Longer-term solutions, without additional financial support, are out of reach. Secondly, a dispersed and small population on 194 islands prevents the possibility of

[2] See Annex 6, ToR
[3] UNDP-GEF (2014), Guidance for conducting midterm reviews of UNDP-supported GEF-financed projects

economies of scale in providing water and sanitation services to all islands, including capital infrastructure.

**Project description and Strategy**

The project will scale up an integrated water supply system based on rainwater, groundwater, and desalinated water into a low-cost delivery system for vulnerable households. This will provide uninterrupted supply to 49 islands[4] that currently rely on emergency water deliveries for three months of each year. Decentralized and cost-effective dry season water supply systems will also be introduced. Water desalination production plants will be built on four larger islands that will contribute to this improved dry season water distribution network to outer atolls and local supply systems. Increased capacity of local and central government authorities will strengthen the management and efficiency of these systems. Groundwater quality will be improved for long-term resilience. Groundwater recharge systems and improved water resource management capacity will contribute to improved groundwater quality.

In response to this climate challenge, **the project objective** is to deliver safe and secure freshwater to 105,000 people in the islands of Maldives in the face of climate change risks. This will be achieved by delivering the following results:

1. Scaling up an integrated water supply system to provide safe water to vulnerable households;
2. Introduction of decentralized and cost-effective dry season water supply systems;
3. Groundwater quality improved to secure freshwater reserves for long term resilience.

The adaptation solution is to maximize water production and scale up the use of an integrated water supply system that will bring three primary sources of water (rainwater, groundwater and desalinated water) into a least-cost delivery system that is able to maintain service levels in the face of climate change-related pressures. A paradigm shift will be achieved by addressing the main barriers to implementing integrated water supply systems (cost recovery; management capacity; and institutional mandates, coordination and policy direction).

**Implementation arrangement**

The project is being implemented following UNDP's national implementation modality (NIM), with as implementing partner (IP) the Ministry of Environment (ME). In the project organisation structure the Project Steering Committee(PSC) is the executive body, responsible for making, by consensus, management decisions when guidance is required by the project manager. The PSC is supported by a Technical Committee (TC), guiding and advising the project on technical issues related to specific project activities and interventions. UNDP provides oversight and quality assurance involving the UNDP country office (CO) and regional and headquarter levels. As Accredited Entity to the GCF, UNDP delivers GCF-specific oversight and quality assurance services as an operational arm of the GCF and accountable to the GCF board. The Project Management Unit, housed at the ME, runs the project on a day-to-day basis and is responsible for the day-to-day management and decision-making. The PMU has presently 13 staff members, headed by the project manager (PM) and supported by a CTA (vacant position). The Funded Activity Agreement (FAA) came into effect on 23 March 2017 and the inception workshop was held from 7 to 9 August 2017. Due to a series of delays a joint monitoring mission by UNDP and GCF was organized in May 2018. Commissioning of the RWH and IWRM systems, as key deliverables are foreseen for the end of Q4 2019 and early Q1 2020. The completion date of the project is 23 March 2022. Main stakeholders are within the ME the Department of Water and Sanitation (DWS), the Climate Change Department (CCD) and the Environmental Protection Agency (EPA). Other stakeholders are the Maldives Meteorological Service (MMS), the Ministry of National Planning and Infrastructure (MNPI), the Ministry of Health (MoH),

[4] In the implementation phase the number of target islands was reduced to 29 island (see details in 3.1)

the Local Government Authority (LGA), the Ministry of Gender, Family and Social Services (MoGFSS), the Maldives National University, the National Disaster Management Authority (NDMA), the Atoll and Island Councils and Women's Development Committees (WDCs) and the state-owned Utilities FENAKA and STELCO.

**In Chapter 3** the key findings of the IE are presented. The findings are divided over the evaluation categories as presented in the previous sections:

### i) Project Strategy

**Project Design, alignment and relevance**

The chosen project strategy, with three closely interlinked components, addresses the national development priorities of the Maldives and is country-driven. The project is **well aligned** with national development policies, as reflected in the Fund Proposal and the ProDoc, and reiterated in the recently published Strategic Action Plan 2019-2023[5] of the Government of Maldives. Freshwater security, linked to climate change drivers and expressed in increasingly variable rainfall patterns and sea-level rise induced salinity of groundwater bodies, is **very relevant** and stressed by all stakeholders consulted from national institutions to local community representatives. The project formulation, the **design phase** was challenging, according to several stakeholders, partly due to tight deadlines, technical requirements and evolving GCF guidelines, as a reflection of being one of the first projects in the new GCF project cycle. The shared keen interest of all three key stakeholders, GCF, UNDP and the Government of Maldives has been critical for the project to materialize and to overcome some of the teething pains as technical requirements, formatting guidelines and details of framework agreements needed to be worked out or addressed.

**Results Framework/Logframe**

The Project Results Framework is relatively straightforward, with a single project outcome indicator and 3 distinct project outputs within total 5 indicators. Although the results framework is relatively simple, it is assessed that some outputs and related indicators seem ambitious. Especially the targets set for the indicators of Output 3, groundwater quality improved to secure freshwater reserves, are considered to be ambitious to be achieved in the relatively short implementation period of the project. To increase groundwater recharge rates by 30% as mid-term target and an increase of groundwater consumption of at least 10%  by 20% of households by mid-term and at least 20% by 50% of households by end-of-project is considered unrealistic as the present contamination of the aquifers, as emerging from the baselines being established, prevents present use of groundwater.

### ii) Progress Towards Results

In order to assess to what extent, the project has been able to make progress towards its objective and each outcome, a summary is presented in Table 2, giving IE ratings and achievement descriptions.

**At objective level** the project level is **assessed as on track** and with a **moderately satisfactory rating**. For the **three outcomes** the project is also **assessed as on track** with a **satisfactory rating for output 1 and 2 and moderately satisfactory for output 3.**

[5] SAP, http://presidency.gov.mv/sap, launched in October 2019

Table 2. IE Ratings & Achievement Summary Table for the GCF Maldives project

| Measure | IE Rating | Achievement Description |
|---|---|---|
| **Project Strategy** | N/A[6] | The project is assessed to have a clear strategy considering the description of the baseline situation in the ProDoc and well aligned with development priorities, reiterated in the recently published Strategic Action Plan 2019-2023[7] of the Government of Maldives. Freshwater security, linked to climate change drivers and expressed in increasingly variable rainfall patterns and sea-level rise induced salinity of groundwater bodies, is **very relevant** and stressed by all stakeholders consulted from national institutions to local community representatives. In its design the project envisages to address through its strategy the existing barriers with three interrelated and complementary components. The existing barriers, fiscal limitations of the Government leading to largely reactive emergency solutions combined with a difficult economy of scale in providing cost-effective water and sanitation services to remote and dispersed small island communities, are difficult to overcome by the Government in a business-as-usual scenario and require additional assistance. The project formulation, the **design phase,** was challenging, according to several stakeholders, partly due to tight deadlines, technical requirements and limited resources and precedent over GCF guidelines, as a reflection of being one of the first projects in the new GCF project cycle. |
| **Progress Towards Results** | Objective: Moderately Satisfactory[8] | Indicator 1: RWH and IWRM systems (25+4) are in the last phase of construction and will be commissioned in late Q4 2019 and early Q1 2020. With the commitment of available budget for RWH on 25 islands instead of 45 islands the target population is only slightly reduced from 105,000 to 101,243 persons.[9] It is suggested to use as target the number of persons (beneficiaries) instead of the targeted number of households (8,000 at IE and 20,000 at EoP), which would translate to (rounded numbers) 40,000 at IE and 100,000 at EoP. Policy and regulatory framework development is ongoing. Automatic Weather Systems (AWS) will be procured and staff to be trained in seasonal forecasting.<br>Indicator 2: Groundwater baseline assessment and GW management plans for 13 islands are being finalized.<br>Indicator 3: Additional GW studies of 36 islands ongoing, including monitoring plan definition and provision of monitoring equipment.<br>**Considering the progress so far and ongoing activities, the progress is assessed as moderately satisfactory.** |

[6] Ratings are given to assess progress per outcome, the Project Strategy is not rated. The Project Strategy is assessed as relevant and well defined.
[7] SAP, http://presidency.gov.mv/sap, launched in October 2019
[8] The 6 point Progress Towards Results Rating Scale is used: HS, S, MS, MU, U, HU. Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), or Highly Unsatisfactory (HU).
[9] APR 2018

| | | |
|---|---|---|
| | Output 1<br>Satisfactory | Indicator 1: Construction of the 25 RWH systems is advancing and commissioning is foreseen for late Q4 2019. The RWH systems collect rainwater from public buildings and provide additional filtering and ultra-filtration (UF) treatment, combined with recharge pits for excess rainwater. Related sensitization and awareness raising of the island communities have been initiated and are ongoing, including facilitation of water quality monitoring and water quality testing. Several SOPs are being developed with the technical committee provides the platform for review and further development of the SOPs. The 4 RO plants (IWRM systems) are integrated with RWH systems and are able to recharge the groundwater with excess water through recharge pits. The activity includes sensitization and awareness of the communities involved and includes the provision of support to a regional water testing laboratory. Various unforeseen site issues caused further delays, but construction is now progressing and commissioning of the IWRMs is expected in Q1 2020 in all 4 islands. Design and introduction of tariff evaluation criteria and tariff setting guidelines is an ongoing consultancy with an inception report submitted. A training needs assessment was carried out identifying strategic gaps in the capacity of water sector staff of the Ministry and at utilities. Based on the gap analysis, a further detailed training programme is being developed with 8 distinct modules, for which curricula are designed. Part of these training programmes is certification courses (Activity 1.6 clubbed with 1.5) to be tailor-made for RWH and IWRM systems.<br>**Project on target to achieve Output indicator, leading to a "satisfactory" assessment.** |
| | Output 2<br>Satisfactory | Indicator 1: Based on the review of existing procedures, stakeholder consultation and identification of current issues and challenges the Potable Water Security Plan was published in August 2019, complemented by a validation workshop. The Potable Water Security Plan contains a water security operational plan, defines an emergency supply plan, detailing the hubs and specific arrangements and mechanism and includes an IT Water Management Portal, a detailed database consolidating water information to monitor the actual water supply status (to be completed). A legal firm was contracted in 2019 to review existing draft water law and formulate required regulations in support of the Potable Water Security Plan. An inception report has been drafted and finalization is foreseen in early 2020. MMS will be supported to extend their present monitoring network of 27 Automatic Weather Stations (AWS) with another 3-4 AWS. In addition, capacity building support will be provided to MMS staff to advance their ability to make use of their monitoring network to generate seasonal forecast on dry and wet periods*. The coming 2 years monitoring need to confirm the actual number of people benefitting.*<br>Indicator 2: Improvement in cost saving has been observed as annual estimated cost of supply has reduced from the baseline of US$500,000 to US$250,000 (APR 2018), achieving the EI target and approximating the EoP target*. Actual cost estimates need to confirm this for the coming years.*<br>**Project on target to achieve Output indicators, leading to assess the progress for this Output as satisfactory.** |

| | | |
|---|---|---|
| | Output 3 Moderately Satisfactory | Indicator 1 and Indicator 2: A consultancy is being carried for 13 project islands to provide an assessment of the groundwater quality and recharge rates and develop a groundwater resources management plan with clear recommendations. Additional to the baseline assessment for 13 islands, a groundwater assessment for the complementary 36 islands is being conducted in collaboration with EPA, making use of the recommendations of the initial groundwater assessment and supported by equipment provided by the project to carry out the groundwater assessment and to facilitate future monitoring. Based on the groundwater baseline assessments groundwater monitoring plans for specific islands are being formulated, including training, to enable continued monitoring of spatial and temporal dynamics of groundwater quality and volume. A law firm is contracted to review and advise on the regulatory framework based on the recommendations of the groundwater assessments and the related groundwater management plans specific targeted interventions to improve groundwater recharge rates will be implemented under this activity. These activities will be additional to the recharge pits that are being constructed for the RWH and IWRM systems on 29 islands under output 1.<br>Indicator targets are not realistic, for each island-specific baseline. GW consumption will require longer-term horizon considering present state of contamination and complexity of aquifer dynamics (including fluxes of other water users, e.g. agriculture).<br>**Project on target to achieve Output indicators, leading to assess the progress for this outcome as moderately satisfactory. Present set targets are not realistic and need to be adjusted.** Targets to be rephrased: see Table 4. Quantification of increase in recharge (in $m^3$ or %) and where applicable, increase in groundwater use (in %), but also reflecting qualitative impacts (physical measures to enhance recharge, limit and monitor groundwater use). |
| **Project Implementation & Adaptive Management** | Satisfactory | The project management team has to be commended for the way they have been able to bring the project back on track and to adapt to challenging conditions to make tangible progress. Whereas in 2017 and 2018 only 10% and 22% of initial foreseen annual work plans and budgets could be executed, as indication of the difficulties faced, in 2019 this increased to about 40% by Q3 and is forecasted to reach about 80% at year-end, as illustration of the project returning back on track to reach its set targets. However, there are remaining areas for improvement, e.g. activity planning, financial projection, communications and outreach (knowledge management), supported by a strong CTA. Based on the above findings, overcoming the initial difficult start-up phase (design amendments due to policy change, delays, contracting issues, absence of CTA, political transition, election period etc.) by a functional management and governance set-up together with an improved delivery rate, no issues with financial management, a functional stakeholder set-up and project-level monitoring system and an emerging communication set-up, the Project Implementation & Adaptive Management rating is assessed as: **Satisfactory (S).** |

| | | |
|---|---|---|
| **Sustainability** | Moderately Likely | Based on the assessment of institutional, socio-economic, financial and environmental factors affecting sustainability, the evaluation team confirms the existing moderate risk rating, although acknowledging the risk linked to political volatility and change of policy priorities and political leadership, which had impact on implementation progress and rather difficult to mitigate. One risk the evaluation team notes is the transfer of mandate over water infrastructure to the Ministry of National Planning and Infrastructure, which could create a certain risk of loss of institutional knowledge and ownership (GCF project as "outlier") post-project. However, a good working relation and proper information exchange are established between ME and MNPI.<br>**The overall sustainability rating is moderately likely**. It is suggested to work out a concise exit strategy as phasing out plan for the project, identifying interventions to enhance lasting impact of the project and improve overall sustainability of the investments and interventions. Such critical factors include government investment in capacity development, ownership at island level through engagement of WDCs and water committees and availability of island level staff for monitoring and implementation. |

### iii) Project Implementation, Adaptive Management and Efficiency and Effectiveness

As the project is now progressing into a late phase of implementation, with a wide range of interventions being established, there is a need for targeted focus on monitoring and evaluation and broader knowledge management, in an effort to document emerging good practices, extract lessons and learning and produce and disseminate knowledge products of good quality for all relevant stakeholders. Management arrangements are hands-on and PMU is assessed as **dedicated and technically sound.** The team has been able to overcome initial delays and very slow delivery progress to the present level of energy. In retrospect, there is substantial learning in this how to prevent such slow start-up phases, although acknowledging that some of the constraining factors, political change leading to substantial government and policy direction changes, combined with election constraints, would have been difficult to predict or foreseen. All in all, it is commendable how the team has been adaptive (out of necessity) to the changing conditions and challenges they had to face. Although initially foreseen as a continuous in-country post for an experienced international CTA, an ex-country home-based CTA arrangement was in place with only very limited in-country presence (less than 30 days) resulting in less effective technical support and advisory. A new in-country based CTA is being recruited and is expected to support the team with infusing global best and enabling a more integrated approach to sustainable water management. The focus of the project management team has been strongly skewed towards implementation of engineering civil works, representing a large volume (80%) of the overall budget. Simultaneously, initiatives have been supported at enabling policy development, e.g. tariff model revision, groundwater management plans, potable water security plan, which, although less budget-intensive, are critical to enable a broader holistic development of the water services and management sector. Regarding financial management no issues are reported. Quarterly and annual financial reports document the financial delivery of the project. No audit issues were flagged in the independent audit of 2018. The initial financial delivery rate, the ratio of what was initially planned in the annual budget and the actual financial disbursement, was clearly impacted by **delays and related slow delivery** in its first years of implementation (2017: 58.5%, 2018: 34.2%[10]), raising concerns for negative impact on the ability to deliver timely. Project delivery has seen **clear improvement** in 2019 (up to Q3: 76.8%, projection for YE2019 above 80+%), bringing the project **"back on track"** towards anticipated delivery of results by EoP. As the delivery rate is clearly improving, attention needs to shift partly to proper documentation and learning. This includes capturing lessons and evaluating the RWH and IWRM systems becoming operational together with the related water supply regulatory framework. The M&E system should

[10] Budget delivery based on ATLAS information as provided by UNDP

assist the team in the remaining implementation period to document and generate essential learning, moving from more internal focus of the monitoring and evaluation to more external dissemination of lessons learned. Stakeholder engagement is satisfactory**,** but missing are linkages to CSOs/NGOs (while acknowledging there are few relevant NGOs in the country) and only limited collaboration with academia or knowledge institutions. The external communication of the project is relatively underdeveloped: there is clear scope to provide better visibility of the project through more elaborate use of social media, videos, newsletters and fact sheets to provide a "face" to the project and reach an external audience beyond the project beneficiaries and stakeholders. Content should be generated for community, regional and global audiences to share lessons learned and best practices developed within the project.

**iv) Sustainability**

Assessment of sustainability at mid-term has to consider the risks that are likely to affect the continuation of project outcomes. This sustainability assessment regards four categories of sustainability: financial, socio-economic, institutional framework and governance and environmental risks to sustainability. The overall **risk rating** for this project as reflected in the ProDoc was considered to be **moderate**, with the risk log of 11 risks identified. An updated risk log is annexed as Annex 6. The evaluation team confirms the existing moderate risk rating, although acknowledging the risk linked to political volatility and change of policy priorities and political leadership, which had impact on implementation progress and rather difficult to mitigate. One risk the evaluation team notes is the transfer of mandate over water infrastructure to the Ministry of National Planning and Infrastructure, which could create a certain risk of loss of institutional knowledge and ownership (with GCF project currently maintained at ME as an "outlier"). However, a good working relation and proper arrangement of mandates are established between ME and MNPI.

The lasting impact of the financial investment in water infrastructure relies on appropriate operation and maintenance by the Utilities to secure water availability. Repair, replacement and maintenance and cost of staff need to be covered from regular O&M budgets. The commitment by the Government to take up the O&M budgets post-project for a period of 5 years for the project sites, as reflected in the FAA and FP, as reflected in the co-financing budget, provides a good assurance that sufficient means will be available for proper O&M. As the IWRM and RWH systems become operational it will be important for the project to closely monitor, in collaboration with the Utilities and Island Councils, how operation and maintenance is evolving and how cost can be recovered to enable a cost benefit analysis for the systems developed. The Government is investing significantly in improving sanitation through development of sewerage networks on the target islands. This supports one of the key assumptions of the Theory of Change of the project to tackle, through these investments, non-climate pressures on groundwater would be reduced and potential contamination by present septic tanks could be addressed. Actual quantification has not been collected by the evaluation and this is suggested to be compiled by PMU and ME. At present, the socio-economic reality provides a rather conducive environment for the project, recently reconfirmed in the Strategic Action Plan 2019-2023 and the commitment by the new Government as outlined in the policies and targets of the Water and Sanitation sub-sector. The updated ESMP provides a detailed framework to monitor any negative impact during construction and after operation starts and provides through its grievance redress mechanism a mechanism to voice complaints and address these issues between parties. It is suggested to work out a concise exit strategy as phasing out plan for the project, identifying interventions to enhance lasting impact of the project and improve overall sustainability of the investments and interventions. Based on the assessment of the categories above the **overall sustainability rating is moderately likely**.

The updated **Gender Action Plan (GAP)** is found to be realistic and provides actionable recommendations that can be implemented during the remaining project period. However, it needs a clear timeline and budget allocation. For instance, suggested mechanism to increase women's participation in water and sanitation decision making (gender balanced water and sanitation

committee at island level) and at the operation level (at least one trained female member in the water quality task teams) is a sustainable and inclusive solution. Since the updated gender action plan has been endorsed in August 2019, it is too early to comment on the implementation of the revised GAP. However, it is a risk that the implementation will be hampered without dedicated staff for gender at the PMU. If budget restrictions prohibit additional staff, budget earmarked for implementation of the GAP needs to be safeguarded.

**In Chapter 4** a series of conclusions are presented, based on the key findings discussed in Chapter 3. After the conclusions follow a series of recommendations directed to the project management and relevant stakeholders in order to enhance implementation progress and optimize sustained impact of the project outcomes post-project.

**Project Strategy (relevance/alignment/design)**

1. The project is well aligned with national development policies, as reflected in the FP and ProDoc, and reiterated in the recent SAP of the GoM (2019-2023). Water security, linked to climate change drivers, is very relevant and acknowledged by all stakeholders consulted, from community representatives to national institutions. The design phase was challenging, partly due to tight deadlines, technical requirements and confusion over GCF guidelines, being one of the first projects.
2. Revision of the logframe is needed in light of changes of number of target islands and population/beneficiaries (Output 1 and 2) and the feasibility and realism of Output 3. The ambition level of Component 3, and specifically, the set indicators and targets for Midterm and EoP of the logframe (% increase in groundwater recharge rate and % increase of use of groundwater as fresh water) are assessed as unrealistic to achieve in such a short period. Based on baselines being established qualitative and quantitative improvement can be tracked over time, although possibly requiring a longer time horizon post-project.

**Progress towards Results**

3. Assessing the progress made for the 3 outputs, the progress is seen as moderately satisfactory (MS): of the 16 activities 2 are fully on track (almost achieved) and the remaining 14 are on target to be achieved by EoP (or earlier).
4. Focus of PMU has been strongly skewed towards monitoring and supervision of civil works implementation, representing a large volume (80%) of the overall budget. Simultaneously, initiatives have been supported revising W&S Act, regulations and formulation of tariff framework, potable water security plan, GW management plans, which, although less budget-intensive, are critical to enable a broader holistic development of the water sector.

**Project Implementation, Adaptive Management, Effectiveness and Efficiency**

5. Management arrangements are hands-on and PMU is assessed as dedicated and technically sound. A country-based CTA would have been more effective and supportive to PMU in broadening its scope and enabling a more integrated approach to sustainable water management (infusing best practices in hydrology), providing on-the-job training and capacity building of PMU.
6. Work planning and implementation progress have been hampered by a series of diverse delays (political, design, elections, government change, issues with final signatures of contractor/consultant contracts) leading to serious concerns about the progress, financial delivery and ability to timely achieve the set goals. Present implementation progress reflects clear improvement of efficiency and ability to timely implement as planned.
7. Financial management (planning, reporting, fund flow) is assessed as satisfactory with no issues reported. The financial delivery rate is improving from minimal to ambitious.
8. The project has seen delays and related slow delivery in its first years of implementation (2017: 58.5%, 2018: 34.2%) raising concerns for negative impact on the ability to deliver timely. Project delivery has seen clear improvement in 2019 (up to Q3: 76.8%, projection for

YE2019 up to 80+%), bringing the project "back on track" towards anticipated delivery of results by EoP.

9. M&E reporting system is in place, but mostly internal and should gradually be providing essential input for external communication of lessons learned through documentation of emerging good practices and broader knowledge management.
10. Stakeholder engagement is satisfactory, but missing are linkages to CSOs/NGOs (while acknowledging there are few relevant NGOs) and only limited collaboration with academia or knowledge institutions. Another missing stakeholder is the agriculture sector as important groundwater user for irrigation purposes.
11. Communication of the project is relatively underdeveloped: there is clear scope to provide better visibility, making use of social media and providing a "face" to the project and reach an external audience beyond the project beneficiaries and stakeholders. Content should be generated for community, regional and global audiences to share lessons learned and best practices developed.

**Sustainability**

**Institutional sustainability:**

12. Utilities, as FENAKA and STELCO, are key stakeholders in supporting sustainable implementation, safeguarding effective O&M and enabling broader up-scaling and replication of both IWRM and RWH approaches. Overall, future political leadership is needed from Government to operationalize trainings and capacity building support in order to have sufficient trained workforce to manage the projected growing demands for skilled technicians in the water sector.
13. The transfer of mandate over water infrastructure to the Ministry of National Planning and Infrastructure could create a certain risk of loss of institutional knowledge and ownership (GCF project as "outlier"). However, good working relation and proper information exchange are established.

**Financial sustainability:**

14. Hinges on the ability to recover costs for O&M by the Utilities from beneficiaries (hh), including exploring additional sources for cost recovery: boats, guest houses etc. A more detailed cost-benefit analysis would give more insight on the operational viability and cost-effectiveness. Sustainability also depends on willingness of Utilities to take on board RWH systems.

**Ownership**

15. The GoM shows ownership and affirms the importance of the project objective in alignment and support to the national development priorities, as framed in the SAP. Commits to replicate RO systems in additional (original project) islands and extend the service to more islands as well will, if effectuated, further illustrate the engagement and related budget allocation.

**Replication/Scalability:**

16. Good scope, considering the present GoM pledge to provide safe drinking water access to all hhs in its present term.
17. Sustainability Post-Project can be supported by drafting an exit strategy/phasing out plan with identifying critical elements for O+M (capacity development and retaining key staff/HR/budgets/risk of brain drain).

**Gender Equity:**

18. The updated *gender action plan* is found to be realistic and provides actionable recommendations that can be implemented during the remaining project period. However, it needs a clear timeline and budget allocation. Since the updated gender action plan has been endorsed in August 2019, it is too early to comment on the implementation of the revised GAP. However, it is a risk that the implementation will be hampered without dedicated staff for gender at the PMU.

**Safeguards**

19. The project had developed and applied a comprehensive ESMP to enable the project to record, monitor and mitigate potential negative environmental or social impact through its (intended) activities. The related grievance redress mechanism is functional.

**Table 3 Overview of recommendations**[11]

| Rec. # | Recommendation | By when | By whom |
|---|---|---|---|
| 1 | Revise project indicators, see Table 4 for details | December 2019 | PMU, UNDP, GCF |
| 2 | Strengthen the PMU with a CTA | November 219 | PMU, UNDP |
| 3 | Focus on the development of a stronger communication /awareness outreach, including a communication plan | Plan by Q1 2020 | PMU, UNDP support |
| 4 | Develop an exit strategy, phasing out plan | By Q1 2020 draft, finalize Q3 2020 | PMU, PSC |
| 5 | Recognize and emphasize the critical role of Utilities | Include in exit strategy by Q3 2020 | PMU, PSC, technical committee |
| 6 | Seek for stronger connection with stakeholders on broader spatial context including CSOs and Academia | By Q2 2020 | PMU, WSD, CCD, NMPI (land use planning), Ministry of Fisheries and Agriculture |
| 7 | Develop linkage to broader CC context and climatic drivers | By Q3 2020 | PMU, MMS, CCD |
| 8 | Document and record co-benefits | Q1 2019 to EoP | PMU, Utilities, Island Councils |
| 9 | GAP needs budget allocation in AWP/B | Q4 for AWP/B 2020 | PMU |

[11] For the full narrative on recommendations, please refer to Chapter 4, section 4.2

# 1. Introduction

**Purpose and objectives**

UNDP is supporting the implementation of the Green Climate Fund (GCF) funded project titled "Supporting vulnerable communities in Maldives to manage climate-change induced water shortages" (PIMS# 5705/FP007). The 5-year project has a total budget of $28,228,364, consisting of a GCF grant of $23,636,364 together with co-financing by the Government of Maldives (GoM) of $4,493,000 and $100,000 co-financing by UNDP. The implementing partner (IP) of the project is the Ministry of Environment (ME). The project started in March 2017, had its inception workshop in August 2017, is in its third year of implementation, and will end in March 2022. In line with FAA obligations and the UNDP project document an Interim Evaluation will be carried out. A Terms of Reference (ToR) for this assignment forms the basis of the Interim Evaluation process, as presented in this inception report.

**Objective and Scope of the Interim Evaluation (IE)**

**The primary objective** of the IE is to assess the implementation of the project and its alignment with FAA obligations, project progress towards the achievement of the project objectives and outcomes as specified in the Project Document, and early signs of project success or failure with the goal of identifying, if deemed necessary, changes to be made in order to set the project on-track to achieve its intended results. The Interim Evaluation will also review the project's strategy and its risks to sustainability.

**Cover and Focus**

**The Interim Evaluation will** in its assessment:

i. critically **examine** 'the Project's objectives and arrangements for its implementation;
ii. **assess and report** an account of the **progress** achieved to date towards the production of outputs, emergent achievements of stated outcomes, and its contribution toward achieving the overall project objectives of its key partners;
iii. **identify and analyse** major technical, management and operational **issues and impediments** encountered in the Project's implementation, if any;
iv. **assess** the **monitoring and evaluation system** in place;
v. **formulate** a set of specific **recommendations** for actions necessary to ensure resolution of the issues and impediments identified so that the Project has a greater prospect of achieving its objectives; and
vi. **present the recommendations** to UNDP, GCF, ME and its key partners.

In its assessment the Interim Evaluation will consider the following criteria, based on a draft GCF evaluation policy and related guidelines and the UNDP-GEF guidance document for conducting midterm reviews of UNDP-supported GEF-financed projects:

- Implementation and adaptive management
- Risks to sustainability
- Relevance, effectiveness and efficiency of projects and programmes;
- Coherence in climate finance delivery with other multilateral entities;
- Gender equity;
- Country ownership of projects and programmes;
- Innovativeness in results areas (extent to which interventions may lead to paradigm shift towards low-emission and climate resilient development pathways);
- Replication and scalability – the extent to which the activities can be scaled up in other locations within the country or replicated in other; and
- Unexpected results, both positive and negative.

These criteria are discussed in more depth in the section on the conceptual framework of the Interim Evaluation.

The Interim Evaluation has thus a **dual emphasis** on **stocktaking of progress** (and challenges and constraints) so far and **identifying and formulating recommendations to adjust**, where deemed necessary, project strategies or interventions to optimize lasting positive impact looking ahead. The independent review has a participatory and collaborative approach, opening opportunities for frank discussion and change in project approaches, as needed.

**The temporal scope of the Interim Evaluation** is to review the results achieved by the Project from the time of its inception in August 2017 to the end of September 2019, the start of the Interim Evaluation. The review encompasses **the activities and geographical scope** of the Project in Maldives as a whole.

The **primary audience** for the Interim Evaluation is the UNDP Maldives office, the Ministry of Environment and Energy, the GCF as grant provider, the Project Management Unit (PMU), NDA focal point, the Project Board, UNDP-GEF Regional Technical Advisors and other key stakeholders from NGOs, Academia, governmental institutions and international organisations.

**Guidance and adherence**
The evaluation complies with evaluation norms and standards and follows ethical safeguards, with overall guidance and adherence to Norms and Standards as defined by UNEG (2016). The IE is also conducted in accordance with principles outlined in the GCF and UNDP M&E policies. A tentative Table of Content, as outlined in the Guidance for Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects (UNDP, 2014, Annex B), is followed and adapted for this Draft and Final IE Report.

**Independent nature and learning focus**
The evaluation team, independent from UNDP and project management/operations, consisting of an international consultant (IC) and national consultants (NCs), has an adequate technical and professional background to allow them to judge the project objectively and unbiased. The international consultant has a technical background in environmental sciences and experience with project formulation, implementation and evaluation. The national consultants have a technical background in sustainable development and professional experience with development planning, socio-economic research and human development analysis, including gender perspectives. The specific tasks of the evaluators are reflected in their separate ToRs, see Annex 6. The evaluation team acknowledges the adaptation and demonstration nature of the Project and will focus on identifying and capturing emerging good/best practices and lessons learned. The Interim Evaluation is intended to serve and support the learning process of the Project, with the understanding that reporting constraints, challenges and failures are often as important as presenting emerging best practices.

Focus of the Interim Evaluation will be put on learning lessons and trying to obtain a deeper understanding why the Project performance developed as is observed, identifying, where possible, key processes and drivers that have affected the Project emerging outcomes. Documenting key lessons and emerging good practices as well as describing critical constraints and barriers will provide a basis for such an analytical exercise. Beyond stocktaking of results and particular processes (what worked, what did not and why?) an important element of the Interim Evaluation will be the sustainability perspective Post-Project, especially as the Project is entering its later phases of implementation. How can future implementation be further strengthened, what are still gaps in capacity, coordination and governance? What are interventions or areas to replicate or scale up / roll out? Findings of this evaluation will be incorporated as recommendations for enhanced

implementation towards the end of the Project. Overall, the evaluation will focus on benefits – from what has been done to what has been achieved.

**Methodology**

The Interim Evaluation will be aligned with the principles established in GCF's (draft) Evaluation Policy[12] and pending GCF guidance on conflicts of interest in evaluation, UNEG Code of Conduct for Evaluations[13], see Annex 7 that include but are not limited to: impartiality, objectivity, unbiased, independent; relevance, utility; credibility; measurability; transparency, ethics, and partnerships.

The Interim Evaluation made use of several data collection methods, to capture primary and secondary data, spread over three distinct phases. Primary data was collected by interviews (face-to-face, telephone and computer-assisted) direct on-site observation, focus group discussions and key informant interviews by the evaluators. Secondary data was collected by review of existing project documentation and relevant literature and policy documents. The three evaluation phases, spread out over a total of 31 working days are:

**1. A desk review phase:** in this initial stage of four days, the evaluators reviewed the documentation related to the Project, including the background literature of relevant policy documents, the Funding Proposal, the Project Document, the inception report, project monitoring and evaluation reports (quarterly and financial reports), baseline studies, any records of surveys conducted, stakeholder maps, communication materials and various additional reports made available by the Project management team. At the end of the desk review phase an inception report was submitted to ensure a common understanding of the evaluation approach during the mission, detailing the team's understanding of what is being reviewed and why, showing how each Interim Evaluation question will be answered (which methodologies will be used) and a proposed schedule of tasks. The Inception Report was shared with the UNDP CO, UNDP-GEF Regional Technical Advisor, and the Project staff before it was finalized.

**2. A field mission and data collection phase**, of thirteen days, to meet the Project team members in Male', meet key stakeholders at national level, and to visit actual field implementation through field trips to Haa Dhaalu Atoll-Nolhivaranfaru island, Gaafu Alifu Atoll- Nilandhoo island and Alifu Dhaalu Atoll- Kunburudhoo island. The site selection of the islands to visit was done in close consultation with the PMU, considering representative communities, landscape setting, activity range implemented (both IWRM and RWH focus) and accessibility. Data collection, as needed, was sourced from project and government data/records, field observation visits, and any additional reports or publication to validate evidence of results and assessments (including but not limited to: assessment of Theory of Change, activities delivery, and results/changes occurred). During the site visits focus group discussions were held with a selection of island council representatives, utility representatives, civil work contractors, supervision consultants, women development committee members and other community members and other local stakeholders ensuring participation by gender. For the meetings with the Project team members and key stakeholders, a combination of focus group discussions and interviews were used. The last days of the field mission, October 10th, was used in Male' for a debriefing presentation by the evaluators to the Project team UNDP and its key partners to discuss main findings and recommendations and get additional guidance and feedback on particular areas of attention in the further development of the draft Interim Evaluation report. See Annex 1 for a detailed mission schedule and Annex 2 for an overview of the stakeholders consulted.

[12] https://ieu.greenclimate.fund/documents/977793/1621412/GCF+evaluation+policy+-+Draft
[13] http://www.unevaluation.org/document/detail/100

**3. Reporting phase,** a period of ten days, to compile the Draft Interim Evaluation Report, based on the data collected during the desk phase and the field mission and guided by the feedback and comments of UNDP members, key stakeholders and informants. The Draft Interim Evaluation Report will be shared with the relevant stakeholders of the Interim Evaluation and the Final Interim Evaluation Report will be compiled (in 4 additional days) taking into account the comments and feedback received. An audit trail will be annexed to the Final Report to reflect the incorporation of suggested changes or edits and additions.

**The conceptual framework of the evaluation**

The conceptual framework chosen for the evaluation is consistent with result-based management (RBM) as widely applied with the UN system, and addresses the five key evaluation criteria as proposed by OECD-DAC: relevance, efficiency, effectiveness, sustainability and impact. The evaluation assessed the logical framework of the Project, with defined development and immediate objectives and related outputs, indicators and targets of the Project's Monitoring & Evaluation mechanism, as a source of information to weigh the achievements made. Additional attention was given to the cross-cutting criteria/themes of gender equality promotion, monitoring and evaluation, and knowledge sharing and learning environment. The evaluation followed a participatory and consultative approach with the intention to have meetings with all key national and local stakeholders.

Gender sensitive methods of data collection were employed. Holding separate focus group discussions or interviews with women and men encouraged people to speak more freely ensuring that their voices are heard. Understanding existing social dynamics, gender relations and power hierarchies helped the evaluators to determine the best method to employ to capture certain information. For instance, the evaluator's team is gender balanced. In certain communities and islands, women may be more reluctant to speak freely with an outside male but maybe willing to speak to a female evaluator in a relaxed setting. The timing of data collection is also important. Planning the field visits considered local customs such as avoiding the meetings during prayer times. The data collected are disaggregated by sex, and other relevant categories such as age, educational status, income level, participation in decision making to get more meaningful insight.

In addition to gender, other cross-cutting issues are considered and evaluated, such as social and environmental safeguards and impacts, livelihood impacts, knowledge management and capacity building. Where possible collected data are compared with and triangulated with exiting literature and publications and discussed with various stakeholders and their representatives.

The following **categories of project progress**, as outlined in the ToR and the template provided by the UNDP Guidance document and combined with the GCF evaluation guidelines draft, are assessed for the GCF Project:

**(A) Project Strategy,** with focus on the project design, its relevance and the Results Framework/Logframe,

**(B) Relevance, Effectiveness and Efficiency,** seeking the appropriateness in terms of selection, implementation and achievement of FAA/AE Project Document detailed logframe activities and expected results (outputs, outcomes and impacts),

**(C) Progress Towards Results,** with attention for progress towards Outcomes analysis and identification of potential barriers/impediments,

**(D) Project Implementation and Adaptive Management,** divided over management arrangements, work planning, finance and co-finance, project-level monitoring and evaluation systems, stakeholder engagement, reporting and communications,

**(E) Sustainability,** with assessment of financial risks to sustainability, socio-economic risks to stability, institutional framework and governance risks to sustainability and lastly, environmental risk to sustainability,

**(F) Replication and Scalability,** assessing the extent to which the activities can be sustained post project implementation and scaled up in other locations within the country or replicated in other countries and identification what are the explicit conditions/success factors that enable the replication or scalability,

**(G) Country Ownership,** examining the extent of emphasis on sustainability post project through country ownership; on ensuring the responsiveness of the GCF investment to country needs and priorities including through the role that the country play s in the project,

**(H) Gender equity,** ensuring integration of understanding on how the impacts of climate change are differentiated by gender, the ways that behavioural changes and gender can play in delivering paradigm shift, and the role that women play in responding to climate change challenges both as agents but also for accountability and decision-making,

**(I) Innovativeness in results areas,** focusing on identification of innovations (proof of concept, multiplication effects, new models of finance, technologies, etc.) and how changes that bring about paradigm shift can contribute or be attributed to GCF investment, and

**(J) Unexpected results, both positive and negative,** identifying the challenges and the learning, both positive and negative, that can be used by all parties (governments, stakeholders, civil society, AE, GCF, and others) to inform further implementation and future investment decision-making.

**Questions**

The ToR (Annex 6) presents for each evaluation category a first series of questions as a starting point and to these questions have been added a number of additional questions, grouped per criteria in the following section. These questions guided the evaluation process and were used in the planned targeted interviews with key informants and focus group discussions. All together they form a long list of questions from which the evaluators compiled questionnaire formats/short lists for interviews and focus group discussions. Use was made of these questions and, in dependence of the target audience, questions were selected for focus-group discussions and key informant interviews. The key questions were intended for the evaluators to have a systematic set of queries, clustered according to evaluation criteria, to guide the data collection. During interviews and focus group discussions other questions arose and were recorded by the evaluator accordingly.

The evaluation approach is reflected in the Evaluation Matrix, Annex 5, summarizing the evaluation questions, divided over the evaluation categories and information recorded for indicators and sources of information.

**Constraints**

The international consultant acknowledges the constraint that he is new to the Maldives and its context for the project. The short time period available for consultations with the project team and the main project stakeholders has been used efficiently, but provided limited opportunity to see implementation in the target atolls and to consult island and community representatives. Although most stakeholders interviewed are proficient in English, language proved sometimes to be a limiting factor in more detailed discussions and in consultations with community representatives. Contextualisation and language barriers were partly mitigated by pairing the international consultant with an independent national consultant.

**Structure of the MTR Report**

After this initial introduction, attention will be given to a description of the GCF project and the problems it intends to address. The development context is presented in **Chapter 2** and the chosen strategy of the project and its implementation arrangements, together with a short introduction of the main stakeholders. In **Chapter 3**, the focus will be laid on the progress of the project, with an assessment of the overall performance since its inception, making use of distinct evaluation categories, namely i). project strategy (design, relevance) and results framework; ii) Progress

Towards Results; iii). Project Implementation and Adaptive Management, and iv). Sustainability. Conclusions are presented in **Chapter 4** and the report ends with a series of recommendations, complemented with a series of Annexes.

# 2. Project Description and Background

**Development context**

The outer islands of the Maldives experience drinking water shortages during the dry season. These shortages have had significant adverse human, environmental and social impacts on these island communities. The key problems pertaining to freshwater security relate to the increasingly variable rainfall patterns induced by climate change and sea-level rise induced salinity of groundwater. Responses are constrained by remoteness and limitations on land space. The Government faces constraints in responding to the challenge at hand without assistance. Firstly, the precarious fiscal status that confronts the Government limits the response options to this emerging crisis to largely reactive emergency measures. Longer-term solutions, without additional financial support, are out of reach. Secondly, a dispersed and small population on 194 islands[14] prevents the possibility of economies of scale in providing water and sanitation services to all islands, including capital infrastructure.

**Problems the project intends to address**

*Threats and barriers targeted: The following description of institutional and financial barriers is reflecting the description of these barriers in the Funding Proposal, sections 30-37 and reflect the barriers identified in the Theory of Change.*

**Institutional barriers:**

Clear directions are necessary to local agencies focusing on water resources, communities, as well as development partners supporting Maldives on the need to promote and support the diffusion of integrated water production and distribution systems in the most vulnerable outer islands. An overarching water policy exists, which is being revised. However, there are no underpinning sub-laws and regulations to effectively protect water sources or regulate their use.[15] Furthermore, the current National Water and Sewerage Policy (2017) does not take into account the implications of climate change. [16]

Current water supply systems are mainly developed through "supply-based planning," in which local O&M capacity or ability to pay for the services is not fully taken into account during project planning[17]. Meaningful steps to build awareness, sensitization and dialogue were to be put into place to ensure island communities are willing to pay for services.

STELCO, the state-owned utility, has primary focus on electricity generation and distribution. Water and sanitation services by these utilities have been a relatively new obligation. Therefore, staff development and funding remain largely inadequate. The water and sewerage systems now under the purview of utilities serving outer islands are not profit-making entities, often with unclear rates of equipment use or failure, and with few planned maintenance schedules and, importantly, with insufficient staff resources. Owing to their mandate to provide water and sewerage services to the outer islands, FENAKA and STELCO are positioned in the national water and sewerage market with almost no potential for profit compared with the high population density islands

**Financial barriers:**

Economies of scale are lacking[18]. Although utilities are expected to recover the cost of their service they are only able to do so through cross subsidization across the islands[19]. Utilities often cross

[14] 2014 Population and Housing Census, revised March 2014, as cited in the ProDoc.
[15] Sub laws exist such as the Environmental Act, assisting in protecting water resources
[16] Description of institutional barriers in FP, #30, p.13
[17] Willingness to Pay was surveyed as establishment of baseline information for the target islands
[18] The Government has after approval of the FP introduced a new policy on introducing full IWRM systems to all islands, regardless of economies of scale, see section 3.4 on sustainability.

subsidize their services to small islands that are commercially unviable from their service to bigger islands with larger population where cost-recovery rates are relatively high. However, even if the utilities cannot fully recover the cost, they are still obligated to provide the service as equitable access to freshwater is a constitutional right in the country.

There are gaps in the information available to develop tariff criteria and set a viable price for services provided. Making utilities a viable business will require improved tariff policies, pricing and cost-recovery schemes in order to cover full operating costs for providing WSS in dispersed islands the majority of which have small population numbers.

The Government of the Maldives was (at the time of FP approval and as cited from FP page 14) keenly aware that the lack of an existing tariff subsidization framework exerts a considerable fiscal burden on Government's budget. Government was also aware that the subsidization of water transport as a means of addressing water shortages proved to be increasingly costly and fiscally unsustainable. In the short-term and in the absence of a clear water tariff policy framework, water supply provision on remote islands of the Maldives cannot be provided on a commercial basis and aimed at full-cost recovery.

**Project Description and Strategy**

The project will scale up an integrated water supply system based on rainwater, groundwater, and desalinated water into a low-cost delivery system for vulnerable households. This will provide uninterrupted supply to 49 islands that currently rely on emergency water deliveries for three months of each year. Decentralized and cost-effective dry season water supply systems will also be introduced. Water desalination production plants will be built on four larger islands that will contribute to this improved dry season water distribution network to outer atolls and local supply systems. Increased capacity of local and central government authorities will strengthen the management and efficiency of these systems. Groundwater quality will be improved for long-term resilience. Groundwater recharge systems and improved water resource management capacity will contribute to improved groundwater quality.

In response to this climate challenge, **the project objective** is to deliver safe and secure freshwater to 105,000 people in the islands of Maldives in the face of climate change risks. This will be achieved by delivering the following results:

1. Scaling up an integrated water supply system to provide safe water to vulnerable households;
2. Introduction of decentralized and cost-effective dry season water supply systems;
3. Groundwater quality improved to secure freshwater reserves for long term resilience.

The adaptation solution is to maximize water production and scale up the use of an integrated water supply system that will bring three primary sources of water (rainwater, groundwater and desalinated water) into a least-cost delivery system that is able to maintain service levels in the face of climate change-related pressures. A paradigm shift will be achieved by addressing the main barriers to implementing integrated water supply systems (cost recovery; management capacity; and institutional mandates, coordination and policy direction). Replication potential is high considering the legislative mandate to provide clean water in the 2008 Constitution of the country. The project is based on national priorities and has been endorsed by the National Designated Authority (NDA) for Maldives.

[19] Based on the present Government policy Utilities are facilitating the service provision for water, sewerage and electricity for all household on all islands, operating the infrastructure funded through public budget investment in line with the commitment of the Government for its present term.

**Project Implementation Arrangements**

The project is being implemented following UNDP's national implementation modality (NIM), with as implementing partner (IP) the Ministry of Environment (ME). The IP is responsible and accountable for managing the project, including monitoring and evaluation of project interventions, achieving project outcomes and effective use of resources. In the project organisation structure the Project Board (PB) (also called Project Steering Committee) is the executive body, responsible for making, by consensus, management decisions when guidance is required by the project manager. The PB provides overall guidance and direction, addresses project issues, reviews project progress and reviews and endorses annual work plans and budgets. The PB is chaired by a representative of the ME or UNDP RR. The PB convenes annually or additionally when needed on demand. The PB is supported by a Technical Committee (TC), guiding and advising the project on technical issues related to specific project activities and interventions. The TC convenes on request, but at least biannually. The Project Management Unit, housed at the ME, runs the project on a day-to-day basis and is responsible for the day-to-day management and decision-making. The PMU has presently 13 staff members, headed by the project manager (PM) and supported by the water department at ME and a CTA (vacant position at present, filled during the initial phase (1 year period)). UNDP provides oversight and quality assurance involving the UNDP country office (CO) and regional and headquarter levels. As accredited entity to the GCF, UNDP delivers GCF-specific oversight and quality assurance services as an operational arm of the GCF and accountable to the GCF board, as reflected in the Accreditation Master Agreement (AMA) between UNDP and the GCF. The services include trust fund management, project design and development and project implementation, including QA of AWP/Budgets, progress and financial reporting and support to monitoring and evaluation missions.

**Project Timing and Milestones**

- Funding Proposal submitted, GCF Board approval on 5th November 2015
- FAA signed and effective, FAA signed on 3 March 2017, entered into effectiveness on 23 March 2017
- LPAC date 12th of April 2017
- ProDoc signed on 9th of May 2017
- Inception Report of 23rd of September 2017, based on the Inception Workshop of 7-9 August 2017.
- Joint Monitoring Mission May 2018
- Signed contracts for RWH and IWRM systems, expected commissioning by Q4 2019/Q1 2020
- IE November 2019
- Closing Date 23 March 2021 (last disbursement cut-off)
- Completion date 23 March 2022
- Completion report, within 3 months after completion date
- Final independent evaluation report, within 6 months after completion date (final due date 23 September 2022)

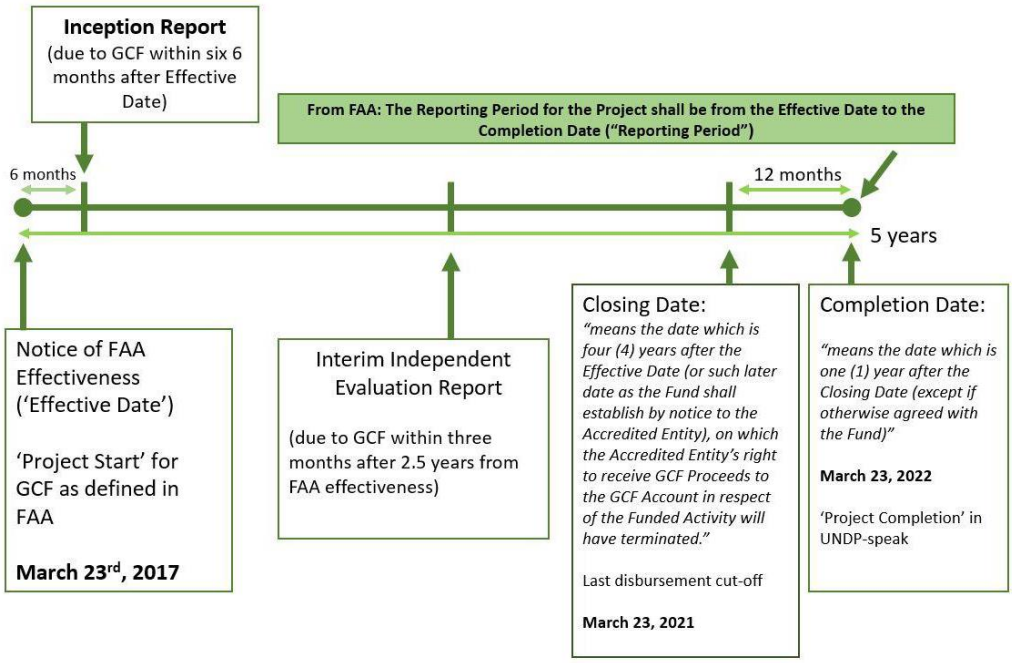


**Figure 1.** Key milestones of the GCF project (Source: FAA, 2017)

**Main stakeholders**

**Ministry of Environment (ME)**. The ME, formerly the Ministry of Environment and Energy (MEE), is the Implementing Partner of the project. The **Department of Water and Sanitation** (DWS) hosts the PMU and provides technical and institutional support. The DWS is part of the PSC and leads in coordination with other governmental entities, including water utilities and islands councils.

The **Climate Change Department** (CCD) is guiding the project in relation to climate change risks and advises overall on adaptation. The CCD is the national designated authority (NDA) to GCF, is represented in the PSC and is the main point of contact with GCF.

The **Environmental Protection Agency** (EPA) is the lead environmental agency and provides regulatory environmental standards, quality assurance, monitoring and oversight and technical expertise. EPA has a key role in safeguards monitoring for the project, e.g. through the EIA for the IWRM units and the operating licenses for the Utilities and the related O&M quality monitoring (annual checks, monthly reports). EPA staff is involved in the ongoing groundwater assessment and take part and support the knowledge transfer to the Water and Sanitation Department.

The **Maldives Meteorological Service** (MMS) is the nation's meteorological institution, mandated with monitoring and providing climatic and weather information. It is also responsible for seismological monitoring. MMS supports the project under output 2 through expanding of its existing automatic weather station network (27 AWS) with 3 to 4 additional stations. Additionally, MMS staff will be further trained in providing seasonal forecasting, critical to be able to provide an early warning system with tailor-made climate information on rainy season and droughts to island communities.

The **Ministry of National Planning and Infrastructure** (MNPI), is a new Ministry, originating from the former Ministry of Housing and Infrastructure. MNPI has now the mandate over all water infrastructure development and has the authority to issue land in the project islands. Its planning department is responsible for land use planning and therefore an important stakeholder related to spatial planning, land use zonation and the groundwater management plans being developed with

support of the project, especially related to recommendations for protection zones and/or groundwater recharge zones.

The **Ministry of Health** (MoH), is the lead agency for public health. Through its Health Protection Agency (HPA) it provides standards for water quality in ensuring public health and safety with a responsibility for testing of drinking and recreational water quality. The Ministry has been involved in the Potable Water Security study and supported the capacity gap assessment, including training requirements for staff on water quality testing (methodology/guidelines).

The **Local Government Authority** (LGA) is the national coordination body for decentralization and development planning, supporting Atoll and Island Councils. LGA is part of the technical committee and supports project activities through the Island Councils.

**FENAKA** and **STELCO** are state-owned utilities and will be responsible for the operation and management of the IWRM and RWH systems after commissioning. The utilities are part of the technical committee and a key stakeholder for the development of standard operating procedures (SOPs), the ongoing tariff evaluation criteria and tariff setting guidelines study. The utilities are an important partner to learn from the operation of the supported IWRM and RWH systems and have an important role in safeguarding longer-term sustainability of the project interventions, including continuous capacity building of their staff and island staff engaged.

The **Ministry of Gender, Family and Social Services** (MoGFSS), is a key stakeholder in the implementation and monitoring of the updated gender action plan of the project and a common understanding on collaboration is being formulated (possibly in the form of a MoU) with the Ministry to emphasize this role.

The **Maldives National University** (MNU) through its Faculty of Sciences and Civil Engineering supports the development of training modules, as part of the capacity gap assessment carried out. MNU has previously developed certification courses. **Maldives Polytechnic** is the leading technical and vocational training institute in the nation, and is foreseen as a possible training institute for the certification courses and some of the other training modules being developed under the training gap assessment. Other service providers are also recommended to be considered for facilitating training modules, as being identified and being developed based on the capacity development need assessment.

The **Atoll and Island Councils** are responsible for the coordination of development activities at Atoll and Island level. The Island Councils are key stakeholders on the project islands to facilitate community engagement and to provide local input in design and O&M of the drinking water facilities. Awareness raising activities and sensitization efforts of the projects are closely coordinated with the Island Councils. **Women's Development Committees** on islands where they exist are a key partner in voicing women's specific needs in water at the household level, and can represent at the operational level in ensuring water quality and safety. For example, members of WDCs can be represented at island level water and sanitation committees and water quality task teams.

**The National Disaster Management Authority** is the main government coordination body for disaster management activities at the national level and a member of the technical committee. NDMA has the mandate to provide complementary data on water shortages and is an important partner in advising the development of cost-effective distribution plans for potable water and the related regulatory framework as well as measures to increase community-based resilience.
*For a complete overview of all key stakeholders the reader is kindly referred to the ProDoc and the overview provided in Table 5 (page 33-36).*

# 3. Findings

*In this Chapter the key findings of the IE are presented, based upon the review of the project documentation, interaction with the project management team and the consultations with the main stakeholders during the evaluation mission. The findings are divided over the evaluation categories as presented in the previous sections: i). Project Strategy, ii). Progress towards results, iii). Project implementation, adaptive management and Efficiency and Effectiveness, and iv). Sustainability.*

## 3.1 Project Strategy

**Project Design, alignment and relevance**

The chosen project strategy, with three closely interlinked components, addresses the national development priorities of the Maldives and is country-driven. The project is **well aligned** with national development policies, as reflected in the Fund Proposal and the ProDoc, and reiterated in the recently published Strategic Action Plan 2019-2023[20] of the Government of the Maldives. Freshwater security, linked to climate change drivers and expressed in increasingly variable rainfall patterns and sea-level rise induced salinity of groundwater bodies, is **very relevant** and stressed by all stakeholders consulted from national institutions to local community representatives. The Funding Proposal and ProDoc incorporate lessons of a series of other relevant past projects (USAID and AF projects), make use of existing proof of concept approach and put emphasis on sustainability issues and identify a series of related risks, as noted in other projects. In its design the Project envisages to address through its strategy the existing barriers with three interrelated and complementary components. The existing barriers, fiscal limitations of the Government leading to largely reactive emergency solutions combined with a difficult economy of scale in providing cost-effective water and sanitation services to remote and dispersed small island communities, are difficult to overcome by the Government in a business-as-usual scenario and require additional assistance.

**The Theory of Change (ToC)** of the project is relatively straightforward in its logic and coherent in its description of its intervention strategy. The main barriers and threats are identified and described, characterising the direct and indirect factors as root causes. The underlying assumptions were assessed as valid at the time and the project intervention strategy chosen is realistic. The evaluation team has some doubts on the realism of the outcomes as defined for the groundwater component, output 3. The time frame of the project intervention period seems limited to achieve the desired long-term outcome for groundwater improvement. (See further discussion on the output 3 indicators). The team feels that a visual representation of the ToC (in a flow diagram or conceptual model) representing the root causes, barriers and threats and project intervention strategy with desired outcomes) would have been helpful in a presenting the ToC.

The project formulation, the **design phase** was challenging, according to several stakeholders, partly due to tight deadlines, technical requirements and evolving GCF guidelines, as a reflection of being one of the first projects in the new GCF project cycle. Although the project was approved in November 2015, it took more than a year for the FAA to be signed and effective[21]. The country context changed considerably over this time frame, and these changes were factored in during the project's inception stage. The shared keen interest of all three key stakeholders, GCF, UNDP and the Government of Maldives has been critical for the project to materialize and to overcome some of the teething pains as technical requirements, formatting guidelines and details of framework agreements needed to be worked out or addressed.

[20] SAP, http://presidency.gov.mv/sap, launched in October 2019

[21] GCF Board approval on 5th November 2015, FAA signed on 3 March 2017 and entered into effectiveness on 23 March 2017.

**Results Framework/Logframe**

The Project Results Framework or Logframe of the project, ProDoc pages 45-47, is relatively straightforward, with a single project outcome indicator and 3 distinct project outputs within total 5 indicators. It is to be noted that the results framework has mid-term targets and end-of-project (EoP) targets.

Although the results framework is relatively simple, it is assessed that some outputs and related indicators seem ambitious. Especially the targets set for the indicators of Output 3, groundwater quality improved to secure freshwater reserves, are considered to be ambitious to be achieved in the relatively short implementation period of the project. To increase groundwater recharge rates by 30% as mid-term target and an increase of groundwater consumption of at least 10% by 20% of households by mid-term and at least 20% by 50% of households by end-of-project is considered unrealistic as the present contamination of the aquifers, as emerging from the baselines being established, prevents present use of groundwater. The groundwater management plans and the related recommended and ultimately implemented recharge measures will support groundwater quality and quantity improvement, but this will require a long-term horizon. That said, it is also assessed as appropriate to set ambitious goals, as long as constraints are recognized and targets are set with realism.

**SDG Indicators:** 6.1.1 Proportion of population using safely managed drinking water services. Mid-term target 50%, EoP 100% of target beneficiaries have access. Although RWH and IWRM are advanced and soon to be commissioned and operational, the target is not achieved at IE. 6.5.1 Degree of integrated water resource management implemented. Mid-term target of 50%, EoP 100% of target beneficiaries has access to IWRM. Same assessment is valid as for 6.1.1.

**UNDP Strategic Plan Indicators:** Output 1.4: Scaled up action on climate change adaptation and mitigation cross sectors which is funded and implemented. Mid-term target 50%, EoP 100% of project completed and delivered. The mid-term target seems ambitious, considering normal project cycle with incremental delivery over time, time needed for procurement, contracting, training etc. IE target not achieved, but project is clearly on track and with hand-over of RH and IWRM systems far more than 50% will be completed I budget terms.

In light of the change in target islands (from the initial 49 to now 29) it is thought that some of the indicators and targets need slight revision/adjustment.

**Fund Level core indicator A2.0:** Increased resilience of health and well-being, and food and water security, 2.3 Number of males and females with year round access to reliable and safe water supply despite climate shocks and stresses (indicating the number of direct beneficiaries): with the commitment of available budget for RWH on 25 islands instead of 45 islands the target population is reduced, but taking into account the revised population census of 2014 the target population is only slightly reduced from 105,000 to 101,243 persons (of which 52,678 female), see the APR 2018. It is to be noted that the Government has pledged to include the remaining 20 islands of the original 45 RWH islands in the national budget and work is to commence on all islands within the coming years.

**Project Outcome Indicator A7.0**: *Strengthen adaptive capacity and reduced exposure to climate risks.* To have consistency with the target population of indicator A2.0 it is suggested to use as target the number of persons (beneficiaries) instead of the targeted number of households (8,000 at MT and 20,000 at EoP), which would translate to (rounded numbers) 40,000 at MT and 100,000 at EoP. At IE the target is not reached as RWH and IWRM systems not yet operational, but project still on target to reach EoP target.

**Project Output 1:** *Scaling up integrated water supply system to provide safe water to vulnerable households (at least 32,000 people).* With the revised number of RWH islands from 45 to 25 the

target population will reduce to 15,118 instead of 26,133, based on the APR 2018[22], revised population numbers and annual growth rates. Added with the 4 IWRM systems reaching 4,753 people the total target comes to 19,871 (rounded to 20,000 people). Actual numbers of people benefiting will have to be recorded after commissioning and start of operation of the systems.

**Project Output 2:** *Decentralized and cost-effective dry season water supply system introduced benefiting 73,000 people across the 7 northern atolls.*
Indicator 1: # of people receiving dry season water 3 days ahead of need from decentralized, atoll-based water production and distribution hubs. The total number of islands in the northern atolls is 82 (excluding 4 IWRM islands), leading to a revised population target of 86,125 people, based on the APR 2018[23], revised population numbers and annual growth rates. Indicator 2: % of expected reduction in dry season water supply cost. APR 2018, page 22, states that improvement in cost saving has been observed as annual cost of supply has reduced to USD250,000 annually. This implies that the IE target of 20% reduction has been achieved and EoP target reduction of at least 40% reduction is feasible. Actual cost estimates need to confirm this for the coming years.

**Project Output 3:** *Groundwater quality improved to secure freshwater reserves.*
Indicator 1: % increase in groundwater recharge rate. The set target of an increase by 30% of groundwater recharge rates by mid-term, and maintained at a minimum of 30% is, as discussed earlier, very ambitious and will require a longer-term perspective for groundwater volume and quality to recover to enable human consumption. Baseline conditions are different per island and actual increases of groundwater recharge rates will have to be recorded and monitored per island and will have a large variation. Baseline conditions are just being set during time of this interim evaluation and do provide, in combination with groundwater management plans and recommended recharge interventions, a basis for setting island-specific targets.
Indicator 2: % use of groundwater as freshwater. The set target, 10% of increase in groundwater consumption by 20% of households as in integrated water mix in target islands, is just as argued for indicator 2, too ambitious. Also the EoP target of at least 20% increase in groundwater consumption by 50% of households seems not realistic and will require a longer-term perspective and island-specific recharge interventions to improve water quality and availability. Inclusion of additional groundwater fluxes by other stakeholders, specifically for agricultural use, need to be included to better quantify the use of groundwater.

Based on the discussion on the indicators for the logframe and its outputs suggested revisions of some of the indicators and their EoP targets are compiled in Table 4

**Table 4** Suggested revisions of logframe indicators and targets

| Outcome/Output level | Logframe Indicator | Suggested revision |
|---|---|---|
| Outcome A7.0 | 8,000hh on target islands IE<br>20,000hh on target islands EoP | 40,000 people at IE<br>100,000 at EoP |
| Output 1 | 1: at least 4,000hh on 49 islands at IE<br>at least 6,400hh on 49 islands at EoP | 20,000 people at EoP based on reduction to 25 islands |
| Output 2 | 1: at least 40,000 people at IE<br>At least 73,000 people at EoP | 86,000 people at EoP based on reduction to 25 islands |
| Output 3 | 1: % increase in groundwater recharge rate. 30% at IE and maintained at minimum of 30% a EoP<br>2: % of use of groundwater as freshwater. At least 10% of increase in | 1: Quantify yearly recharge rate as compared to established baseline and recharge potential.<br>2: For those islands where |

[22] APR 2018, section 2.2.1, A: direct beneficiaries, row A
[23] APR 2018, section 2.2.1, A: direct beneficiaries, row C

| | | |
|---|---|---|
| | groundwater consumption by 20% of hhs as in integrated water mix in target islands at IE.<br>At least 20% increase in groundwater consumption by 50% of hhs as in integrated water mix in target islands at EoP. | groundwater consumption is possible, quantify volume and quantity, together with quality parameters annually and record trends. |

The logframe indicators and related targets do qualify to a large extent to be SMART (Specific, Measurable, Attainable, Relevant, Time-Bound). As discussed above some of the indicators are suggested to be revised to measure number of people instead of number of households for consistency and ease of reporting and alignment with census data. The groundwater indicators, as discussed, are assessed as not attainable in the short time frame of the project, but are relevant, if slightly revised, to quantify the improvement in recharge volume (and rate if possible) and document change in quality where possible.

## 3.2 Progress Towards Results

In order to assess to what extent the project has been able to make progress towards its objective and each outcome, Table 4 has been used to summarize progress towards the end-of-project targets. In this Progress Towards Results Matrix information is presented based on the stakeholder interviews, progress reports and the results framework. The defined MTR (EI) targets in the results framework (5th column) and EoP targets are used to assess progress for the different outcomes and related indicators. The self-reported assessment level of the first APR is from the 2017 APR (4th column). Midterm Level and Assessment of the 7th column are given according to the provided color scheme, with green if targets are achieved, yellow if the project is on target to achieve the target and red if the project is not on track to achieve the set target. Achievement ratings are given in the 8th column, using a 6 point Progress Towards Results Rating Scale (HS, S, MS, MU, U, HU). The last and 9th column gives further justification for the given rating.

At outcome level the project level is assessed as on track and with a moderately satisfactory rating. Indicator 1, Use by vulnerable households, communities, businesses and public-sector services of Fund-supported tools, instruments, strategies and activities to respond to climate change and variability, is very broadly defined, with a mid-term target of 8,000 households benefiting (and 20,000hh at EoP). RWH and IWRM systems are in last phase of completion for 25+4 islands, policy and regulatory framework development is ongoing and the capability to generate seasonal forecasts to provide island communities with early warning of climate extremes is being strengthened. Indicator 2, # of households using water supply service delivered is awaiting the completion and operation of the IWRM and RH systems. Indicator 3, % of groundwater recharge rate increase, requires a longer-term horizon. Baselines are being established, providing a quantitative reference point to monitor qualitative and quantitative improvement going forward.

**Indicator Assessment Key for Table 5**

| | | |
|---|---|---|
| Green= Achieved | Yellow= On target to be achieved | Red= Not on target to be achieved |

**Table 5** Progress Towards Results Matrix (Achievement of outcomes against End-of-project Targets)

| Project Strategy | Indicator | Baseline Level | Level in 1st PIR (self- reported)<br><br>PIR 2017 | Midterm Target | End-of-project Target | Midterm Level & Assessment | Achievement Rating | Justification for Rating |
|---|---|---|---|---|---|---|---|---|
| **Objective:**<br><br>**Project Outcome**<br><br>**A7.0 Strengthened adaptive capacity and reduced exposure to climate risks** | Use by vulnerable households, communities, businesses and public-sector services of Fund-supported tools, instruments, strategies and activities to respond to climate change and variability. | No households are currently benefiting from the piped water supply services in the target islands; | | 8,000 households on target islands | 20,000 households on target islands | | | RWH and IWRM systems in last phase of completion for 25+4 islands<br><br>Policy and regulatory framework development ongoing<br><br>3 AWS will be procured and staff to be trained in (seasonal forecasting) |
| | # of households using water supply service delivered.<br>% increase in groundwater consumption (quality improvements) | Groundwater quality does not meet freshwater quality requirements (and used for secondary or tertiary use). | MS | | | | MS | Groundwater assessment and GW management plans for 13 islands being finalized |
| | % of groundwater recharge rate increase | Groundwater quality and recharge rates will be established during the first six months of project implementation. | | | | | | Additional GW studies of 36 islands ongoing, including monitoring plan definition and provision of monitoring equipment |

| Project Strategy | Indicator | Baseline Level | Level in 1st PIR (self- reported)<br><br>PIR 2017 | Midterm Target | End-of-project Target | Midterm Level & Assessment | Achievement Rating | Justification for Rating |
|---|---|---|---|---|---|---|---|---|
| **Output 1:**<br><br>**Scaling up integrated water supply system to provide safe water to vulnerable households (at least 32,000)** | Indicator 1:<br><br># of hh on target 49 islands receive a year-round safe and affordable freshwater supply (disaggregated by gender) | Target island population do not have a reliable and functional water production and supply system, qualifying for annual water emergency supply. | MS | At least 4,000 hhs (of which 50% women) on 49 islands receive a year-round safe freshwater supply. | At least 6,400 hhs (of which 50% women) on 49 islands receive a year-round safe freshwater supply. | | S | Construction of the 25 RWH systems is advancing, commissioning in late Q4 2019, providing freshwater to 15,118 persons (APR2018). The RWH systems collect rainwater from public institutions and provide additional filtering and UF treatment, combined with sink-wells for excess rainwater. Related sensitization and awareness raising of the island communities has been initiated and is ongoing, including facilitation of water quality monitoring and water quality testing. SOPs are being developed with the technical committee for review and further development of the SOPs. The 4 IWRM systems are integrated with RWH systems and are able to recharge the groundwater body with excess water through recharge pits. Commissioning of the IWRMs is foreseen in Q1 2020 for all 4 islands, providing freshwater to 4,754 persons). Design and introduction tariff evaluation criteria and tariff setting guidelines is an ongoing consultancy with an in inception report submitted. A training needs assessment was carried out identifying strategic gaps in the capacity of water sector staff. A detailed training programme is being developed with 8 modules. Part of these training programmes is certification courses to be tailor-made for RWH and IWRM systems. |

| Project Strategy | Indicator | Baseline Level | Level in 1st PIR (self- reported)<br><br>PIR 2017 | Midterm Target | End-of-project Target | Midterm Level & Assessment | Achievement Rating | Justification for Rating |
|---|---|---|---|---|---|---|---|---|
| **Output 2**<br><br>**Decentralized and cost-effective dry season water supply system introduced benefiting 73,000 people across the 7 northern atolls** | Indicator 1:<br>% of people receiving dry season water 3 days ahead of need from decentralized, atoll-based water production and distribution hubs.<br><br>% of expected reduction in dry season water supply cost | A total annual cost of emergency operation ranges between US$300,000-500,000, depending on number of islands serviced as well as a distance from the central supplier - Male'. | MS | At least 40,000 people (of which 50% women, across 4 atolls)<br><br>At least 20% reduction in dry season distribution cost. | At least 73,000 people (of which 50% women, across 7 atolls)<br><br>At least 40% reduction in dry season water distribution cost | | S | Indicator 1: Based on review of existing procedures, stakeholder consultation and identification of issues and challenges the Potable Water Security Plan was published in August 2019, complemented by a validation workshop. The PWSP contains a water security operational plan, defines an emergency supply system, detailing the hubs and specific arrangements and mechanism and includes an IT Water Management Portal, a detailed database consolidating water information to monitor the actual water supply status (to be completed). A legal firm was contracted to define a regulatory framework in support of the Potable Water Security Plan. An inception report has been drafted, finalization foreseen in 2020. MMS will be supported to extend their monitoring network of 27 AWSs with another 3-4 AWS. Capacity building support will be provided to MMS staff to generate seasonal forecast on dry and wet periods. *The coming 2 years monitoring need to confirm the actual number of people benefitting.* Indicator 2: Improvement in cost saving has been observed as annual estimated cost of supply has reduced to US$250,000 (APR 2018, page 22, achieving the EI target and approximating the EoP target. *Actual cost estimates need to confirm this for the coming years.* |

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| **Output 3**<br><br>**Groundwater quality improved to secure freshwater reserves** | Indicator 1<br>% increase in Groundwater recharge rate<br><br>% of use of groundwater as freshwater (Groundwater quality improvements against EPA standards) | Groundwater quality does not meet freshwater quality requirements and only used for secondary or tertiary use and current recharge rates in target islands are 0%.<br><br>EPA standards for groundwater quality are not met.<br><br>Groundwater quality and recharge rates will be established during the first six months of project implementation. | **MS** | Groundwater recharge rates increase by 30%<br><br>At least 10% of increase in groundwater consumption by 20% of households as in integrated water mix in target islands. | Groundwater recharge rates maintained at a minimum of 30%.<br><br>At least 20% increase in groundwater consumption by 50% of households on the full IWRM islands as freshwater and / or in integrated water mix in target islands. | | MS | Indicator 1 and Indicator 2: A study is ongoing for 13 project islands to provide an assessment of the groundwater quality and recharge rates and develop a groundwater resources management plan with clear recommendations. Additionally, a groundwater assessment for 36 islands, including some non-GCF islands, is being conducted in collaboration with EPA, making use of the recommendations of the initial groundwater assessment and supported by equipment provided by the project to facilitate future monitoring. Based on the groundwater baseline assessments groundwater monitoring plans for specific islands are being formulated. A law firm is contracted to define the regulatory framework. Specific targeted interventions to improve groundwater recharge rates will be implemented under this activity. These activities will be additional to the sink pits that are being constructed for the RWH and IWRM systems on 29 islands under output 1.<br><br>*Indicator targets not realistic, for each island specific baseline*. See Table 4.<br><br>*GW consumption will require longer-term horizon considering present state of contamination and complexity of aquifer dynamics (including fluxes of other water users, e.g. agriculture).* |

Per output progress towards results is assessed making use of the set targets and the actual achievements the project has been able to make, or has made credible steps towards achieving these targets.

**Output 1 Scaling up integrated water supply system to provide safe water to vulnerable households**

1.1 Rainwater Harvesting Systems. The detailed design and tender documents for civil works to establish RWH systems in 45 islands were finalized in March 2018. Ultimately civil works contracts were signed for only 3 packages covering 25 islands in October 2018, although the design for all 45 RWH islands is attributable to the GCF project. Cost escalation, reducing the target number of islands from 45 to 25 islands, was caused by: (1) system design changes to enhance accessibility to the public, (2) variance in variable (transport) costs (higher than initially anticipated and budgeted for), and (3) sector specific inflation in Maldives due to high demand for civil works. The Government has committed to establish the remaining 20 RWH systems through government budget funding in the coming years, as part of their overall policy to establish full IWRM systems in all inhabited islands. Construction of the 25 RWH systems is advancing and commissioning is foreseen for late Q4 2019. The RWH systems collect rainwater from public institutions and provide additional filtering and UF treatment, combined with sink-wells for excess rainwater. Related sensitization and awareness raising of the island communities has been initiated and is ongoing, including facilitation of water quality monitoring and water quality testing.

1.2 Standard operating Procedures (SOPs) for water sector. Several SOPs are being developed covering (1) the Ministry's functions for design & tender, construction, monitoring and reporting and procurement, (2) A technical SOP for Utility operations, focusing on Operation and Maintenance (O&M), and (3) a related SOP for the Utilities on management and reporting functions. A technical committee provides the platform for review and further development of the SOPs. It is important to integrate lessons learned from GCF procurement processes into the developing SOPs to enhance and optimize acquisition of materials for the water sector.

1.3 4 RO desalination water plants

The design and tender documentation for the 4 IWRM networks was completed in October 2017. Although the evaluation was completed in March 2018 the contracts for all 4 islands were only signed in October 2018, with site handover in December 2018. Various unforeseen site issues caused further delays, but construction is now progressing, and commissioning is foreseen in Q1 2020 for all 4 islands. The RO plants are integrated with RWH systems and are able to recharge the groundwater body with excess water through recharge pits. The activity includes sensitization and awareness of the communities involved and includes the provision of support to a regional water testing laboratory.

1.4 Design and introduce tariff evaluation criteria and tariff setting guidelines

This is an ongoing consultancy with the consultant contracted an inception report submitted. The initial contracting was delayed through need for retendering. Further consultations are ongoing, and guidelines are being drafted. As the Government has set tariff centrally for all islands (flat rate) in early 2018, the model and guidelines being developed are meant to be supportive to future policies and regulations, without the intention to directly influence these.

1.5 Training programmes

The consultant contracted in 2018 carried out a training needs assessment identifying strategic gaps in the capacity of water sector staff of the Ministry and of the Atoll and Island Councils. Based on the gap analysis, a further detailed training programme is being developed with 8 distinct modules, for which curricula are designed. The specific targeted training courses will be carried out in the remaining project period and supported by the Maldives National University and the Polytechnic (courses still to be decided and design to be completed). Part of these training programmes is certification courses (Activity

1.6 clubbed with 1.5) to be tailor-made for RWH and IWRM systems of the project and aimed at a higher educational level than already existing certification courses at MNU. Other service providers are also recommended to be considered for facilitating training modules, as being identified and being developed based on the capacity development need assessment. Sustainability of these training programmes will depend on the commitment of the Government to finance these critical capacity building effort.

**Table 6** Output 1 and assessment of progress for the various activities; *green: activity fully on track or fully achieved, yellow: activity ongoing and on target to be achieved (different phases of implementation progress), and red: activity not on target and unlikely to be achieved by EoP.*

| Output 1 | Fully on track | On target to be achieved | Not on target to be achieved |
|---|---|---|---|
| 1.1 | | | |
| 1.2 | | | |
| 1.3 | | | |
| 1.4 | | | |
| 1.5 | | | |
| 1.6 | | | |

**Overall, the activities under Output 1 are on target to be achieved**, with 2 activities fully on track (soon to be commissioned) and 4 activities ongoing in different stages of implementation and progress.

**Output 2: Introduction of decentralized and cost-effective dry season water supply systems**

2.1 and 2.2 Decentralized, sub-national water production and distribution hubs (2.1) and (2,2) Institutional coordination and accountability mechanism. The consultancy was contracted in October 2018 and covers 2.1 and 2.2. Based on review of existing procedures, stakeholder consultation and identification of current issues and challenges the Potable Water Security Plan was published in August 2019, complemented by a validation workshop. The Potable Water Security Plan, having a nation-wide coverage beyond the GCF islands only, contains a water security operational plan, defines an emergency supply system, detailing the hubs and specific arrangements and mechanism and includes an IT Water Management Portal, a detailed database consolidating water information to monitor the actual water supply status.

2.3 Regulatory framework_for competitive and wholesale water distribution services established. Based on the recommendations of the Potable Water Security Plan a legal firm was contracted in 2019 to review and advise on a regulatory framework in support of the Potable Water Security Plan. An inception report has been drafted and finalization is foreseen in 2020 with output aimed at identified existing gaps in guidelines and giving directions to the project on key contributions.

2.4 Early warning system established. Under this activity the Maldives Meteorological Service (MMS) will be supported to extend their present monitoring network of 27 Automatic Weather Stations (AWS) with another 3-4 AWS. This will improve the spatial coverage of the monitoring network,

specifically covering the targeted project islands, and enhance the capability of monitoring real time climatic factors. The additional AWSs to be procured (tenders specifications are finalized) are identical to the existing stations and therefore compatible with the existing system and adhering to World Meteorological Organisation (WMO) standards. In addition, capacity building support will be provided to MMS staff to advance their ability to make use of their monitoring network to generate seasonal forecast on dry and wet periods. The training on seasonal forecasting will be critical to make best use of the enhanced monitoring network and will support the ability of MMS to generate timely and tailor-made early warning information.

**Table 7** Output 2 and assessment of progress for the various activities

| Output 2 | Fully on track | On target to be achieved | Not on target to be achieved |
|---|---|---|---|
| 2.1 | | | |
| 2.2 | | | |
| 2.3 | | | |
| 2.4 | | | |

**Overall, the activities under Output 2 are on target to be achieved**, with all 4 activities ongoing in different stages of implementation and progress.

**Output 3 Groundwater quality improved to secure freshwater reserves for longer term resilience**

3.1 Conduct Baseline assessments. A consultancy is being carried for 13 project islands to provide an assessment of the groundwater quality and recharge rates and develop a groundwater resources management plan with clear recommendations (including specific management and policy or legal recommendation) to ensure improved aquifer recharging and protection. The report presents a review of available data on previous groundwater assessment reports, presents baseline assessments of geological, hydrological (physiochemical, microbiological, geo-physical) and land-use information of 13 islands. Based on these assessments groundwater management plans are being formulated for the 13 islands for aquifer improvement and protection, definition of a groundwater monitoring framework and recommendations for policy and regulatory framework interventions.
Additional to the baseline assessment for 13 islands, a groundwater assessment for the complementary 36 islands is being conducted in collaboration with EPA, making use of the recommendations of the initial groundwater assessment and supported by equipment provided by the project to carry out the groundwater assessment and to facilitate future monitoring. These 36 islands are not all GCF islands, but reflect a complementary additional activity undertaken by the Ministry.

3.2 Groundwater monitoring protocols. Based on the groundwater baseline assessments groundwater monitoring plans for specific islands are being formulated, including capacity training, to enable continued monitoring of spatial and temporal dynamics of groundwater quality and volume. The monitoring protocols will make use of the equipment procured by the project.

3.3 Regulatory framework established. Based on the groundwater management plans and recommendations for zonation of land use/establishment of conservation zones, a law firm is contracted to review and advise the regulatory framework as important input to and support of the Water Act (activity combined with activity 2.3, Regulatory framework_for competitive and wholesale

water distribution services). The implementation of such a regulatory framework will be complex with a need to further define spatial plans, land use zonation and inclusion of many stakeholders, including the agricultural sector. The consultancy has been initiated and an inception report is drafted.

3.4 Establish groundwater recharge methods. Based on the recommendations of the groundwater assessments and the related groundwater management plans specific targeted interventions to improve groundwater recharge rates will be implemented under this activity. These activities will be additional to the recharge wells that are being constructed for the RWH and IWRM systems on 29 islands under output 1. It is yet unclear to what extent the project will be able to target grey water as intended in the ProDoc.

**Table 8** Output 3 and assessment of progress for the various activities

| Output 3 | Fully on track | On target to be achieved | Not on target to be achieved |
|---|---|---|---|
| 3.1 | | | |
| 3.2 | | | |
| 3.3 | | | |
| 3.4 | | | |

**Overall, the activities under Output 3 are on target to be achieved** with 4 activities ongoing in different stages of implementation and progress.

## 3.3 Project Implementation, Adaptive Management and Effectiveness and Efficiency

In this section the project implementation arrangements of the project are reviewed together with how the project team has been able to adapt to changing conditions and emerging challenges and constraints in their management of the project. Work planning and financial management are discussed, combined with the project level M&E systems and the overall effectiveness and efficiency of the project. Finally, stakeholder engagement is assessed, and the reporting and communication, as part of the overall knowledge management of the project are reviewed.

**Management arrangements**

*Project management team*

The actual implementation of project activities encountered significant delays in its initial setup due to delays in finalizing administrative and legal arrangements between GCF and UNDP. Although the project was approved in November 2015, it took more than a year for the FAA to be signed and become effective. The country context changed considerably over this time frame, and these changes were factored in during the project's inception stage. Given the delays in formalising the FAA, the then MEE had begun some of the design consultancy work for the IWRM component. As a result, the design work for was completed in time for official implementation to commence after the fund transfer to the IP in July 2017. The inception workshop was held on August 7-9, before the Project Manager and other members joined the Project Management Unit. At present, PMU is fully staffed except for the CTA, 1 project coordinator (RWH) and 1 civil engineer position vacant and has 13 staff members, of which some have only be recruited or joined the project recently. For instance, the communications officer

joined recently and has been assigned the additional responsibility as gender focal person. The dual responsibility may hinder the timely implementation of the communication interventions (already lagging behind) and pose the risk of the gender components to be overlooked.

Another challenge has been the position of the international CTA. Although initially foreseen as a continuous in-country post for an experienced international CTA, a compromise resulted in an ex-country home-based CTA with only very limited in-country presence (less than 30 days) resulting in less effective technical support and advisory and communication limitations for about a year. A new in-country based CTA is being recruited and is expected to support the team with infusing global best practices and supportive to PMU in broadening its scope and enabling a more integrated approach to sustainable water management (infusing best practices in hydrology, noting that broad hydrological expertise is very limited in the Maldives, without a dedicated academic curriculum) and documentation of lessons learned to enhance the overall knowledge management of the project. The PMU also faced some challenges in finding and recruiting island level staff for decentralized management and monitoring of implementation progress on the 25 RWH and 4 IWRM islands.

Management arrangements are hands-on, and PMU is assessed as **dedicated and technically sound.** The team has been able to overcome initial delays and very slow delivery progress to the present level of energy. In retrospect, there is substantial learning in this how to prevent such slow start-up phases, although acknowledging that some of the constraining factors, political change leading to substantial government and policy direction changes, combined with election constraints, would have been difficult to predict or foreseen. All in all, it is commendable how the team has been adaptive (out of necessity) to the changing conditions and challenges they had to face.

UNDP has played an essential role in the conceptualization, formulation and presently in the implementation support of the project. As Accredited Entity it plays a pivotal role in liaising between GCF and GoM, but in the present phase of implementation the key role of UNDP is in providing supervision and quality assurance support to the PMU and PSC. The evaluation team noted that the GCF project is regarded as a key project for UNDP, forming an essential part of their work plan and budget, and thus receives ample attention. Stakeholders consulted express appreciation for the support provided by GCF to PMU and the close and frequent communication. Support is through various means such as procurement support (especially for international staff as the CTA), communication support, reporting and financial management support and where and when required through targeted technical support. Apart from the Country Office staff supporting PMU, there is also regular quality assurance through regional UNDP staff (RTAs), taking part in monitoring missions. In the initial phase of project execution, when through various sources of delays implementation lagged behind, UNDP has been proactive in addressing together with PMU sources of delay and in finding solutions to gain momentum in delivery and efficiency. The quarterly and annual reporting reviewed by the evaluators is realistic and sufficiently detailed and includes sections on risk perception, mitigation and assessment of environmental and social risks and their potential impact and possible mitigation mechanisms.

As the project is now progressing into a late phase of implementation, with a wide range of interventions being established, there is a need for targeted focus on monitoring and evaluation and broader knowledge management, in an effort to document emerging good practices, extract lessons and learning and produce and disseminate knowledge products of good quality for all relevant stakeholders. The workspace of the present PMU within ME-DWS facilitates an informal and efficient working arrangement, with short lines to key stakeholders and direct and quick communication. The limited availability of technically sound and experienced staff presents a real risk for loss of project staff, and inherent institutional memory as they are well qualified and experienced and as there is high demand for their services, also from private enterprises.

**Work planning**

The work plan for the first year, as defined during the inception workshop of August 2017, was approved at the first steering committee on 17th October 2017. The Project Board (Project Steering Committee), that convened in March 2018, in January and September 2019, act as both a governing body, reviewing and endorsing annual work plan and budgets, but also providing technical and quality assurance. The Minutes of both Project Board meetings indicate that the stakeholders have been actively engaged in their support to the project and have provided guidance to the project team for specific focus. Further technical guidance and advice to the PMU and PSC are provided by the technical committee that convenes bi-annually or on need basis. The focus of the project management team has been strongly skewed towards implementation of engineering civil works, representing a large volume (80%) of the overall budget. Simultaneously, initiatives have been supported at enabling policy development (W&S Act, tariff regulatory framework, potable water security plan, GW management plans), which, although less budget-intensive, are critical to enable a broader holistic development of the water services and management sector. The various delays in implementation and budget delivery have resulted in a relatively high workload in the present annual work plan, putting considerable stress on the team to plan, monitor and report all ongoing activities. The present focus on completion and timely delivery of the hard engineering systems may reduce the focus on and effectiveness of the soft components. In this light it is critical to maintain the present full PMU set-up to prevent further increase of workload and to effectively implement the remaining interventions, including detailed monitoring and documentation of the activities. The scattered island sites require a lot of travel and constitute a clear logistical and monitoring challenge.

**Finance and co-finance**

Regarding financial management no issues are reported. Quarterly and annual financial reports document the financial delivery of the project. No audit issues were flagged in the independent audit of 2018. The initial financial delivery rate, the ratio of what was initially planned in the annual budget and the actual financial disbursement, was clearly impacted by **delays and related slow delivery** in its first years of implementation (2017: 58.5%, 2018: 34.2%[24]), raising concerns for negative impact on the ability to deliver timely. Project delivery has seen **clear improvement** in 2019 (up to Q3: 76.8%, projection for YE2019 up to 80+%), bringing the project **"back on track"** towards anticipated delivery of results by EoP. See Table 9 and Figure 2 and 3. The team does not report serious fund flow constraints, hampering actual implementation, but do report that certain financial rules, e.g. required expenditure ceilings before replenishment can be requested, are sometimes complicated and require the team to be alert to ensure appropriate fund flow. Overall efficiency is difficult to assess as it is phased and influenced by initial delays and related slow delivery rates. The evaluation team recognizes a clear improvement over time as the project is now able to implement and deliver important and complicated milestones.

For procurement the project makes use of the national procurement procedures, with tender evaluation giving preference to lowest bidder in compliance with tender requirements. For the procurement of the AWSs for MMS single source procurement will be followed to enable procurement of identical systems as the present monitoring network to ensure easy compatibility and efficient O&M. The fact that the large contracts for the RWH and IWRM systems have been granted to a single contractor eases the monitoring process, having to deal with one contractor and supervision consultant. A competitive bidding process was undertaken for each of the IWMR islands and RWH packages, but the same contractor emerged successful for the IWRM and RWH civil works. Economies of scale would enable the contractor to reduce his costs through cost-efficient procurement of inputs, although it is not clear to what extent this has led to competitive pricing of the tender packages and value for money.

[24] The financial delivery ratio based on calculation of the AWP/B and actual delivery, based on financial information provided by PMU 2017: 12,9%, 2018: 29.4 and up to Q3 2019: 39.5% with projection of 80% by EoY

The team noted a significant delay in contract signature following larger procurements done through the government centralized procurement system and susceptibility of the process to external political changes, adding to delays in the overall timeline of the project. Unavailability of qualified candidates did also hamper the procurement process for technical expertise, forcing the project to retender. For international procurement (e.g. the CTA) time and cost efficiency advantages can be sought through use of the UNDP's implementation support services including procurement support.

**Table 9** Financial delivery rate for 2017, 2018 and 2019 (to Q3) based on ATLAS budget data

| | AWP/B | Actual Expenditure | Delivery [%] |
|---|---|---|---|
| 2017 | 535,589 | 313,183 | 58.5% |
| 2018 | 9,000,000 | 3,075,389 | 34.2% |
| 2019 | 9,020,000 | 6,929,078 (Q3) | 76.8% (Q3)) |

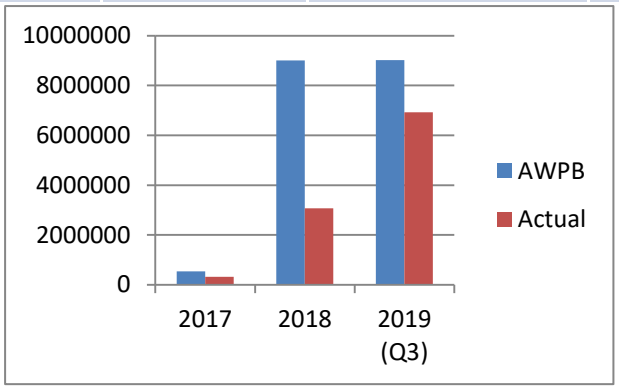


Figure 2 Planned budgets and actual disbursement

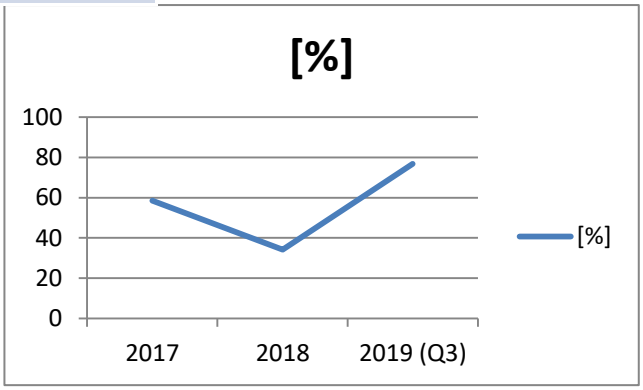


Figure 3 Delivery rate 2017-2019 (Q3)

**Table 10** Co-Financing Table for UNDP Supported GCF Financed Projects

| Sources of Co-financing[54] | Name of Co-financer | Type of Co-financing | Amount Confirmed at FP approval (US$) | Actual Amount Contributed at stage of Midterm Review (US$) | Actual % of Expected Amount |
|---|---|---|---|---|---|
| National Government | Government of Maldives | In-Kind | 4,493,000 | 123,109* | 2.74% |
| Multilateral Agencies | UNDP | Grant | 100,000 | 14,150* | 14.15% |
| | | **TOTAL** | 4,593,000 | **137,259*** | **2.99%** |

*Based on financial expenditure as reported in APR 2018, co-financing declaration UNDP and IP

The co-financing, Table 10, gives an overview of co-financing sources, types, confirmed amounts at CEO endorsement and actual amounts contributed at IE. The actual amount of the GoM in-kind contribution is at IE just over 3% of what was confirmed at FP approval. The present percentage of expenditure is very limited compared to the planned amount at FP approval. It is not believed that lack of co-financing has affected project delivery. An important amount of the co-financing budget is earmarked as the commitment of the Government to fund the operations and management of the IWRM and RWH systems for five years after the project ends. As per signed co-financing letter, USD4,193,000 is allocated for O&M of IWRM and IWRM systems and Automatic Weather Stations. As the systems have not yet been commissioned, no O&M costs have yet been incurred.

**Coherence in climate finance delivery with other multilateral entities**

The present project is making use of earlier UNDP-AF and USAID projects that have provided a valid Proof of Concept for adaptation solutions for the climate change-induced water security issues in the Maldives Atolls. The project is directly supporting and contributing to the Maldives NAPA with a clear adaptation focus. As implementation is relatively early with direct impacts for communities yet to be felt when RWH an IWRM systems will be operational, discussion on follow-up scaling-up opportunities still have to be initiated. The commitment to provide access to potable water to all households by the present Government in its term is very supportive of the project's objectives, as is also evidenced by the commitment to prioritize the water supply systems for the 20 islands, now planned to be implemented in the coming 2 years, the project could not cater to due to budget constraints (see explanation of budget constraints in 3.2 Progress Towards Results, Output 1, activity 1.1). The solar-powered IWRM systems do contribute to a low-emission development pathway, replacing the high-emission fossil fuels alternatives. The evaluation team learned of JICA and WMO projects[25] being developed focused on climate change, disaster management and climate information, including support to MMS. As the project is supporting MMS to extend its AWS monitoring system and build capacity for improved seasonal forecasting, it is important to coordinate with the stakeholders of these potential future projects to ensure complementarity and enhance impact.

**Project-level monitoring, reporting and evaluation systems**

In line with the Monitoring and Evaluation Plan of the ProDoc (pages 56-60) and as presented in the inception report, M&E activities are reflected in quarterly and annual progress reports (APR). These reports were highlighting some of the delays and challenges the project was facing in initial years and the related risks were described in detail, with potential mitigation options. The joint UNDP-GCF monitoring mission of May 2018 provided an additional monitoring opportunity, aimed at identifying the various causes of project implementation delays and recognition and consent of ways to enhance delivery progress. The M&E activities as implemented are in line with the activities as depicted in the M&E plan, that contains all the regular M&E elements. The system itself is relatively heavy as reporting is required not only to UNDP and GCF, but also in accordance with the governmental reporting requirements to the Ministry of Environment and the Ministry of Finance. This requires the M&E officer to dedicate considerable time to reporting duties. Quality of the reporting is assessed as satisfactory, with a special distinction for the very insightful diagrams depicting the causes of delays in implementation of the various activities as used in the APR2018. There are no issues reported with the budget earmarked for M&E activities, which is considered appropriate. It is suggested to add to the M&E plan an annual review workshop to offer a platform for all stakeholders to be informed of and discuss progress and challenges of the project, also serving as a knowledge sharing event. Additionally, the participatory role of island representatives in M&E, as ultimate beneficiaries of the project interventions, needs to be emphasized. Their participation in joint M&E activities will ensure the capturing of lessons and feedback of the beneficiaries and facilitate their engagement and commitment to the project.

The evaluation team noted a relatively limited use of the present M&E system as a learning and reporting tool, including the reporting of grant partners. This acknowledges that the internal reporting and obligatory reporting of the project is satisfactory, but that there is ample scope to make use of the learning and knowledge it contains for broader knowledge management. It is evident that the project team has put a lot of emphasis and energy in getting the project back on track. This has required a lot of attention in ensuring implementation of a broad range of activities. As the delivery rate is clear improving, attention needs to shift partly to proper documentation and learning. This includes capturing

[25] Building Climate Resilient Safer Islands in Maldives (JICA concept note to GCF 2018) and Towards Risk Aware and resilienT Communities (TRACT), WMO concept note to GCF.

lessons and evaluating the RWH and IWRM systems becoming operational together with the related water supply regulatory framework. As the project now moves into its later phase of implementation, there is a stronger emphasis needed to record, document and share the lessons and experiences of the project, in collaboration with its key stakeholders. The M&E system should assist the team in the remaining implementation period to document and generate essential learning, moving from more internal focus of the monitoring and evaluation to more external dissemination of lessons learned. In this respect it is suggested to organize a (annual) review workshop with all key stakeholders to focus on lesson learning, identify emerging good practices and evaluate interventions to enhance lasting impact of the project interventions. The organization of a review workshop is intended to facilitate an effective knowledge management/M&E system of the project through a coordinated effort to identify, document and share key learning emanating from the project interventions and to ensure broad awareness of the stakeholders of progress of the various project outputs. This would also ensure a better understanding of the overall and longer-term impacts of these outputs and support the formulation and consensus building on a strong exit strategy as well, with is a shared vision among all stakeholders, even beyond the project period. In addition to the direct benefits the island communities are provided with (enhanced access to safe drinking water), there are clear co-benefits emerging from the project activities being implemented. For instance reduction in single-use plastic, reduction in emissions by transition to PV energy, reduction in transportation costs for emergency supply of water (and emissions), health benefits (qualitative / quantitative), livelihood impact (less expenditure for water in dry spells). It is suggested to monitor and take stock of these **co-benefits** in a systematic manner, as they are tangible impacts of the project that need to be accounted for.

**Stakeholder engagement**

The project documentation and the stakeholder consultations confirm a functional and practical stakeholder engagement. All key stakeholders are represented in the Project Steering Committee, which acts, besides being a formal body to review and endorse annual work plans and budgets, as a technical forum to give guidance and advice to the project management team. It is noted that engagement of some stakeholders is limited at PSC meetings which hampers to some extent a meaningful information exchange between all stakeholders, and requires attention to have full representation at strategic project governance level in addition to technical levels, as much as possible. The Technical Committee provides a forum for technical staff of various stakeholder too advise and guide the project and this forum is actively used to review emerging project reports of consultants and to review and comment on guidelines and the development of standard operational procedure.

Relation with stakeholders are informal and pragmatic, with the PMU housed at the DWS and within the ME. As the project is in-house within the WSD of the ME, there is direct and informal collaboration and information exchange with other investments and donor funded initiatives in the water and climate change sector. In addition, the technical committee and PSC provide a dialogue platform for the stakeholders to inform each other on existing or emerging projects to ensure complementarity and avoid thematic or geographic overlap. Stakeholder engagement is satisfactory**,** by engaging amongst others with WDCs in islands where they are present but missing are linkages to CSOs/NGOs (while acknowledging there are few relevant NGOs in the country) and only limited collaboration with academia or knowledge institutions. Another missing stakeholder is the agriculture sector as important groundwater user for irrigation purposes, stakeholder for spatial zoning of project islands and regulator of pesticides and herbicides as potential contaminant of groundwater.

**Communications**

Internal project communication with the key stakeholders is mostly informal, regular and effective, based on the stakeholder consultations. As the key stakeholders are part of the Project Steering Committee and/or the Technical Committee they are kept up-to-date with the more formal review and endorsement of activities and budgets. The external communication of the project is relatively underdeveloped: there is clear scope to provide better visibility of the project through more elaborate

use of social media, videos, newsletters and fact sheets to provide a "face" to the project. Only recently a communication staff has joined the project management team, suggesting a clear uptake in communication products going forward, especially as the IWRM and RWH systems are being finalized and commissioned and good opportunities arise to share project achievements and learning to a broader public. This should enable a transition from the present activity focused communication to a more impact oriented dissemination of information. The evaluation teams understand that communication will make use of the ME's Fenfahi approach to disseminate facts and news related to the project. Fenfahi offers access to diverse social media communication platforms such as Twitter and Facebook, but also enables printing of posters and communication materials. Support by the UNDP CO communication staff and the UNDP regional expert support the project in formulating a targeted communication plan and strategy and to gain access to UNDP's platform for global exposure (e.g. UNDP's adaptation stories) and to GCF's communication platform in order to increase the project's visibility.


**Figure 4** Recent Facebook post of the GCF project, using the ME's Fenfahi interface

**Efficiency and Effectiveness**

The evaluation team notes and overall effectiveness of the project in progressing to reach its set targets, as detailed in section 3.2. Of the 14 activity lines, 2 activities are assessed as fully on track or (almost) completed and 12 are on target to be achieved in various stages of implementation progress. The PMU team has shown to be adaptive in its coping with various delays and constraints effecting initially the implementation progress. As evidenced by the financial delivery development over the last years, with a low delivery rate of 34% in 2018 and considerably improving to 80+% forecasted for EoY 2019, effectiveness and realistic work plan and execution and related financial delivery efficiency has come to satisfactory levels. This increased efficiency is combined with an improved timeliness, evidenced by the clear timelines presented in the APR2018 for all activity lines, reflecting the PMU's attention to deliver planned interventions within realistic margins. In previous section assessment is presented of the governance set-up and stakeholder engagement, together with the procurement efficiency and communication set-up, with specific recommendation to enhance effectiveness.

## 3.4 Sustainability

Sustainability is the likelihood of continued, lasting benefits and impact post-project. Assessment of sustainability at mid-term has to consider the risks that are likely to affect the continuation of project outcomes. This sustainability assessment regards four categories of sustainability: financial, socio-economic, institutional framework and governance and environmental risks to sustainability.

The overall **risk rating** for this project as reflected in the ProDoc was considered to be **moderate**, with the risk log of 11 risks identified, incorporating 7 risks identified through the social and environmental risk screening, 1 operational risk, 2 political risks and 1 organisational risk. The last updated UNDP risk log as reported in the 2019 Q2 quarterly progress report has one additional risk identified, related to potential complaints causing construction delays and the grievance redress mechanism to address and mitigate this risk. Of the other risks three have been downgraded due to mitigation measures put in place (#5: impact of site selection, all land has been allocated without major issues; #7: damage to installed water infrastructure through surges/storm, protective measures in place; and #10: political resistance against tariff restructuring, utility rates amended in 2018 (flat rate), tariff guidelines and SOP will reduce resistance). The evaluation team confirms the existing moderate risk rating, although acknowledging the risk linked to political volatility and change of policy priorities and political leadership, which had impact on implementation progress and rather difficult to mitigate. The present risk # 9, Political pressure to rapidly deliver the water production infrastructure on the target islands during the first year of implementation, is suggested to be replaced as the infrastructure is due to be commissioned, by “Political volatility and change of political priorities and political leadership pose a risk to the sustainability of the project interventions”, with a similar risk rating as the present risk #9. A risk to add to the risk log is the apprehension of the island communities to drink treated water, especially RO water, which they consider “heavy”, which might have negative impact on the sustainability of the project investments. Efforts need to be made to raise awareness and build trust in the water provided. Another minor risk is the possible loss of the traditional practice of household level rainwater collection with the availability of metered water supply. One risk the evaluation team notes is the transfer of mandate over water infrastructure to the Ministry of National Planning and Infrastructure, which could create a certain risk of loss of institutional knowledge and ownership (GCF project as “outlier”). However, a good working relation and proper information exchange are established between ME and MNPI.

**Financial risks to sustainability**

The lasting impact of the financial investment in water infrastructure relies on appropriate operation and maintenance by the Utilities to secure water availability. Repair, replacement and maintenance and cost of staff need to be covered from regular O&M budgets. The commitment by the Government to take up the O&M budgets post-project for a period of 5 years for the project sites, as reflected in the co-financing budget, provides a good assurance that sufficient means will be available to prevent the water infrastructure systems to become obsolete. For the Utilities it will be critical how they will be able to recover costs from beneficiaries (hh) with a metered connection. The team understands that the Councils and Utilities are exploring additional sources for cost recovery, such as water to be sold to boats and guest houses etc. During the field visit island council representatives stated that it would be beneficial for overall sustainability and cost recovery to include as many houses as possible in the metered connections. Present regulations excluded some households, e.g. extended families with two households in registered premises. As the IWRM and RWH systems become operational it will be important for the project to closely monitor, in collaboration with the Utilities and Island Councils, how operation and maintenance is evolving and how cost can be recovered to enable a cost benefit analysis for the systems developed. The period after commissioning of the IWRM and RWH systems and the start of the O&M by the Utilities in practice will be critical to monitor how the Utilities are able to recover costs, show full commitment to the RWH systems with tap bays (therefore without direct metered cost recovery) and their willingness to scale up these activities, based on their O&M

experience. A detailed cost-benefit analysis of the systems after operation start will be essential to understand their future financial viability and to tackle emerging sustainability issues accordingly. Such a CBA could include long-term O&M cost profiles for each investment (RWH and IWRM systems) to have a deeper understanding of the possible rate of recovery and need for cross-subsidisation. The Government is investing significantly in improving sanitation through development of sewerage networks on the target islands. This supports one of the key assumptions of the Theory of Change of the project to tackle, through these investments, non-climate pressures on groundwater would be reduced and potential contamination by present septic tanks could be addressed. Actual quantification has not been collected by the evaluation and this is suggested to be compiled by PMU and ME.

**Socio-economic risk to sustainability**

The consultations with stakeholders have confirmed the interest shown by the different stakeholders and their interest in pursuing the overall objective of the project. In this respect it is important that the project team puts focus on lesson learning and documenting emerging best practices to further build public awareness, including outreach to and collaboration with beneficiaries, community representatives, including schools. At present there is clear political support for the project and its overall objective with the pledge to provide access to safe drinking water to all households in the nation during the term of this government period. The noted risk linked to political volatility and change of policy priorities and political leadership, which had impact on implementation progress, does exist and is rather difficult to mitigate (see earlier comments on risk log). At present, the socio-economic reality provides a rather conducive environment for the project, recently reconfirmed in the Strategic Action Plan 2019-2023 and the commitment by the Government as outlined in the policies and targets of the Water and Sanitation sub-sector and as evidenced by the commitment to provide IWRM systems in each inhabited island together with improved access to sewerage systems. These commitments and positive actions are supportive for longer-term sustainability.

**Institutional framework and governance risks to sustainability**

Institutional knowledge and technical capability of the staff the Ministry of Environment and its Department of Water and Sanitation in particular is assessed as sound. There is however a risk of losing staff with built capacity and knowledge of the project to other employers (projects or private enterprises) as their skills and experiences are rare and in demand. The recent change of mandate over water infrastructure to MNPI from ME could pose a certain risk to the GCF project as it has become an outlier as only water infrastructure project within ME. The close working relationship between the Ministries should prevent any negative impact of this change in mandate. A more general constraint is the absence of specialized hydrological staff, able to address the broader climate-induced impacts and its impact on the hydrological cycle. As there is no academic curriculum on hydrology in the country there are few, if any, hydrologists able to support a broader integrated approach of water availability issues. In particular with regard to building knowledge and understanding of groundwater characteristics and dynamics, hydrological expertise will be required to support the available institutional capacity.

In the context of institutional sustainability the Utilities play a critical role. FENAKA and STELCO are key stakeholders in supporting sustainable implementation, safeguarding effective O&M and enabling broader up-scaling and replication of both IWRM and RWH approaches. Their commitment and support to the project are essential, also with the potential they provide to roll out and scale up systems beyond the geographic scope of the project. Overall, future political leadership is needed from Government to operationalize trainings and capacity building support in order to have sufficient trained workforce to manage the projected growing demands for skilled technicians in the water sector.

**Environmental risks to sustainability**

Based on the interviews with stakeholders no high environmental risks to sustainability of the project have been identified. The potential issues flagged in the UNDP Environmental and Social Screening of the ProDoc were limited (as discussed above in total 7 environmental risks were identified). These risks

relate to potential negative impact linked to construction, spillage, transportation, diesel and fuel leakage, borehole construction, brine disposal, site selection and related land issues and damage to water structures by surges or storms. The updated ESMP provides a detailed framework to monitor any negative impact during construction and after operation starts and provides through its grievance redress mechanism a mechanism to voice complaints and address these issues between parties.

It is suggested to work out a concise exit strategy as phasing out plan for the project, identifying interventions to enhance lasting impact of the project and improve overall sustainability of the investments and interventions. Based on the assessment of the categories above the **overall sustainability rating is moderately likely**.

**Country Ownership**
Based on the feedback of the stakeholders, the country ownership has been reflected since the start of the formulation phase by keen interest of the Government in the project and its objectives. There is clear alignment with national development plans and policies, recently reiterated in the Strategic Action Plan 2019-2023. The project contributes directly to the adaption needs as expressed in the National Adaptation Programme of Action (NAPA). The hub-function of the IWRM islands supports the decentralization effort of the Government and enhances local commitment and ownership. In project governance and coordination (Project Steering Committee and technical committee) there is clear commitment and engagement by the key stakeholders in the implementation of the project. Project staff report directly to the relevant Ministries (Finance, Environment), linking the project to country level monitoring systems. The commitment of the Government to fund 5 years after the project end the O&M budget of the water systems provided is another sign of longer-term engagement and national ownership, together with the pledge to provide all households with potable water by 2023 in this Government's term, including the 20 islands the project initially also targeted.

**Replication and Scalability**
Based on the considerations in the section on factors affecting sustainability of the project, the evaluation team sees good scope for replication of project interventions and scalability of activities implemented. Critical is the shown ownership of the country and the political priority given to improve universal access to potable water at household level through introduction of IRM systems to all islands. This is not only reflected in a conducive policy and regulatory setting, as reflected in the SAP and the Water and Sanitation Act draft, but also through budget commitment to take up the water supply systems for the 20 project islands that could not be catered for by the project due to budget constraints. A further factor for replication potential is the legislative mandate to provide clean water in the 2008 Constitution of the country. Another favorable factor for replication/up-scaling is the modular set-up of the IWRM and RWH systems as being provided by the project, enabling coupling of available drinking water resources, be it rainwater, groundwater or RO systems. The lessons learnt by the project, and to be documented and shared in the coming years, will be essential to facilitate take up of these systems going forward. Also, for scalability and replication of the systems, based on lessons learned, is the role of the Utilities to not only operate and manage these systems, but ultimately also to invest in these systems.

**Likelihood and sustainability of impact**
In line with the evaluation team's assessment of the result, it is seen as relatively early in the project cycle, with the water infrastructure still to become operational, to already account for results leading to tangible impact. Nonetheless, the team sees several signs of likelihood of lasting impact. The support to designs of the IWRM and RWH systems goes beyond the target project islands and is used for the 20 islands covered by Government supported water systems. The emerging soft component, as SOPs and regulatory guidelines for supply of drinking water in emergency conditions will also have a broader use beyond the project islands and have a lasting effect post-project. The several factors as described in the sustainability section will be critical to enhance lasting impact and the recommendation to compile an

exit strategy is aimed at improving the likelihood and lasting impact of the project's interventions. The documentation of co-benefits, as discussed earlier, will also add to the stocktaking of direct and indirect impact. Broader development impacts should also be captured in such an analysis, e.g. the effect on income generation (lowered costs for drinking water in droughts), women's empowerment through the implementation of the GAP and participatory governance by community representatives. A last critical element to include in this analysis will be the ability to retain built capacity at national and local level and to effectively communicate key lessons to a broad public to enhance impact.

## 3.5 Innovativeness in results areas

The evaluation team assesses it to be early to be able to document clear concrete examples of how the project contributed to innovation or thought leadership in the project and country context. An area of innovativeness to consider is the design of the IWRM and RWH where the project has introduced new components, such as the RWH systems include RTP tanks, ultra-filtration and disinfection and the addition of recharge wells to retain excess water in the system for possible later use. Also the use of PV solar systems for the IWRM systems, replacing traditional fossil fuel usage, is an example of innovation. The arrangements being tried out by the project for community engagement, through water committees, which has not been done before, provides an example of additional innovation aimed at strengthening decentralized independence and promoting local ownership by beneficiaries. Ultimately, the overall project strategy, aimed at enabling a paradigm shift from reactive emergency supply of drinking water to creating hubs with proactive decentralized production of sufficient drinking water combined with a related conducive policy and regulatory framework, is an innovative approach in dealing with the emerging climate challenges to remote island communities and in developing practical adaptation approaches. The team also sees a clear scope to build on the emerging collaboration with the Maldives Meteorological Service to improve availability of timely climate and weather information as early warning to remote and scattered island communities. Their vulnerability to droughts and the implications this has for their need to adapt to prolonged periods of water scarcity, requires tailor-made messages to inform the communities to optimize their water use and water availability. This is an area of innovative development the project is suggested to further explore.

**Unexpected results**

Although it is relatively early to assess results, with the key infrastructure interventions still to become operational, the evaluation team noted some unexpected results, based on the feedback of the island communities consulted. They reported "an improved social capital" in terms of creating a culture of working together and building trust among key stakeholders, perhaps due to the frequent and physical presence of project staff and continuous interaction and the appreciation of the swift progress of the civil works on the island (compared to past experiences with waste management and sewerage projects). Additionally, it is evident, and discussed in more detail in the section on adaptive management, that the PMU team has had to adapt to a rapidly changing development landscape through the change in Governmental policies, emerging budget restrictions and related delays so that sequencing of interventions and work planning had to be considered with flexibility. The ESMP is in place to monitor and report on any unintended negative results as a consequence of project interventions and provides a framework to define and implement mitigation measures to reduce impact.

**Cross-Cutting Criteria**

## 3.6 Gender Equity

A gender review of the project outputs and activities was conducted and an updated Gender Action Plan (GAP) for the project was developed this year, as the original GAP was not actionable and required mainstreaming of gender elements into the implementation of all project activities. While the project staff recognizes the importance of including both men and women in the project activities and including female headed households, the activities are limited to involvement of the Women's Development

Committees (WDCs). However, some islands do not have WDCs and need other approaches to increase women's participation in the project activities. The gender report noted that "Project activities, such as workshops or community consultations, need to move beyond 'equal participation' of both sexes to 'equal engagement and transformational change' of both groups. Considerations need to be given to address socially constructed gender related barriers (such as inability of women to take part in an extended training outside her resident island due to her domestic responsibilities).This would require project staff to fully understand the different needs, priorities and challenges of men and women in the target population and strategize measures to ensure that these are addressed."

The updated GAP, updated only in year 3 of project implementation, is found to be more realistic and likely to be implemented during the remaining project period. However, it needs a clear timeline and budget allocation. For instance, suggested mechanism to increase women's participation in water and sanitation decision making (gender balanced water and sanitation committee at island level) and at the operation level (at least one trained female member in the water quality task teams) is a sustainable and inclusive solution. Since the updated GAP has been endorsed in August 2019, it is too early to comment on the implementation of the revised GAP. However, the GAP is stand alone and does not include any budget allocation as a result of the fact that the GAP was developed after project approval and thus mainstreaming of gender perspectives into the annual work plans so far was hampered. At present, the lead role of the gender mainstreaming activities is assigned to the Communications Officer in the PMU. The successful implementation of the updated GAP, will require ample attention of PMU staff, and as so far a separate gender staff was not funded, the team has to share the responsibility to support and facilitate the further implementation of the GAP in the remaining project interventions.

**Recommendations**

- Updated GAP to be implemented fully with structured timeline and responsible partners for implementation with appropriate budget allocation and a dedicated staff at the PMU.
- Gender related activities to be mainstreamed into the annual work plans of the project and funds to be allocated.
- In the IWRM islands, the households are currently filling the application forms for free metered connections at household level. There has to be proactive participation of vulnerable households to ensure the inclusion of the most vulnerable, under the principle of no one is left behind. For instance, single mothers or other vulnerable households may not be able to prioritize and dedicate time to fill out the forms, and hence may be left behind and miss out on the free household connections and may face additional financial burden if they want to connect at a later stage. Documentation of these inclusive efforts together with the island councils will be part of participatory M&E.

## 3.7 Environment and Social Safeguards

The project had developed and applied a **comprehensive ESMP** to enable the project to record, monitor and mitigate potential negative environmental or social impact through its (intended) activities. The related grievance redress mechanism is functional, and the evaluation team understands that so far only minor issues have been brought forward, which could be easily addressed at island level. As covered under the section on environmental risks a series of environmental risk were identified and are reflected in the UNDP risk log, initially in the ProDoc, but updated when needed. The mitigation measures presented in the risk log and the ESMP have been effective in preventing or reducing foreseen negative impact. To implement and monitor the ESMP PMU has a dedicated safeguards officer, who has presently this task additional to his other responsibilities in transition from his previous role within PMU. The independent role of the safeguards officer is important, being able to dedicate full time to his responsibility to monitor and document any negative environmental or social impact by project interventions.

With regard to social safeguards, there is no conscious/proactive intervention planned to ensure the most vulnerable are not left behind. For instance, in the IWRM islands, households are provided free connections, but based on submission of the application form. This policy has the risk that the most vulnerable households may be left behind without the benefit of the project. In addition, as the system is based on cost recovery, there is little consideration of how to assist such vulnerable households to access the supplied water throughout the year. While the assumption is that such households will be provided with the social protection benefits for the poor, there is a need to have a discussion around this with the social protection sector. The team is aware that the project staff have stressed the intention to be inclusive and include all households as beneficiaries. Continuous attention however is needed in monitoring as the water supply systems become operational.

Another risk is the possible loss of the traditional practice of household level rainwater collection with the availability of metered water supply. However, household level water collection is likely to form the contingency in situation of damage/breakdown of the metered supply system and interventions need to be considered to encourage maintenance of household rainwater tanks.

## 3.8 Organizational Learning and Knowledge Management

As the project has been focused on establishment of the IWRM and RWH systems, the related regulatory framework and guidelines, SOPs and in the knowledge building and management plan of the aquifers, less attention has been given to documenting the emerging lessons and practices. As the water systems are now close to commissioning it is an appropriate time to invest in documenting and reporting these case studies, lessons learned and emerging good practices, as described under the reporting and communication sections, for a wider audience. Dissemination of these knowledge products, making use of social media, but also of traditional media, newsletters and factsheets, will be required to have a transparent repository of project documents. The organised and systematic implementation of an agreed communication plan is crucial to attain a sound knowledge management set-up. An annual review workshop or knowledge sharing event could serve as a platform to present these kinds of knowledge products to the direct stakeholders, media and a broader public.

# 4. Conclusions and Recommendations

*In this Chapter a series of conclusions is presented, based on the key findings discussed in Chapter 3. After the conclusions follows a series of recommendations directed to the project management and relevant stakeholders in order to enhance implementation progress and optimize sustained impact of the project outcomes post-project.*

## 4.1 Conclusions

**Project Strategy (relevance/alignment/design)**

1. The project is well aligned with national development policies, as reflected in the FP and ProDoc, and reiterated in the recent SAP of the GoM (2019-2023). Water security, linked to climate change drivers, is very relevant and acknowledged by all stakeholders consulted, from community representatives to national institutions. The design phase was challenging, partly due to tight deadlines, technical requirements and confusion over GCF guidelines, being one of the first projects.

2. Revision of the logframe is needed in light of changes of number of target islands and population/beneficiaries (Output 1 and 2) and the feasibility and realism of Output 3. The ambition level of Component 3, and specifically, the set indicators and targets for Midterm and EoP of the Logframe (% increase in groundwater recharge rate and % increase of use of groundwater as freshwater) are assessed as unrealistic to achieve in such a short period. Based on baselines being established qualitative and quantitative improvement can be tracked over time, although possibly requiring a longer time horizon post-project.

**Progress towards Results**

3. Assessing the progress made for the 3 outputs, the progress is seen as moderately satisfactory (MS): of the 16 activities 2 are fully on track (almost achieved) and the remaining 14 are on target to be achieved by EoP (or earlier).

4. Focus of PMU has been strongly skewed towards implementation of engineering civil works, representing a large volume (80%) of the overall budget. Simultaneously, initiatives have been supported at enabling policy development (W&S Act, tariff regulatory framework, potable water security plan, GW management plans), which, although less budget-intensive, are critical to enable a broader holistic development of the water services and management sector.

**Project Implementation and Adaptive Management and Effectiveness and Efficiency**

5. Management arrangements are hands-on and PMU is assessed as dedicated and technically sound. A country-based CTA would have been more effective and supportive to PMU in broadening its scope and enabling a more integrated approach to sustainable water management (infusing best practices in hydrology), providing on-the-job training and capacity building of PMU.

6. Work planning and implementation progress have been hampered by a series of diverse delays (political, design, elections, government change, issues with final signatures of contractor/consultant contracts) leading to serious concerns about the progress, financial delivery and ability to timely achieve the set goals. Present implementation progress reflects clear improvement of efficiency and ability to timely implement as planned.

7. Financial management (planning, reporting, fund flow) is assessed as satisfactory with no issues reported. The financial delivery rate is improving from minimal to ambitious.

8. The project has seen delays and related slow delivery in its first years of implementation (2017: 58.5%, 2018: 34.2%) raising concerns for negative impact on the ability to deliver timely. Project delivery has seen clear improvement in 2019 (up to Q3: 76.8%, projection for YE2019 up to 80+%), bringing the project "back on track" towards anticipated delivery of results by EoP.

9. M&E reporting system is in place, but mostly internal and should gradually be providing essential input for external communication of lessons learned through documentation of emerging good practices and broader knowledge management.

10. Stakeholder engagement is satisfactory facilitated by PSC and technical committee as key stakeholder platforms and has to be supported by proactive external communication, but missing are linkages to CSOs/NGOs (while acknowledging there are few relevant NGOs) and only limited collaboration with academia or knowledge institutions. Another missing stakeholder is the agriculture sector as important groundwater user for irrigation purposes.

11. Communication of the project is relatively underdeveloped: there is clear scope to provide better visibility, making use of social media and providing a "face" to the project and reach an external audience beyond the project beneficiaries and stakeholders. Content should be generated for community, regional and global audiences to share lessons learned and best practices developed.

**Sustainability**

**Institutional sustainability:**

12. Utilities, as FENAKA and STELCO, are key stakeholders in supporting sustainable implementation, safeguarding effective O&M and enabling broader up-scaling and replication of both IWRM and RWH approaches.
    - Capacity building of local staff and their involvement in participatory monitoring is essential and deserves additional attention (MoU/hand-over agreements, training programmes, knowledge exchange, documentation of lessons etc.).
    - Managing RWH system for Utilities is a new approach,
    - More general, inclusion of the Utilities in project decision making needs to be strengthened to reflect their role of key stakeholder.
    - Overall, future political leadership is needed from Government to operationalize trainings and capacity building support in order to have sufficient trained workforce to manage the projected growing demands for skilled technicians in the water sector.

13. The transfer of mandate over water infrastructure to the Ministry of National Planning and Infrastructure could create a certain risk of loss of institutional knowledge and ownership (GCF project as "outlier"). However, a good working relation and proper information exchange are established.

**Financial sustainability:**

14. Hinges on the ability to recover costs for O&M by the Utilities from beneficiaries (hh), including exploring additional sources for cost recovery: boats, guest houses etc. A more detailed cost-benefit analysis would give more insight on the operational viability and cost-effectiveness. Sustainability also depends on willingness of Utilities to take on board RWH systems.

**Ownership**

15. The GoM shows ownership and affirms the importance of the project objective in alignment and support to the national development priorities, as framed in the SAP. Commits to replicate RO systems in additional (original project) islands and extend the service to more islands as well will, if effectuated, further illustrate the engagement and related budget allocation.

**Replication/Scalability:**

16. Good scope, considering the present GoM pledge to provide safe drinking water access to all hhs in its present term. Out roll of RO-IWRM and modularity of system.

17. Sustainability Post-Project can be supported by drafting an exit strategy/phasing out plan with identifying critical elements for O+M (capacity development and retaining key staff/HR/budgets/risk of brain drain).

**Gender Equity:**

18. The updated *gender action plan* is found to be realistic and provides actionable recommendations that can be implemented during the remaining project period. However, it needs a clear timeline and budget allocation. For instance, suggested mechanism to increase women's participation in water and sanitation decision making (gender balanced water and sanitation committee at island level) and at the operation level (at least one trained female member in the water quality task teams) is a sustainable and inclusive solution. Since the updated gender action plan has been endorsed in August 2019, it is too early to comment on the implementation of the revised GAP. However, it is a risk that the implementation will be hampered without dedicated staff at the PMU.

**Safeguards**

19. The project had developed and applied a comprehensive ESMP to enable the project to record, monitor and mitigate potential negative environmental or social impact through its (intended) activities. The related grievance redress mechanism is functional.

## 4.2 Recommendations

Based on the findings and conclusions presented above a limited series of practical and actionable recommendations is directed to the project management team and relevant stakeholders. It is recommended to:

**The project is recommended to:**

1. **Revise some of the project indicators**: reflecting change in # of target islands and population (Output 1 and 2) and realism and feasibility of groundwater indicators (Output 3). Inclusion of indicator/or at least documentation of achievement (see Annex G) reflecting the impact of regulatory/policy development support.

| Outcome/Output level | Logframe Indicator | Suggested revision |
|---|---|---|
| Outcome A7.0 | 8,000hh on target islands IE<br>20,000hh on target islands EoP | 40,000 people at IE<br>100,000 at EoP |
| Output 1 | 1: at least 4,000hh on 49 islands at IE<br>at least 6,400hh on 49 islands at EoP | 20,000 people at EoP based on reduction to 25 islands |
| Output 2 | 1: at least 40,000 people at IE<br>At least 73,000 people at EoP | 86,000 people at EoP based on reduction to 25 islands |
| Output 3 | 1: % increase in groundwater recharge rate. 30% at IE and maintained at | 1: Quantify yearly recharge rate as compared to established |

| | | |
|---|---|---|
| | minimum of 30% a EoP<br>2: % of use of groundwater as freshwater. At least 10% of increase in groundwater consumption by 20% of hhs as in integrated water mix in target islands at IE.<br>At least 20% increase in groundwater consumption by 50% of hhs as in integrated water mix in target islands at EoP. | baseline and recharge potential.<br>2: For those islands where groundwater consumption is possible, quantify volume and quantity, together with quality parameters annually and record trends. |

2. **Strengthen** the PMU with a CTA able to infuse integrated approaches of water management and facilitate the knowledge management capacity (need to have bridging and catalytic role) and provide guidance on financial sustainability and scalability of the project strategy.

3. **Focus** on the development of a stronger **communication /awareness outreach** (including social media and human interest stories), to enhance the visibility of the project in its later phases, through documenting emerging best practices and key lessons, including detailed documentation of baseline conditions to monitor later community level impact. This will be facilitated through formulation of a detailed communication plan with related timelines and responsibilities.

4. **Develop an exit strategy**, phasing out plan, to identify and promote critical elements for sustainability/lasting impact PP including retaining PMU and project staff and limit brain drain/turnover. The PSC is recommended to take the lead in guiding the development and facilitating the political support for a realistic exit strategy to enhance sustainability post-project.

5. **Recognize and emphasize** the critical role of Utilities: ensure strong capacity building support to staff will enhance their ability to deliver quality of service in O+M and recover costs. The involvement of Utilities in decision-making and regulatory setting (engagement in PSC and technical committee) is vital and their role in M&E and documentation of lessons learned and project interventions impact is to be underlined. Utilities will also be critical partners in the use and application of seasonal forecast to optimize their operations and be timely prepared for drought and rainy periods.

6. **Seek for stronger and more frequent collaboration** with other relevant stakeholders on a broader spatial context of water management: land use zonation/plans, conservation zones, linkage to agricultural sector and climate-smart agricultural approaches to optimize/minimize groundwater extraction for commercial purposes (e.g. MNPI, Ministry of Fisheries and Agriculture).

7. **Develop linkage to broader climate change context** and climatic drivers: build on the collaboration with MMS to develop improved climate information availability (seasonal forecasting) and information availability. Early warning information dissemination reaching island councils and to be used by utilities to plan for droughts or rain periods.

8. **Document and record** co-benefits as essential learning after the RWH and IWRM systems are operational, including possibly a cost-benefit analysis covering the first years of operation.

9. **Allocate** appropriate budget for Gender Action Plan implementation and reflect this in the AWP/B:

- Updated GAP to be implemented fully with structured timeline and responsible partners for implementation with appropriate budget allocation and a dedicated staff at the PMU.
- Gender related activities to be mainstreamed into the annual work plans of the project and funds to be allocated.
- In the IWRM islands, the households are currently filling the application forms for free metered connections at household level. There has to be proactive participation of vulnerable households to ensure the inclusion of the most vulnerable, under the principle of no one is left behind. For instance, single mothers or other vulnerable households may not be able to prioritize and dedicate time to fill out the forms, and hence may be left behind and miss out on the free household connections and may face additional financial burden if they want to connect at a later stage. Documentation of these inclusive efforts together with the island councils will be part of participatory M&E.

**Table 11 Overview of recommendations**

| Rec. # | Recommendation | By when | By whom |
|---|---|---|---|
| 1 | Revise project indicators, see Table 4 for details | December 2019 | PMU, UNDP, GCF |
| 2 | Strengthen the PMU with a CTA | November 219 | PMU, UNDP |
| 3 | Focus on the development of a stronger communication /awareness outreach, including a communication plan | Plan by Q1 2020 | PMU, UNDP support |
| 4 | Develop an exit strategy, phasing out plan | By Q1 2020 draft, finalize Q3 2020 | PMU, PSC |
| 5 | Recognize and emphasize the critical role of Utilities | Include in exit strategy by Q3 2020 | PMU, PSC, technical committee |
| 6 | Seek for stronger connection with stakeholders on broader spatial context including CSOs and Academia | By Q2 2020 | PMU, WSD, CCD, NMPI (land use planning), Ministry of Fisheries and Agriculture |
| 7 | Develop linkage to broader CC context and climatic drivers | By Q3 2020 | PMU, MMS, CCD |
| 8 | Document and record co-benefits | Q1 2019 to EoP | PMU, Utilities, Island Councils |
| 9 | GAP needs budget allocation in AWP/B | Q4 for AWP/B 2020 | PMU |

# Annexes

Annex 1 Mission Schedule and Itinerary
Annex 2 List of persons interviewed
Annex 3 List of documents reviewed
Annex 4 Long List of questions as source for interviews
Annex 5 Interim Evaluation evaluative matrix (evaluation criteria with key questions, indicators, sources of data, and methodology)
Annex 6 Updated Project Risk Log
Annex 7 Interim Evaluation ToR (excluding ToR annexes)
Annex 8 Signed UNEG Code of Conduct form

Signed Interim Evaluation final report clearance form

*Annexed in a separate file:* Audit trail from received comments on draft Interim Evaluation report.

**Annex 1 Mission Schedule and Itinerary**

| Date | Time | Activity | Persons / Agency |
|---|---|---|---|
| 27-28 September | | Travel of Evaluator (IC) from Amsterdam to Male | |
| 28 September | 16.00-17.00 | Mission preparation and meeting with national consultants | National consultant |
| | Day 1. (Sunday) | | |
| 29 September 2019 | 09.00 – 10.00 | Briefing meeting with UNDP Maldives CO | Resilience and Climate Change team: Ms. Aysha Solih, Mr. Adam Shaheer |
| | 10.00 – 12.00 | Briefing meeting with PMU: focus on project overview, progress, challenges | PMU staff |
| | 13.00 – 14.15 | ME, DWS: overview, progress, challenges | Mr. Mohamed Afzal, Director of Water and Sanitation Department |
| | 14.15-14.45 | Fund/budget flow, audits, reporting | Abdulla Ishan, finance officer PMU |
| | 15.00-16.00 | UNDP: Briefing, guidance, focus | RR UNDP Ms. Akiko Fujii |
| | Day 2. (Monday) | | |
| 30 September | 09.00 – 10.00 | PMU: RWH systems Component 2 | PMU Coordinators RWH packages : Mr. Ahmed Fariz Nizar Mr. Mohamed Fazeeh |
| | 10.00 – 11.00 | PMU: IWRM Output 1 Capacity building activities | PMU IWRM coordinator Ms. Wilshaana Moosa |
| | 11.00-12.00 | PMU: Communication, outreach, sensitization, gender | Communication officer: Ali Nizar |
| | 13.00-14.00 | FENAKA: Utility involvement, experiences, challenges | Mrs. Suma Khalid Mohamed, engineer FENAKA |
| | 14.00-15.00 | PMU: M&E | PMU M&E officer Saeed |
| | 16.00 – 17.00 | Skype meeting with RTA: guidance, focus | RTA Ms. Keti Chachibaia & UNDP RCC team |
| | Day 3. (Tuesday) | | |
| 1 October 2019 | 05.00 – 19.00 | Field visit: Haa Dhaalu Atoll Nolhivaranfaru | Island Councils, Island utility representatives, civil work contractors, supervision consultants, WDC |
| | Day 4. (Wednesday) | | |
| 2 October 2019 | 08.30 – 09.15 | ME, PS: Progress, role, challenges | Permanent Secretary ME Mr. Ajwad Musthafa |
| | 09.15 – 10.00 | MNPI: Progress, role, challenges | Ministry of National Planning and Infrastructure, Mrs. Shahdha , Assistant |

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|---|---|---|---|
| | | | Director, Spatial Planning and Land Management Section, Planning Department. |
| | 10.00-<br><br>11.00 | MoH: Involvement, experiences, challenges | Mrs. Aminath Shaufa, Director, Environment and Occupational Health, Health Protection Agency (HPA), and Mr. Moosa Haneef, HPA. |
| | 11.00 – 12.00 | Meeting with contractor and consultant | Water Engineering Services (FZE),<br>Mr. Madusanka Karunarathne (contractor)<br>Mr. Anand Patravali (supervision consultant firm) |
| | 13.30 - 15.15 | State Minister: Role, experiences, challenges | State Minister for WSD, ME, Mr. Ahmed Mujuthaba |
| | | | |
| 3 October | 06.00 – 17.00 | Field visit: Gaafu Alifu Atoll, Nilandhoo (RWH Package 5) | Island Council, Island utility representatives, civil work contractors, supervision consultants, WDC |
| 4 + 5 October | | Day 6 and 7 (Friday-Saturday: Weekend)<br>Preparation draft report and Debriefing Meetings | |
| | | Day 8, (Sunday) | |
| 6 October | 08.00 – 17.00 | Field visit: Alifu Dhaalu Atoll, Kunburudhoo (RWH Package 3). | Island Council, Island utility representatives, civil work contractor, supervision consultant, Representative from Women |
| | | Day 9, 7 October (Monday) | |
| 7 October | 09.00 – 10.30 | PMU: Safeguards and Output 3 | Mr. Mohamed Ibrahim Jaleel |
| | 10.30-11.00 | ME, EPA: Involvement, experiences, challenges | Mr. Ali Mishal, Environment Protection Agency (EPA) |
| | 11.00-12.00 | UNDP team | Resilience and Climate Change team, Mr. Ahmed Shifaz,Ms. Aysha Solih, Mr. Adam Shaheer |
| | 13.30-15.30 | Maldives Meteorological Service: Involvement, experiences, challenges | 1. Ali Shareef (Deputy director general meteorology) |

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|---|---|---|---|
| | | | 2. Ahmed Rasheed (Director Meteorology)<br>3. Ismail Giyaas (Project Coordinator)<br>4. Abdulla Muaz (Assistant Meteorological Engineer)<br>5. Ibrahim Humaid (Seismologist) |
| | | Day 10, 8 October (Tuesday) | |
| 8 October | 10.00-11.00 | LGA: Involvement, experiences, challenges | Ms. Azhath Rushdy, Director, Planning, Local Government Authority.<br>Ms. Nafiya Naseer, Local Government Authority |
| | 11.00-12.00 | ME, CCD: Role, experiences, challenges | Mr. Ali Shareef, Director, Climate Change Department, ME |
| | 13.30-14.30 | MNU: Involvement, experiences, challenges | Dr. Shazla Mohamed, Dean, Faculty of Science, MNU Mr. Mohamed Haikal, Head of Department of Engineering, Faculty of Science, MNU |
| | | Day 11, 9 October (Wednesday) | |
| 9 October | 09.00-12.00 | Debriefing meeting with PMU | PMU team |
| | | Day 12, 10 October (Thursday) | |
| 10 October | 10.00-12.00 | Debriefing Presentation:<br>Key stakeholders:<br>Ministry of Environment<br>Mr. Ahmed Mujuthaba (State Minister)<br>Mr. Ajwad Musthafa (Permanent Secretary)<br>Mr. Mohamed Musthafa (Director General, Water and Sanitation Department)<br>Mr. Ali Shareef, Director, Climate Change Department<br>Maldives Meteorological Service<br>Ismail Giyaas (Project Coordinator)<br>Abdulla Muaz (Assistant Meteorological Engineer)<br>GCF-PMU<br>Ms. Wilshaana Moosa (IWRM Project coordinator)<br>Mr. Ahmed Fariz Nizar (RWH Project Coordinator)<br>Mr. Mohamed Fazeeh (RWH Project Coordinator)<br>Mr. Hassan Saeed (M &E officer)<br>Mr. Mohamed Ibrahim Jaleel (Social and | |

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|---|---|---|---|
| | | Environmental safeguards officer)<br>Mr. Ali Nizar (Communications Officer)<br>Mr. Abdulla Naseeh (Civil Engineer)<br>Mr. Bassam Rasheed (Procurement Officer)<br>Mr. Abdulla Ishan (Finance Officer)<br>UNDP RCC team<br>Mr. Ahmed Shifaz<br>Ms. Aysha Solih<br>Mr. Adam Shaheer | |
| 10 October | 13.30-15.30 | Debriefing with UNDP | UNDP CO<br>UNDP RR, DRR, and RCC team |
| 22.00 | | Departure Evaluator (IC) to home base | |

## Annex 2 List of persons consulted

| No | Name | Institution | Position |
|---|---|---|---|
| 1 | Ahmed Mujthaba | ME | State Minister |
| 2 | Ajwad Musthafa | ME | Permanent Secretary |
| 3 | Mohamed Afzal | ME | Director, Water and Sanitation Department |
| 4 | Ali Shareef | ME | Director, Climate Change Department |
| 5 | Shaheeda Adam Ibrahim | PMU - ME | Project Manager |
| 6 | Wilshaana Moosa | PMU - ME | Project Coordinator (IWRM) |
| 7 | Ahmed Fariz Nizar | PMU - ME | Project Coordinator (RWH) |
| 8 | Mohamed Fazeeh | PMU - ME | Project Coordinator (RWH) |
| 9 | Mohamed Ibrahim Jaleel | PMU - ME | Environment and Social Safeguards Officer |
| 10 | Mohamed Saif Saeed | PMU - ME | Civil Engineer |
| 11 | Abdulla Naseeh | PMU - ME | Civil Engineer |
| 12 | Hassan Saeed | PMU - ME | Monitoring and Evaluation Officer |
| 13 | Ali Nizar | PMU - ME | Communications Officer |
| 14 | Bassam Rasheed | PMU - ME | Procurement Officer |
| 15 | Abdulla Ishan | PMU - ME | Finance Officer |
| 16 | Akiko Fujii | UNDP | Resident Representative |
| 17 | Ahmed Shifaz | UNDP | Assistant Resident Representative, RCC |
| 18 | Aysha Solih | UNDP | Programme Officer, RCC |
| 19 | Adam Shaheer | UNDP | Programme Associate, RCC |
| 20 | Keti Chachibaia | UNDP | Regional Technical Advisor |
| 21 | Suma Khalid Mohamed | FENAKA | Engineer |
| 22 | Shahdha | MNPI | Assistant Director, Spatial Planning and Land Management Section |
| 23 | Aminath Shaufa | HPA- MoH | Director, Environment and Occupational Health |
| 24 | Moosa Haneef | HPA- MoH | Environment and Occupational Health |
| 25 | Anand Patravali | STC (Supervision Consultants) | Project Manager |
| 26 | Madusanka Karunarathne | Water Engineering Services (FZE) Contractor | Project Manager |
| 27 | Ali Mishal | EPA | |
| 28 | Ali Shareed | MMS | Deputy Director General meteorology |
| 29 | Ahmed Rasheed | MMS | Director Meteorology |
| 30 | Ismail Giyaas | MMS | Project Coordinator |
| 31 | Abdulla Muaz | MMS | Assistant Meteorological Engineer |
| 32 | Ibrahim Humaid | MMS | Seismologist |
| 33 | Azhath Rushdy | LGA | Director |
| 34 | Nafiya Naseer | LGA | |
| 35 | Dr. Shazla Mohamed | Faculty of Science, MNU | Dean |
| 36 | Mohamed Haikal | Faculty of Science, MNU | Head of Department of Engineering, |
| 37 | Mohamed Shaheen | Kumburudhoo | Leading teacher |

| | | | |
|---|---|---|---|
| | | School | |
| 38 | Aishath Fairooza | Kumburudhoo Community | Women's representative |
| 39 | Zulaikha Shimana | PMU- ME | Island PS |
| 40 | Mohamed Shafeeg | Kumburudhoo Island Council | Council Member |
| 41 | Ali Shareef | Kumburudhoo Island Council | Vice President |
| 42 | Rajdeep Gupta | STC consultants | Project Engineer |
| 43 | Nasih Ibrahim | Nilandhoo Island Council | President |
| 44 | Mohamed Faisal | Nilandhoo Island Council | Vice President |
| 45 | Ahmed Shaneez | Nilandhoo Island Council | Council Member |
| 46 | Mariyam Shizna | Nilandhoo Island Council | Secretary |
| 47 | Jihad Mohamed | Nilanddhoo Island Council Secretariat | Assistant Director |

## Annex 3 List of Documents reviewed

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Werner, A.D., Sharp, A.K., Galvis, S.C., Post, V.E.A, and Sinclair, P. (2017). Hydrogeology and management of freshwater lenses on atoll islands: Review of current knowledge and research need. Journal of Hydrology 551 (2017), 819-844.

WMO (2018). Towards Risk Aware and Climate-resilienT communities (TRACT), WMO concept note to GCF, February 2018.

**Websites and social media**

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Fenfahi, ME's facebook environment: https://www.facebook.com/Fenfahi/

## Annex 4 Long list of questions used for interviews

### A Project Strategy

Project design:

- Does the project address the underlying problem and are the underlying assumptions valid?
- Have changes to the context or incorrect assumptions hampered achieving the project results as outlined in the Project Document?
- Is the project strategy relevant and does it provides the most effective route towards expected/intended results?
- Were lessons from other relevant projects properly incorporated into the project design (e.g. the AF-UNDP project and the USAID project?).
- Does the project address country priorities? How can we prove this?
- Has Maldives taken full ownership. Was the project concept in line with the national sector development priorities and plans of the country?
- Has the project been able to be responsive and respond flexibly to the needs of the GoM?
- Was the project design adequate to meet its objective?
- Looking back: was the formulation process participatory with involvement of key stakeholders and beneficiaries?
- To what extent were gender issues raised and integrated in the project design? (See Annex 9 of Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects for further guidelines, and see Annex A of the ProDoc: Gender assessment, action plan and budget).
- To what extent was the project design adequate and effective for strengthening capacities (technical and administration)?
- Were the planned monitoring and evaluation arrangements adequate?
    - How appropriate and useful were the project's M&E framework, including targets and indicators, in assessing progress?
    - Were the targeted indicator values realistic and can they be tracked?
    - Has the M&E framework been adapted (have indicators or targets been adjusted?)?

Results Framework/Logframe:

- Are the project's logframe indicators and targets, at the midterm and end-of-project SMART? (Specific, Measurable, Attainable, Relevant, Time-bound), and are specific amendments or revisions needed to the targets and indicators?
- Are the project's objectives and outcomes or components clear, practical, and feasible within its time frame? Is there any need for adjustment or redefinition?
- Has progress so far led to, or could in the future, catalyse beneficial development effects (i.e. income generation, gender equality and women's empowerment, improved governance etc...) that should be included in the project results framework and monitored on an annual basis?
- Are broader development and gender aspects of the project being monitored effectively? Does the project have 'development' indicators, including sex-disaggregated indicators and indicators that capture development benefits?

### B Relevance, Effectiveness and Efficiency

- Were the context, problem, needs and priorities well analysed and reviewed during project initiation?
- Are the planned project objectives and outcomes relevant and realistic to the situation on the ground?

- Is the project Theory of Change (ToC) and intervention logic coherent and realistic? Does the ToC and intervention logic hold or does it need to be adjusted?
- Do outputs link to intended outcomes which link to broader paradigm shift objectives of the project?
- Are the planned inputs and strategies identified realistic, appropriate and adequate to achieve the results? Were they sequenced sufficiently to efficiently deliver the expected results?
- Are the outputs being achieved in a timely manner? Is this achievement supportive of the ToC and pathways identified?
- What and how much progress has been made towards achieving the overall outputs and outcomes of the project (including contributing factors and constraints)?
- To what extent is the project able to demonstrate changes against the baseline ( from the logframe in approved Funding Proposal) for the GCF investment criteria (including contributing factors and constraints)?
- Do the risks which were identified at the time of project design remain valid? Were the assumptions reasonable? Assess/confirm whether any of the risks has aggravated
- How did the project deal with or respond to the issues and risks during implementation?
- To what extent did the project's M&E data and mechanism(s) contribute to achieving project results?
- Have project resources been utilized in the most economical, effective and equitable ways possible (considering value for money; absorption rate; commitments versus disbursements and projected commitments; co-financing; etc.)?
- Are the project's governance mechanisms functioning efficiently?
- To what extent did the design of the project help or hinder achieving its own goals?
- Were there clear objectives, ToC and strategy? How were these used in performance management and progress reporting?
- Were there clear baselines indicators and/or benchmark for performance measurements? How were these used in project management? To what extent and how the project applies adaptive management?
- What, if any, alternative strategies would have been more effective in achieving the project objectives?
- What is the contribution to increased climate-resilient sustainable development?
- Were institutions strengthened?
- Were changes in vulnerabilities achieved for targeted beneficiaries, and in particular, for vulnerable groups?

**C Progress Towards Results**

Progress Towards Outcomes Analysis:

- The logframe indicators will be reviewed against progress made towards the end-of-project targets using the Progress Towards Results Matrix and following the Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects; colour code progress in a "traffic light system" based on the level of progress achieved; assign a rating on progress for each outcome; make recommendations from the areas marked as "Not on target to be achieved" (red).

In addition to the progress towards outcomes analysis:

- What are remaining barriers to achieving the project objective in the remainder of the project?

- Building on the aspects of the project that have already been successful (which?), in what manner could the project further expand these benefits?
- What is the performance of the project in achieving the results stipulated in the UNDP Gender Marker (i.e. "GEN2")?

**Table. 1 Progress Towards Results Matrix (Achievement of outcomes against End-of-project Targets)**

| Project Strategy | Indicator[26] | Baseline Level[27] | Level in 1st PIR (self-reported) | Midterm Target[28] | End-of-project Target | Midterm Level & Assessment[29] | Achievement Rating[30] | Justification for Rating |
|---|---|---|---|---|---|---|---|---|
| **Objective:** | Indicator (if applicable): | | | | | | | |
| **Outcome 1:** | Indicator 1: | | | | | | | |
| | Indicator 2: | | | | | | | |
| **Outcome 2:** | Indicator 3: | | | | | | | |
| | Indicator 4: | | | | | | | |
| | Etc. | | | | | | | |
| **Etc.** | | | | | | | | |

**Indicator Assessment Key**

| | | |
|---|---|---|
| Green= Achieved | Yellow= On target to be achieved | Red= Not on target to be achieved |

## D Project Implementation and Adaptive Management

Management Arrangements:

- Is the project management set-up of the project effective?
- Have changes been made and are they effective?
- Are responsibilities and reporting lines clear?
- Is decision-making transparent and undertaken in a timely manner?
- Have the project implementation arrangements contributed to the enhanced capacity of the key implementation partners?
- How is the quality of support provided by the GCF Accredited Entity (UNDP) assessed by the key stakeholders? Are these areas for improvement?
- In which areas does the project have the greatest achievements? Why is this and what have been supporting factors?
- In which areas does the project have least achievements? What have been the constraining factors and how have these been mitigated?

Work Planning:

[26] Populate with data from the Logframe and scorecards
[6] Populate with data from the Project Document
7 If available
[8] Colour code this column only
[9] Use the 6 point Progress Towards Results Rating Scale: HS, S, MS, MU, U, HU

- What have been the main reasons for possible implementation delays after project approval?
- Are work-planning processes results-based?
- Is the results framework/ logframe effectively used as a management tool and have any changes made to it since project start (and why)?
- Has relevant gender expertise been sought? Have available gender mainstreaming tools been adapted and mainstreamed?
- Have the quantity and quality of the outputs been satisfactory?
    - Are the project partners using the outputs?
    - Have they transformed into outcomes?
- To what extent are the project implemented activities/outputs having impact and how have these been coordinated with other stakeholders in Maldives?

Finance and co-finance:

- Has the financial management of the project been efficient, with specific reference to the cost-effectiveness of interventions?
- Have there been changes in fund allocations as a result of budget revisions (what and why)?
- Does the project have the appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds? Has fund flow been timely?
- Have the audits been without major issues?
- What have been yearly expenditure rates as indication of financial delivery (spent versus planned ratio)?
- Is co-financing being used strategically to help the objectives of the project? Is the Project Team meeting with all co-financing partners regularly in order to align financing priorities and annual work plans? **(Co-financing monitoring table to be filled-out).**

Coherence in climate finance delivery with other multilateral entities

- Who are the partners of the project and how strategic are they in terms of capacities and commitment?
- Is there coherence and complementarity by the project with other actors for local other climate change interventions?
- To what extent has the project complimented other on-going local level initiatives (by stakeholders, donors, governments) on climate change adaptation or mitigation efforts?
- How has the project contributed to achieving stronger and more coherent integration of shift to low emission sustainable development pathways and/or increased climate resilient sustainable development (GCF RMF/PMF Paradigm Shift objectives)? Please provide concrete examples and make specific suggestions on how to enhance these roles going forward.
- Depth of results, scaling up and replication potential and contribution to climate-resilient development pathways consistent with the country's climate change adaptation strategies and plans (as indicated in INDCs, NAPS, NAPAs and domestic adaptation plans and strategies);
- What were the co-financing and catalytic effects of the investment?

Project-level Monitoring and Evaluation Systems:

- Are the monitoring tools currently being used providing the necessary information?
- Do they involve key partners? Who is monitoring?
- Are they aligned or mainstreamed with national systems?
- Do they use existing information? Are they efficient? Are they cost-effective?
- Are additional tools required? How could they be made more participatory and inclusive?

- Are sufficient resources being allocated to monitoring and evaluation? Are these resources being allocated effectively?
- Has relevant information and data systematically been collected? Was reporting satisfactory. Was data disaggregated by sex?
- Has information been regularly analysed to feed into management decisions?

Stakeholder Engagement:

- Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders?
- Do local and national government stakeholders support the objectives of the project? Do they continue to have an active role in project decision-making that supports efficient and effective project implementation?
- To what extent has stakeholder involvement and public awareness contributed to the progress towards achievement of project objectives?

Reporting:

- Have adaptive management changes been reported by the project management and shared with the Project Board.
- How well have the Project Team and partners undertaken and fulfilled GCF reporting requirements?
- Have lessons derived from the adaptive management process been documented, shared with key partners and internalized by partners?

Communications:

- Is internal project communication with stakeholders regular and effective? Are there key stakeholders left out of communication? Are there feedback mechanisms when communication is received? Does this communication with stakeholders contribute to their awareness of project outcomes and activities and investment in the sustainability of project results?
- Are proper means of communication established or being established to express the project progress and intended impact to the public (is there a web presence, has the project used social media for Knowledge Management/Outreach?)?
- Did the project implement appropriate outreach and public awareness campaigns?)?
- How has the project been able to reach illiterate or vulnerable households as beneficiaries or in building public awareness?
- How has the project's progress contributed in terms of sustainable development benefits (including SDGs), as well as global environmental benefits? (Report this in one half-page paragraph).

**E Sustainability**

- Are the risks identified in the Funding Proposal, Project Document, Annual Project Review/PIRs and the ATLAS Risk Management Module still the most important and are the risk ratings applied still appropriate and up to date. Have they changed over time?
- Which risks and assumptions were identified and managed? To what extent have they affected the project?
    - What were these main risks and have they been mitigated adequately?
    - What were main assumptions so that the project could be achieved? Are these assumptions still valid?
    - Have new or unforeseen challenges and/or risks come up during the implementation period?

Financial risks to sustainability:

- What is the likelihood of financial and economic resources not being available once the GCF assistance ends (consider potential resources can be from multiple sources, such as the public and private sectors, income generating activities, and other funding that will be adequate financial resources for sustaining project's outcomes)?
- Are O&M budgets now planned for sufficient for adequate maintenance and operation and for what period?
- Is the private sector able to contribute or are other funding sources being explored?

Socio-economic risks to sustainability:

- Are there any social or political risks that may jeopardize sustainability of project outcomes? What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained? Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? Is there sufficient public / stakeholder awareness in support of the long term objectives of the project? Are lessons learned being documented by the Project Team on a continual basis and shared/ transferred to appropriate parties who could learn from the project and potentially replicate and/or scale it in the future?

Institutional Framework and Governance risks to sustainability:

- Do the legal frameworks, policies, governance structures and processes pose risks that may jeopardize sustenance of project benefits? Are the required systems/ mechanisms for accountability, transparency, and technical knowledge transfer are in place.

Environmental risks to sustainability:

- Are there any environmental risks that may jeopardize sustenance of project outcomes? (See ProDoc Annexes D (risk screening checklist) and L (ESMP and updated ESMP (2018)).

**F Replication and Scalability**

- What are project lessons learned, failures/lost opportunities to date? What might have been done better or differently?
- What measures have been put in place to prepare for an effective exit strategy after the end of project implementation? Has the exit strategy been updated? If so, when? If not, by when will it be updated? What measures have been put in place to phase out assistance provided by the project including contributing factors and constraints?
- What factors of the project achievements are contingent on specific local context or enabling environment factors?
- Are the actions and results from project interventions likely to be sustained, ideally through ownership by the local partners and stakeholders?
- What are the key factors that will require attention in order to improve prospects of sustainability, scalability or replication of project outcomes/outputs/results?

**G Country Ownership**

- To what extent is the project aligned with national development plans, national plans of action on climate change, or sub-national policy as well as projects and priorities of the national partners?
- How well is country ownership reflected in the project governance, coordination and consultation mechanisms or other consultations?

- To what extent are country level systems for project management or M&E utilized in the project?
- What level and types of involvement for all Is the project as implemented responsive to local challenges and relevant/appropriate/strategic in relation to SDG indicators, National indicators, GCF RMF/PMF indicators, AE indicators, or other goals?
- Were the modes of deliveries of the outputs appropriate to build essential/necessary capacities, promote national ownership and ensure sustainability of the result achieved?

**H Gender equity**

- Does the project only rely on sex-disaggregated data per population statistics?
- Are financial resources/project activities explicitly allocated to enable women to benefit from project interventions?
- Does the project account in activities and planning for local gender dynamics and how project interventions affect women as beneficiaries?
- Do women as beneficiaries know their rights and/or benefits from project activities/interventions?
- How do the results for women compare to those for men?
- Is the decision-making process transparent and inclusive of both women and men?
- To what extent are female stakeholders or beneficiaries satisfied with the project gender equality results?
- Did the project sufficiently address cross cutting issues including gender?
- What is the extent to which gender equity contributes to reducing gender gaps in climate change-induced vulnerabilities and to increase both women and men's resilience?

**The project progress in gender equality and promotion**

- To what extent has the Project progress/achievement contributed to address gender issues identified and to promote gender justice?
- What strategies have been developed and what explicit actions have been taken to ensure women participation in the programme implementation?
- Has the Project identified/strengthened skills by gender?
- Were both men and women involved in the consultation process?
- Did the project use men and women's knowledge on water resources?
- What are the roles performed by men and women in water management in the island? Has it changed after the project? How?
- Has the project contributed to improving the life of men and women in the society in terms of water availability and safety?
- Are men and women involved equally in the decision making process relating to water management at the island level? Has this changed due to the project?
- What has been done to strengthen the overall women's role in water management in the island?
- What was the level of participation of men and women in training programs, workshops, meetings and other activities completed during the project? Are these captured in a sex/gender disaggregated manner?
- What are the transformative changes brought about by the project?

**I Innovativeness in results areas**

- What role has the project played in the provision of "thought leadership," "innovation," or "unlocked additional climate finance" for climate change adaptation/mitigation in the project and country context? Please provide concrete examples and make specific suggestions on how to enhance these roles going forward.
- What is the extent to which activities can be scaled up in other locations within the country or replicated in other countries?

**J Unexpected results, both positive and negative**

- What has been the project's ability to adapt and evolve based on continuous lessons learned and the changing development landscape? Please account for factors both within the AE/EE and external.
- Can any unintended or unexpected positive or negative effects be observed as a consequence of the project's interventions?
- What factors have contributed to the unintended outcomes, outputs, activities, results?

**Likelihood of Impact (social and environmental)**

Questions related to what extent the Project has contributed to, or is likely to contribute towards impact, such as changes in the governance systems and stakeholder behaviour, and to impact on the environment and how it affects human well-being.

- What have been the impacts of the Project, both in social and environmental dimension? What are the future likely impacts?
    - What is the Project 's impact in terms of initial objectives?
    - What are the emerging impacts of the Project and the changes that can be causally linked to the Project interventions?
    - What are the arrangements to measure the Project 's impact during and at the end of the Project? Are these arrangements adequate and will they deliver reliable findings?
    - In how far has the Project made a contribution to the broader, longer-term climate change adaptation and sustainable development strategy?
    - What has changed in the life of beneficiaries? (e.g surveys, other quantitative sources of evidence).
- Has the Project identified opportunities for it to be scaled up? If so, how should in future the programme objectives and strategies be adjusted?

**Sustainability of Impact**

Questions geared at analysing the likelihood of sustainable outcomes at termination of the Project's mandate, with attention to sustainability of financial resources, the socio-political environment, catalytic or replication effects, institutional and governance factors, and environmental risks.

- Is there an effective and realistic exit strategy for the Project?
    - Are local governments and implementing partners able, willing and committed to continue with similar interventions? How effectively has the project built national ownership and capacity?
    - Has the project successfully built or strengthened an enabling environment (laws, policies, technical capacities, local knowledge, people's attitudes, etc.)?
    - Are the impacts of the project's sustainable and what have been key factors to ensure sustainability of impact?
- Are apparent impacts of the project's actions likely to be lasting after the completion of the project, or is there a need for future additional support?

*Questions related to the Project's performance in terms of gender mainstreaming, integration of social and environmental safeguards at design and during implementation, and contributions to broader organisational learning of the participating agencies.*

**Environmental and social safeguards**

- What kind of environmental and social safeguard mechanisms have been applied by the Project to identify potentially negative impacts of activities and how to mitigate these?

**Organisational learning and knowledge management**

- How has the Project promoted organisational learning and how has it enhanced knowledge sharing with its beneficiaries and partners within and outside of the UN System?
- What are emerging key lessons and best practices from the Project and how have these been documented and shared with a wider audience?

## Annex 5 Interim Evaluation Matrix / Framework

| Evaluative Questions | Indicators | Data sources |
|---|---|---|
| **1.Project Strategy** | | |
| Design | | |
| Is the project strategy relevant to the country priorities and aligned with development priorities? | Alignment with policies, new policy development | Project documents, (draft) policies, project staff and partners |
| Has the country taken full ownership? | Project Board meetings, replication of activities, budget lines reserved for post-project continuation. | Minutes, project documents, project staff and partners |
| Were planned monitoring and evaluation arrangement adequate? | M&E Plan use, need for change/adjustment of M&E | M&E plan, reports, staff |
| Are other strategies possible to achieve expected results? BAU? | Other projects/partners/initiatives | Project documents |
| Results Framework/Logframe | | |
| Are the indicators and targets SMART and are amendments/revisions needed? | Logframe indicators, MT and EoP targets | Project reports, M&E |
| Are the objectives and outcomes clear and realistic? Are revisions needed? | Logframe objectives/outcomes | Project reports, M&E |
| Are there indicators reflecting beneficial development effects: e.g. income generation? | Water availability, days without drinking water, hh expenditure for drinking water? | Project reports, M&E, Survey format and results |
| **2. Progress Towards Results** | | |
| To which extent progresses towards outputs or outcomes have been achieved? | % of outputs and outcomes achieved: See Progress Towards Results Matrix | M&E reports, Interviews (PMT) |
| What are remaining barriers to achieving the project objective in the remainder of the project? | Description of specific challenges/barriers/constraints | Project reports, risk table/assessment, interviews |
| Early signs of successful interventions? | Replication/adoption of approaches, methodologies, collaboration efforts etc. | Project reports, interviews |
| Inclusive gender approach? | UNDP Gender Marker, disaggregated beneficiaries/participants | Project reports, interviews |
| **3. Project Implementation and Adaptive Management** | | |
| Management Arrangements | | |
| Project management set-up effective? | Timely and accurate reporting, | |
| Effective coordination between partners/stakeholders? | | Interviews of stakeholders/partners |
| Is the Project's governance effective? | Is the governance structure well designed?<br>Do governance bodies (PB) function well? | Interviews, Minutes, reports. |
| Is the Project's management | Are planning and budget activities | Reports, interviews |

| | | |
|---|---|---|
| efficient? | carried out well?<br>Are effective quality-assurance arrangements established? | |
| Is the programme well designed? | Does the project logical framework allow for good project management? | Logframe<br>Interview (PMT) |
| | Has the programme been able to adapt successfully to changing circumstances? | Interviews |
| Is the quality of the outputs sufficient? | Stakeholders perception of the quality of outputs | Interviews |
| | Quality of expertise involved | Interviews, CV of main experts(?) |
| Work Planning | | |
| Are work plans and implementation timely and of good quality? | Stakeholders perception, AWP-Bs review, timely delivery | Interviews, reports |
| Is work planning participatory? | Participation of stakeholders<br>Gender sensitive | Interviews, reports |
| Finance and co-finance | | |
| Is the project able to spend its budget on-time? | Rate of delivery against approved budget; evolution over time (Y to Y) | M&E reports |
| Are interventions cost-effective? | Procurement options for cost-effectiveness;<br>Stakeholder perception. | Interviews, reports |
| Co-finance use/expenditure? | Co-financing table, reporting by co-financing partners, actual versus planned. | Reports, interviews |
| Is financial management effective? | Fund flow issues, audit objections etc. | Audit reports, project reports, interviews |
| Project-level M&E Systems | | |
| Is the M&E system functioning and effective? | Are results well monitored and evaluated in terms of activities, outputs and outcomes? | M&E reports, interviews |
| How is M&E information used? | Partners involvement, management decisions, M&E missions-field visits? | Reports, interviews |
| Stakeholder engagement | | |
| Has the project developed appropriate partnerships with key stakeholders? | Stakeholder perception, stakeholder plan, | Reports, interviews |
| Are stakeholder engaged and involved in planning and decision-making? | Stakeholder perception, reports | Reports, interviews |
| Reporting | | |
| Has the Project produced timely and quality reports? | Stakeholder perception, QA of UNDP-RTAs | Quarterly, annual reports, GCF reports etc. |
| Communications | | |
| Is internal project communication with stakeholders regular and effective? | Stakeholder perception, | Interviews, reports |

| | | |
|---|---|---|
| How does the project reach the general public? | Social media, web site, brochures, video's, newspapers, manuals etc. | Reports, interviews |
| **4. Sustainability** | | |
| Are the risks identified in the ProDoc still valid? Have they changed over time? | Risk Table, changes? | Reports, Interviews |
| How have these risks affected the Project? How have they been mitigated? | Delays, failure, strategy changes etc. | Reports, Interviews |
| Availability of resources Post-Project? | Budgets internalized in government budget (e.g. O&M budget, training, staffing etc.) | Reports, Interviews |
| Technical knowledge and human resource capacity secured? | Staffing, budget, built awareness, knowledge, curriculum developed. | Reports, Interviews |
| **4.A Replication and Scalability** | | |
| What are key factors to facilitate scalability and replication of project outcomes/outputs/results? | Budgets earmarked, documentation of emerging best practices, capacity developed etc. | Reports, Interviews |
| **4.B Country Ownership** | | |
| Alignment with national plans and priorities, involvement in project implementation/governance and consultations? Alignment with national (M&E) indicators? | Internalization in national plans, policies, guidelines, attendance, national M&E indicators, O+M budget allocation | Reports, Interviews |
| **5. Cross-cutting issues** | | |
| **Gender Equality** | | |
| Is gender equality actively pursued? | Inclusiveness of planning, consultations, implementation and monitoring | Reports, Interviews, surveys, gender action plan |
| **Innovations** | | |
| Concrete examples of thought leadership, innovation or unlocked additional climate finance? What innovations or emerging best practices are scalable? | Case studies, budgets mobilized, documentation | Reports, Interviews, social media reports |
| **Unexpected Results** | | |
| What unexpected results (positive and negative) have emerged? | Case studies, documentation. | Reports, Interviews, social media reports |

## Annex 6 Updated Project Risk Log

| No | Description | Risk Category | Probability (P)<br><br>Impact (I) | Countermeasures / Management response<br><br>(equivalent to GCF mitigation measures) | Status |
|---|---|---|---|---|---|
| 1 | Construction accident that may result in spillage of construction material and damage of local assets or contamination of soil and water | Social and environmental | P = 2<br>I = 5 | Strictly complied construction and transportation schedules outlined agreed with the Island Councils and local Communities;<br><br>Construction site enclosures established. | No change |
| 2 | Transportation accidents such as grounding of large vessels like barges may cause pollution or damage fragile corals. | Social and Environmental | P = 2<br>I = 5 | EPA approved vessel transportation routes will be fully complied with. | No change |
| 3 | Poor handing and management of diesel and other fuel on the islands may cause contamination | Social and Environmental | P = 2<br>I = 5 | Used vehicles will be clean at all times and operated by experienced operators. | No change |
| 4 | Borehole construction may case groundwater salinization and / or contamination. | Social and Environmental | P = 2<br>I = 5 | Drilling equipment that can penetrate sand and hard rock will be used. A casing will be fitted and bentonite sealant will be applied to ensure groundwater lens is not affected. Prior tests will be undertaken to avoid the risk of contamination. | No change |
| 5 | Site selection for the construction, commissioning and operation of desalinization plants have the potential to displace people, reduce available land and impact marine environment due to intake and outfall. | Social and Environmental | P = 3<br>I = 5 | Island specific studies will be undertaken to establish location that will minimize any negative impacts as a result of the intake or brine outfall. Stakeholder consultation will be undertaken prior to the determining the specific locations to ensure communities are not affected. | P=2<br><br>I = 3<br>Reasons:All lands are approved from council and abides by island level land use plan and no displacement of people in community.<br>Brine outfalls location are approved by EPA and given |

| No | Description | Risk Category | Probability (P)<br><br>Impact (I) | Countermeasures / Management response<br><br>(equivalent to GCF mitigation measures) | Status |
|---|---|---|---|---|---|
| | | | | | the dynamic current of lagoons, impacts on marine environment are not significant. (Changed in October 2018) |
| 6 | Construction, transportation and operation failures may cause accidents that will likely impact human health and safety. | Social and Environmental | P = 4<br>I = 4 | Health and safety instructions and training will be delivered for all personnel. | No change |
| 7 | Damage to the installed water infrastructure may occur as a result of sea surges and strong storms causing the material losses and disruptions in water supply to the island population | Social and Environmental | P = 2<br>I = 5 | Design features of the water infrastructure will include the protective structures and will be deployed on lower risk locations (including necessary elevation, structural reinforcements etc). | P = 1<br>I = 3<br>Operation facility and Tank Reserves has not had any significant impact due to weather condition and caused disruption of water supply. (Changed in October 2018) |
| 8 | Lengthy procurement processes due to limited market for specialized experts or adequate suppliers delay timely delivery of the project results causing discontent among local populations and undermining local ownership. | Operational | P = 3<br>P = 3<br>I = 4 | Detailed procurement planning enabling to advance the processes and secure the timely delivery.<br><br>Regular consultation and engagement with local communities through Island council and WDCs to ensure transparency and accountability towards the beneficiaries. | No change |
| 9 | Sudden political change in Government, leading to changes in policy priorities. | Political | P = 3 | Regular consultation with political and administrative leadership of ME and broader | |

| No | Description | Risk Category | Probability (P)<br><br>Impact (I) | Countermeasures / Management response<br><br>(equivalent to GCF mitigation measures) | Status |
|---|---|---|---|---|---|
| | | | I = 5 | Government. | |
| 10 | Institutional resistance to undertake water tariff restructuring posing the risk to financial sustainability of the systems operations. | Political | P = 3<br>I = 4 | Positive results of the willingness-to-pay surveys.<br><br>Technical rigour of the tariff setting guidelines and related studies. | P=2<br>I =3<br>Development of a tariff model will not result in a change in tariff rates for utility services. Utility rates has been amended in Year 2018 and adopted by all institutions.<br>With introduction of Tariff Guideline and monitoring process, institutions would take time to adopt to performance reporting standards. (Changed in October 2018) |
| 11 | Baseline investments into the piped sanitation do not materialize in time in the target atoll islands posing the risk of groundwater contamination and sustainability of safe and secure water results. | Organizational | P = 3<br>I = 4 | Close coordination with all relevant W&S investment programs to undertake necessary adjustments in the timing and sequence of the project investments. | No change |

| No | Description | Risk Category | Probability (P)<br><br>Impact (I) | Countermeasures / Management response<br><br>(equivalent to GCF mitigation measures) | Status |
|---|---|---|---|---|---|
| 12 | Unresolved complaints/grievances regarding social and environmental issues may cause project delays and affect local ownership | Environmental and Social | P = 2<br><br>I = 3 | A Grievance Redress Mechanisms will be adopted to address issues that may arise in a timely, effective and mutually acceptable manner | Grievance Regress Mechanism is developed and will be built into the project implementation plan. (Changed in October 2018) |
| 13 | Apprehension to drink the fresh water provided through IWRM systems. | Environmental and Social | P = 2<br><br>I = 3 | Awareness raising to the island communities and building trust that the water provided is of good quality. Participatory monitoring of water quality with community representatives. | |
| 14 | Loss of traditional practice of household level rainwater harvesting | Environmental and Social | P =2<br><br>I =2 | Awareness raising to communities to continue maintenance and use of their RWH mechanisms on their premises. | |

Risk #9: *Political pressure to rapidly deliver the water production infrastructure on the target islands during the first year of implementation without due technical assessments and field-based reviews to shape and determine the most cost-effective water solutions undermining a long-term sustainability of the investment,* has been taken out as construction is nearing completion. It has been replaced by another political risk: *Sudden political change in Government, leading to changes in policy priorities*, a risk that is difficult to mitigate, but with potential tangible impact on project progress. Also added are new environmental and social risk #13*: Apprehension to drink the fresh water provided through IWRM systems*. and #14: *Loss of traditional practice of water harvesting.*

## Annex 7 Interim Evaluation ToR

| | |
|---|---|
| **Job ID/Title:** | 86646 - International Consultant for UNDP-GCF Midterm Evaluation |
| **Scope of advertisement:** | Globally advertised (Including jobs.undp.org) |
| **Category (eligible applicants):** | External |

**External** defines as applicants external to UNDP and to the UN Common system, including UNDP non-staff.

| | |
|---|---|
| **Brand:** | UNDP |
| **Practice Area:** | Climate & Disaster Resilience |
| **Application Deadline:** | 13 Aug 19 |
| **Type of Contract:** | Individual Contract |
| **Post Type and Level:** | International Consultant |
| **Duty Station:** | Male', MALDIVES |
| **Languages Required:** | English |
| **Starting Date: (date when the selected candidate is expected to start)** | 17 Sep 19 |
| **Duration of Initial Contract:** | 31 working days |
| **Expected Duration of Assignment:** | |

**Background:**

This is the Terms of Reference (ToR) for an International Consultant/Team Leader, for the UNDP-GCF Midterm Evaluation (MTE) of the project titled *"Supporting vulnerable communities in Maldives to manage climate change-induced water shortages"* (Reference No. FP007/ PIMS 7505) implemented through the Ministry of Environment, which is to be undertaken in 2019. The project started on 23rd March 2017 and is in its third year of implementation. This ToR sets out the expectations for this MTE. The MTE process must follow the guidance outlined in the document *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* .

**PROJECT BACKGROUND INFORMATION**

**Implementing Partner:** Ministry of Environment

**Accredited Entity:** UNDP

**Budget**:

| | |
|---|---|
| GCF (grant): | US$ 23,636,364 |
| UNDP co-financing: | US$ 100,000 |
| Government co-financing: | US$ 4,493,000 |
| **Total:** | **US$ 28,229,364** |

The outer islands of the Maldives experience drinking water shortages during the dry season. These shortages have had significant adverse human, environmental and social impacts on these island communities. The key problems pertaining to freshwater security relate to the increasingly variable rainfall patterns induced by climate change and sea-level rise induced salinity of groundwater. The Government faces constraints in

responding to the challenge at hand without assistance. Firstly, the precarious fiscal status that confronts the Government limits the response options to this emerging crisis to largely reactive emergency measures. Longer-term solutions, without additional financial support, are out of reach. Secondly, a dispersed and small population on 186 islands prevents the possibility of economies of scale in providing water and sanitation services to all islands, including capital infrastructure.

In response to this climate challenge, the proposed project objective is to deliver safe and secure freshwater to 105,000 people in the islands of Maldives in the face of climate change risks. This will be achieved by delivering the following results:

1. Scaling up an integrated water supply system to provide safe water to vulnerable households;
2. Introduction of decentralized and cost-effective dry season water supply systems;
3. Groundwater quality improved to secure freshwater reserves for long term resilience.

The proposed adaptation solution is to maximize water production and scale up the use of an integrated water supply system that will bring three primary sources of water (rainwater, groundwater and desalinated water) into a least cost delivery system that is able to maintain service levels in the face of climate change related pressures. A paradigm shift will be achieved by addressing the main barriers to implementing integrated water supply systems (cost recovery; management capacity; and institutional mandates, coordination and policy direction). Replication potential is high considering the legislative mandate to provide clean water in the 2008 Constitution of the country. The project is based on national priorities and has been endorsed by the National Designated Authority (NDA) for Maldives.

**OBJECTIVES OF THE MTE**

The MTE will assess progress towards the achievement of the project objectives and outcomes as specified in the Project Document, and assess early signs of project success or failure with the goal of identifying the necessary changes to be made in order to set the project on-track to achieve its intended results. The MTE will also review the project's strategy and its risks to sustainability.

**Description of Responsibilities:**

**MTE APPROACH & METHODOLOGY**

The MTE must provide evidence-based information that is credible, reliable and useful. The MTE consultant will review all relevant sources of information including documents prepared during the preparation phase (i.e. baseline Funding proposal submitted to the GCF, the Project Document, project reports including Annual Performance Reports, Quarterly Progress Reports, UNDP Environmental & Social Safeguard Policy, project budget revisions, national strategic and legal documents, and any other materials that the consultant considers useful for this evidence-based review). The MTE consultant will review the baseline Funding Proposal submitted to the GCF.

The MTE consultant is expected to follow a collaborative and participatory approach[1] ensuring close engagement with the Project Team, Implementing Partner, NDA focal point, government counterparts, the UNDP Country Office, UNDP-GEF Regional Technical Advisers, and other key stakeholders.

Engagement of stakeholders is vital to a successful MTE.[2] Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to executing agencies, senior officials and task team/component leaders, key experts and consultants in the subject area, Project Board, project stakeholders, local government, CSOs, project beneficiaries, etc. Additionally, the MTE consultant is expected to conduct field missions to project sites, to be decided in consultation with the project team.

The final MTE report should describe the full MTE approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the review.

**DETAILED SCOPE OF THE MTE**

The MTE consultant will assess the following four categories of project progress. See the *Guidance for Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* for extended descriptions.

**Project Strategy**

Project design:

- Review the problem addressed by the project and the underlying assumptions. Review the effect of any incorrect assumptions or changes to the context to achieving the project results as outlined in the Project Document.
- Review the relevance of the project strategy and assess whether it provides the most effective route towards expected/intended results. Were lessons from other relevant projects properly incorporated into the project design?
- Review how the project addresses country priorities. Review country ownership. Was the project concept in line with the national sector development priorities and plans of the country (or of participating countries in the case of multi-country projects)?
- Review decision-making processes: were perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, taken into account during project design processes?
- Review the extent to which relevant gender issues were raised in the project design. See Annex 9 of *Guidance for Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* for further guidelines.
- If there are major areas of concern, recommend areas for improvement.

Results Framework/Logframe:

- Undertake a critical analysis of the project's logframe indicators and targets, assess how "SMART" the midterm and end-of-project targets are (Specific, Measurable, Attainable, Relevant, Time-bound), and suggest specific amendments/revisions to the targets and indicators as necessary.
- Are the project's objectives and outcomes or components clear, practical, and feasible within its time frame?
- Examine if progress so far has led to, or could in the future, catalyse beneficial development effects (i.e. income generation, gender equality and women's empowerment, improved governance etc...) that should be included in the project results framework and monitored on an annual basis.
- Ensure broader development and gender aspects of the project are being monitored effectively. Develop and recommend SMART 'development' indicators, including sex-disaggregated indicators and indicators that capture development benefits.

**Progress Towards Results**

Progress Towards Outcomes Analysis:

- Review the logframe indicators against progress made towards the end-of-project targets using the Progress Towards Results Matrix and following the *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*; colour code progress in a "traffic light system" based on the level of

progress achieved; assign a rating on progress for each outcome; make recommendations from the areas marked as "Not on target to be achieved" (red).

Table. Progress Towards Results Matrix (Achievement of outcomes against End-of-project Targets)

| Project Strategy | Indicator[3] | Baseline Level[4] | Level in 1st APR (self-reported) | Level in 2nd APR (self-reported) | Midterm Target[5] | End-of-project Target | Midterm Level & Assessment[6] | Achievement Rating[7] | Justification for Rating |
|---|---|---|---|---|---|---|---|---|---|
| **Objective:** | Indicator (if applicable): | | | | | | | | |
| **Outcome 1:** | Indicator 1: | | | | | | | | |
| | Indicator 2: | | | | | | | | |
| **Outcome 2:** | Indicator 3: | | | | | | | | |
| | Indicator 4: | | | | | | | | |
| | Etc. | | | | | | | | |
| **Etc.** | | | | | | | | | |

**Indicator Assessment Key**

| | | |
|---|---|---|
| Green= Achieved | Yellow= On target to be achieved | Red= Not on target to be achieved |

In addition to the progress towards outcomes analysis:

- Identify remaining barriers to achieving the project objective in the remainder of the project.
- By reviewing the aspects of the project that have already been successful, identify ways in which the project can further expand these benefits.

**Project Implementation and Adaptive Management**

Management Arrangements:

- Review overall effectiveness of project management as outlined in the Project Document. Have changes been made and are they effective? Are responsibilities and reporting lines clear? Is decision-making transparent and undertaken in a timely manner? Recommend areas for improvement.
- Review the quality of execution of the Executing Agency/Implementing Partner(s) and recommend areas for improvement.
- Review the quality of support provided by the GCF Partner Agency (UNDP) and recommend areas for improvement.

Work Planning:

- Review any delays in project start-up and implementation, identify the causes and examine if they have been resolved.
- Are work-planning processes results-based? If not, suggest ways to re-orientate work planning to focus on results?
- Examine the use of the project's results framework/ logframe as a management tool and review any changes made to it since project start.

Finance and co-finance:

- Consider the financial management of the project, with specific reference to the cost-effectiveness of interventions.
- Review the changes to fund allocations as a result of budget revisions and assess the appropriateness and relevance of such revisions.
- Does the project have the appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds?
- Informed by the co-financing monitoring table to be filled out, provide commentary on co-financing: is co-financing being used strategically to help the objectives of the project? Is the Project Team meeting with all co-financing partners regularly in order to align financing priorities and annual work plans?

Project-level Monitoring and Evaluation Systems:

- Review the monitoring tools currently being used: Do they provide the necessary information? Do they involve key partners? Are they aligned or mainstreamed with national systems? Do they use existing information? Are they efficient? Are they cost-effective? Are additional tools required? How could they be made more participatory and inclusive?
- Examine the financial management of the project monitoring and evaluation budget. Are sufficient resources being allocated to monitoring and evaluation? Are these resources being allocated effectively?

Stakeholder Engagement:

- Project management: Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders?
- Participation and country-driven processes: Do local and national government stakeholders support the objectives of the project? Do they continue to have an active role in project decision-making that supports efficient and effective project implementation?
- Participation and public awareness: To what extent has stakeholder involvement and public awareness contributed to the progress towards achievement of project objectives?

Reporting:

- Assess how adaptive management changes have been reported by the project management and shared with the Project Board.
- Assess how well the Project Team and partners undertake and fulfil GCF reporting requirements (i.e. how have they addressed poorly rated APRs, if applicable?)
- Assess how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.

Communications:

- Review internal project communication with stakeholders: Is communication regular and effective? Are there key stakeholders left out of communication? Are there feedback mechanisms when communication is received? Does this communication with stakeholders contribute to their awareness of project outcomes and activities and investment in the sustainability of project results?
- Review external project communication: Are proper means of communication established or being established to express the project progress and intended impact to the public (is there a web presence, for example? Or did the project implement appropriate outreach and public awareness campaigns?)
- For reporting purposes, write one half-page paragraph that summarizes the project's progress towards

results in terms of contribution to sustainable development benefits, as well as global environmental benefits.

**Sustainability**

- Validate whether the risks identified in the Project Document, Annual Performance Reports and the ATLAS Risk Management Module are the most important and whether the risk ratings applied are appropriate and up to date. If not, explain why.
- In addition, assess the following risks to sustainability:

Financial risks to sustainability:

- What is the likelihood of financial and economic resources not being available once the GCF assistance ends (consider potential resources can be from multiple sources, such as the public and private sectors, income generating activities, and other funding that will be adequate financial resources for sustaining project's outcomes)?

Socio-economic risks to sustainability:

- Are there any social or political risks that may jeopardize sustainability of project outcomes? What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained? Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? Is there sufficient public / stakeholder awareness in support of the long-term objectives of the project? Are lessons learned being documented by the Project Team on a continual basis and shared/ transferred to appropriate parties who could learn from the project and potentially replicate and/or scale it in the future?

Institutional Framework and Governance risks to sustainability:

- Do the legal frameworks, policies, governance structures and processes pose risks that may jeopardize sustenance of project benefits? While assessing this parameter, also consider if the required systems/mechanisms for accountability, transparency, and technical knowledge transfer are in place.

Environmental risks to sustainability:

- Are there any environmental risks that may jeopardise sustenance of project outcomes?

**Conclusions & Recommendations**

The MTE consultant will include a section of the report setting out the MTE's evidence-based conclusions, in light of the findings.[8]

Recommendations should be succinct suggestions for critical intervention that are specific, measurable, achievable, and relevant. A recommendation table should be put in the report's executive summary. See the *Guidance for Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects* for guidance on a recommendation table.

The MTE consultant should make no more than 15 recommendations total.

R**atings**

The MTE consultant will include its ratings of the project's results and brief descriptions of the associated achievements in an *MTE Ratings & Achievement Summary Table* in the Executive Summary of the MTE report. See Annex E for ratings scales. No rating on Project Strategy and no overall project rating is required.

Table. MTE Ratings & Achievement Summary Table for "Supporting Vulnerable Communities in Maldives to Manage Climate Change-Induced Water Shortages" project.

| **Measure** | **MTE Rating** | **Achievement Description** |
|---|---|---|
| **Project Strategy** | N/A | |
| **Progress Towards Results** | Objective Achievement Rating: (rate 6 pt. scale) | |
| | Outcome 1 Achievement Rating: (rate 6 pt. scale) | |
| | Outcome 2 Achievement Rating: (rate 6 pt. scale) | |
| | Outcome 3 Achievement Rating: (rate 6 pt. scale) | |
| | Etc. | |
| **Project Implementation & Adaptive Management** | (rate 6 pt. scale) | |
| **Sustainability** | (rate 4 pt. scale) | |

**TIMEFRAME**

The total duration of the MTE will be approximately 31 working days over a time period of 11 weeks and shall not exceed five months from when the consultant(s) are hired. The tentative MTE timeframe is as follows:

| **ACTIVITY** | **NUMBER OF WORKING DAYS** | **COMPLETION DATE** |
|---|---|---|
| Document review and preparing MTE Inception Report (MTE Inception Report due no later than 1 week before the MTE mission) | *4 days* | *17 Sep – 20 Sep* |
| MTE mission: stakeholder meetings, interviews, field visits | *12 days* | *28 Sep – 9 Oct* |
| Presentation of initial findings- last day of the MTE mission | *1 day* | *10 Oct* |
| Preparing draft report (due no later than 2 weeks of the MTE mission) | *10 days* | *13 Oct – 24 Oct* |
| Finalization of MTE report/ Incorporating audit trail from feedback on draft report (due within 1 week of receiving UNDP comments on the draft) *(note: 2 weeks' time delay accommodated for circulation and review of the draft report)* | *4 days* | *10 Nov – 13 Nov* |

Options for site visits should be provided in the Inception Report.

**MIDTERM REVIEW DELIVERABLES**

| | Deliverable | ?Description | Timing | Responsibilities |
|---|---|---|---|---|
| | **MTE Inception Report** | MTE consultant clarifies objectives and methods of Midterm Evaluation | No later than 1 week before the MTE mission<br><br>(by 20 Sep) | MTE consultant submits to the Commissioning Unit and project management |
| | **Presentation** | Initial Findings | End of MTE mission (by 10 Oct) | MTE consultant presents to project management and the Commissioning Unit |
| | **Draft Final Report** | Full report (using guidelines on content outlined in Annex B) with annexes | No later than 3 weeks from the MTE mission (by 24 Oct) | Sent to the Commissioning Unit, reviewed by RTA, Project Coordinating Unit, NDA focal point |
| | **Final Report*** | Revised report with audit trail detailing how all received comments have (and have not) been addressed in the final MTE report | Within 1 week of receiving UNDP comments on draft (by 13 Nov) | Sent to the Commissioning Unit |

*The final MTE report must be in English. If applicable, the Commissioning Unit may choose to arrange for a translation of the report into a language more widely shared by national stakeholders.

**MTE ARRANGEMENTS**

The principal responsibility for managing this MTE resides with the Commissioning Unit. The Commissioning Unit for this project's MTE is the UNDP Maldives Country Office.

The Commissioning Unit will contract the consultant and ensure the timely provision of per diems and travel arrangements within the country for the MTE consultant. The Project Team will be responsible for liaising with the MTE consultant to provide all relevant documents, set up stakeholder interviews, and arrange field visits.

**PAYMENT MODALITIES AND SPECIFICATIONS**

20% of payment upon approval of the final MTE Inception Report

40% upon submission of the draft MTE report

40% upon finalization of the MTE report

**Criteria for Evaluation of Proposal:** Only those applications which are responsive and compliant will be evaluated. Offers will be evaluated according to the Combined Scoring method – where the educational background and experience on similar assignments will be weighted at 70% and the price proposal will weigh as 30% of the total scoring. The applicant receiving the Highest Combined Score that has also accepted UNDP's

General Terms and Conditions will be awarded the contract.

The following are the annexes to the TOR. The full TOR with Annexes would be emailed to interested candidates upon request to Zeeniya Ahmed, zeeniya.ahmed@undp.org.

**ToR ANNEX A: List of Documents to be reviewed by the MTE consultant**

**ToR ANNEX B: Guidelines on Contents for the Midterm Evaluation Report**[1]

**ToR ANNEX C: Midterm Review Evaluative Matrix Template**

**ToR ANNEX D: UNEG Code of Conduct for Evaluators/Midterm Evaluation Consultants**

**ToR ANNEX E: MTE Ratings**

**ToR ANNEX F: MTE Report Clearance Form**

**ToR ANNEX G: Audit Trail Template**

[1] The Report length should not exceed *40* pages in total (not including annexes).

**Competencies :**

**Corporate Competencies**

- Demonstrates integrity by modelling the UN's values and ethical standards and acts in accordance with the Standards of Conduct for international civil servants;
- Advocates and promotes the vision, mission, and strategic goals of UNDP;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability;
- Treats all people fairly without favouritism.

**Functional Competencies**

- Knowledge about the UNDP programmes would be an advantage;
- Proven strong analytical abilities;
- Ability to work under pressure with several tasks and various deadlines;
- Ability to actively generate creative, practical approaches and solutions to overcome challenging situations;
- Excellent writing, presentation/public speaking skills;
- A pro-active approach to problem-solving;
- General IT Literacy

**Qualifications :**

**Education**

A Master's degree in environmental sciences, development studies, international development, or other closely related field (10 points).

**Experience**

Work experience in climate change adaptation, sustainable development and/or relevant technical areas for at

least 10 years (25 points)

Recent experience with result-based management evaluation methodologies (10 points)

Experience working with the GCF, GEF or GCF/GEF-evaluations (10 points)

Project evaluation/review experiences within United Nations system will be considered an asset.

Experience applying SMART indicators and reconstructing or validating baseline scenarios (10 points)

Competence in adaptive management, as applied to climate change adaptation (10 points)

Demonstrated understanding of issues related to gender and climate change adaptation; experience in gender sensitive evaluation and analysis. (5 points)

Experience working in Maldives, SIDS, or in a similar South Asian context (5 points)

Demonstrable analytical skills (10 points)

**Language requirement**

Excellent oral and written communication skills in English (5 points)

**Application Process**

1. **Letter of Confirmation of Interest and Availability** using the template[1] provided by UNDP;
2. **CV** and a **Personal History Form** (P11 form[2]);
3. **Brief description of approach to work/technical proposal** of why the individual considers him/herself as the most suitable for the assignment, and a proposed methodology on how they will approach and complete the assignment; (max 1 page)
4. **Financial Proposal** that indicates the all-inclusive fixed total contract price and all other travel related costs (such as flight ticket, per diem, etc), supported by a breakdown of costs, as per template attached to the Letter of Confirmation of Interest template. If an applicant is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the applicant must indicate at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

[1] https://intranet.undp.org/unit/bom/pso/Support%20documents%20on%20IC%20Guidelines/Template%20for%20Confirmation%20of%20Interest%20and%20Submission%20of%20Financial%20Proposal.docx

[2] http://www.undp.org/content/dam/undp/library/corporate/Careers/P11_Personal_history_form.doc

**Criteria for Evaluation of Proposal:** Only those applications which are responsive and compliant will be evaluated. Offers will be evaluated according to the Combined Scoring method – where the educational background and experience on similar assignments will be weighted at 70% and the price proposal will weigh as 30% of the total scoring. The applicant receiving the Highest Combined Score that has also accepted UNDP's General Terms and Conditions will be awarded the contract.

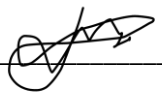
## **Annex 8** UNEG Code of Conduct for Evaluators/Midterm Review Consultants

**Evaluators/Consultants:**

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

**MTR Consultant Agreement Form**

Agreement to abide by the Code of Conduct for Evaluation in the UN System:
Name of Consultant: __Hans van Noord_____
Name of Consultancy Organization (where relevant): _____
**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**
Signed at _____*Heteren*_____ *(Place)* on _____*October 23rd 2019*_____ *(Date)*

Signature: _____  _____

**Evaluators / Consultants:**

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

**MTR Consultant Agreement Form**

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

Name of Consultant: _ Athifa Ibra him - - - - - - - - - - - - - - - - - - - - - - - - - - - -

Name of Consultancy Organization (where relevant): _____

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

**Signed at** *Hulhumale', Maldives* *(Place)* on *October 23'd 2019*_____*(Date)*

Signature: