



## **TERMINAL REPORT**

### **TERMINAL EVALUATION OF THE PROJECT, "STRENGTHENING OF MULTI-SECTOR AND DECENTRALISED ENVIRONMENTAL MANAGEMENT AND COORDINATION TO ACHIEVE THE OBJECTIVES OF THE RIO CONVENTIONS IN THE UNION OF COMOROS" (CCCD)**

**UNDP PIMS ID:** 5553

**GEF ID:** 9314

**Region:** Africa

**Country:** Comoros

**GEF Focal Area:** Multi-focal area, Cross-cutting capacity development

**GEF Strategic Programme:** CCCD2: Strengthen consultative and management structures and mechanism

**GEF Implementing agency:** UNDP

**Implementing Partner (Executing Entity):** Ministry of Agriculture, Fisheries, Environment, Land Use, and Urban Planning (MoE)

**TE team members:** KABORE BILA ROGER.

**TE timeframe:** September to November 2021

**Final TE report: November 2021**

## Table of Contents

Acronyms and abbreviations .....	3
Project summary table 1 .....	4
EXECUTIVE SUMMARY .....	5
INTRODUCTION .....	8
1) Background and context of the evaluation of the CCCD project.....	8
2) Objectives of the evaluation .....	9
3) Extent and scope of the evaluation.....	9
4) The evaluation methodology .....	9
5) The underlying assumptions of the assessment.....	11
6) Strong points of the evaluation.....	11
7) Limits of the evaluation.....	12
8) Ethics to adhere to during the evaluation .....	12
9) Structure of the report .....	12
I- DEVELOPMENT CONTEXT AND PROJECT DESCRIPTION .....	12
II- THEORY OF CHANGE.....	20
III- FINDINGS AND CONCLUSIONS .....	22
IV- MAIN CONSTRAINTS .....	45
V- LESSONS LEARNED.....	45
VI- GOOD PRACTICES .....	46
VII- RECOMMENDATIONS .....	46
VIII- THE ACTION PLAN FOR THE IMPLEMENTATION OF RECOMMENDATIONS	47
ANNEXES .....	50
Annex A. Project Logical Framework.....	51
Annex B. List of documents to be reviewed and list of documents consulted.....	58
Annex C. Content of the Terminal Evaluation Report .....	59
Annex D. Evaluation Criteria Matrix template .....	61
Annex E. List of persons interviewed .....	65
Annex F. The questionnaires for interview .....	66
Annex G: TE Rating Scales.....	68
Annex H. Terms of Reference for the Terminal Evaluation .....	69
Annex I: Audit Trail .....	81
Annex J: UNEG Code of Conduct for Evaluator .....	82
Annex K: TE Report Clearance Form .....	83

## Acronyms and abbreviations

AWP	Annual Work Plan
CC	Coherence coefficient
CCCD	Cross-cutting capacity development
CDB	Convention on Biological Diversity
CGP	Commissioner General for Planning
CRDE	Rural Economic Development Centre
DGEF	Directorate General of Environment and Forests
DGSC	Directorate General of Civil Security
DNSAE	National Agricultural Strategy and Livestock Directorate
EC	Effectiveness coefficient
EFC	Efficiency coefficient
GC	Gender coefficient
GDP	Gross domestic product
GEF	Global Environment Facility
LPAC	Local Project Appraisal Committee
NGO	Non-governmental organization
NIM	National implementation
OIC	Outcomes/impacts coefficient
PDC	Communal Development Plan
PIR	Project Implementation Report
PNE	National Environment Policy
RC	Relevance coefficient
SC	Sustainability coefficient
SCADD	Accelerated Growth and Sustainable Development Strategy
SDG	Sustainable Development Goal
SMART	Specific, measurable, achievable, relevant and time-bound
TFP	Technical and financial partner
ToR	Terms of Reference
UCCIA	Union of Chambers of Commerce of Industry and Crafts
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFCCC	United Nations Framework Convention on Climate Change

### Project summary table 1

Project Details		Project Milestones	
Project Title	CCCD: Strengthening of multisector and decentralised environmental management and coordination to achieve the objectives of the Rio Conventions in the Union of Comoros	PIF Approval Date :	7 January 2016
UNDP Project ID (PIMS #):	5553	CEO Endorsement Date (FSP) / Approval date (MSP):	31 January 2017
GEF Project ID:	9314	ProDoc Signature Date :	4 August 2017
UNDP Atlas IDs	Output ID: 00099373 Project ID : 00095366	Date Project Manager hired:	10 December 2017
Country/Countries:	UNION DES COMORES	Inception Workshop Date	30 March 2018
Region :	RBA	Mid-Term Review Completion Date:	N/A
Focal Area:	Multifocal area	Terminal Evaluation Completion date:	30 November 2021
GEF Operational Programme or Strategic Priorities/Objectives:	GEF-6 CCCD 2, Strengthen consultative and management structures and mechanisms.	Planned Operational Closure Date:	31 January 2022
Trust Fund:	GEF		
Implementing Partner (GEF Executing Entity):	Vice-Presidency in charge of the Ministry of Agriculture, Fisheries, Environment, Regional Planning and Urban Planning (MoE)		
NGOs/CBOs involvement:	HIFADWHI ; BANDA BITSI		
Private sector involvement:	N/A		
Geospatial coordinates of project sites:	<b>Moroni</b> : Longitude : 309 835 / Latitude : 8 705 463 <b>Fomboni</b> : Longitude : 363 192/Latitude : 8 641 555 <b>Mutsamudu</b> : Longitude : 434 576 / Latitude : 8 654 904 NB : les coordonnées sont exprimées au système de coordonnées : WGS 84 UTM zone 38 S		
Financial Support			
PDF/PPG	at approval (US\$M)	at PDF/PPG completion (US\$M)	
GEF PDF/PPG grants for project preparation	0.05	0.05	
Co-financing for project preparation	0	0	

Project	at CEO Endorsement (US\$M)	at TE (US\$M)
[1] UNDP contribution funding:	0.32	0.176
[2] Government:	1.213	1.213
[3] Other multi-/bi-laterals:	0	0
[4] Private Sector	0	0
[5] NGOs	0	0
[6] Total co-financing [1 + 2 + 3 + 4 + 5]	1.533	1.389
[7] Total GEF	1.5	1.395
[8] Total Project Funding [6 + 7]	3.033	2.784

## EXECUTIVE SUMMARY

### Methodology

The evaluation methodology consisted of: (i) carrying out a document analysis; (ii) conducting interviews with UNDP, the Project Coordination Unit, the beneficiary communes, partner NGOs, the Directorate General of Environment and Forests (DGEF), the General Secretariat of the Ministry of Agriculture, Fisheries, Environment, Energy, Industry and Crafts, the General Planning Commissariat, etc; (iv) analysing/summarizing the information collected from the various stakeholders; (v) identifying the main achievements and shortcomings of the project, the difficulties encountered and lessons learned; and (vi) formulating recommendations for future interventions.

### The CCCD 5553 project – brief project description

The objective of the CCCD project is to strengthen the capacities of multisectoral, coordinated and decentralized environmental management to achieve the objectives of the Rio Conventions via interrelated components. The first component concerns the strengthening of the national institutional framework for environmental governance. The second component focuses on capacity building at the island and commune level, with activities aimed at strengthening the governance frameworks of the communes, supported by regional institutional strengthening. The third component emphasizes public awareness and environmental education on the strategic value of decentralized governance of the global environment through new and improved strategies of regional approaches to sustainable development.

The CCCD project implementation strategy was based on the assisted NIM approach or national execution with direct payment.

The Project Coordination and steering mechanism included a Steering Committee and a Technical Management Unit, which performed well.

This present project is directly linked to objective 2 of the GEF 6 strategy on the CCCD, which aims to strengthen structures and consultative mechanisms for environmental management. This project is also in line with frameworks 1 and 3 of the CCCD program which call on countries to: a) integrate global environmental needs into management information systems and monitoring, and b) integrate the provisions of MEAs into the national legislative, regulatory and regulatory frameworks. This project will enable the Union of the Comoros to take the best decisions towards the long-term fulfilment of its global environmental obligations. This requires that the country has the necessary capacities for effective coordination of these efforts,

and implements good practices in integrating global environmental priorities into its planning process. To this end, the objective of this project is to Strengthen capacities for multisectoral, coordinated and decentralized environmental management to achieve the objectives of the Rio Conventions. This will be done through 3 interrelated components. The first component focuses on strengthening the national institutional framework for environmental governance. The second component focuses on capacity building at the island and commune level, with activities aimed at strengthening commune governance frameworks, supported by regional (island) institutional strengthening. These two components will use a learning-by-doing approach to capacity building, facilitating the active participation of stakeholder representatives in mainstreaming Rio Convention priorities into improved communal management plans. . The third component, originally designed as activities under Components 1 and 2, emphasizes public awareness and environmental education on the strategic value of decentralized governance of the global environment through new and improved strategies. regional approaches to sustainable development.

### Rating of major achievements

The rating of achievements of the CCCD 5553 project according to the major criteria on evaluation are shown in Table 2

**Table 2. Evaluation rating table - Summary of project achievements**

Criteria	Rating
<b>1. Monitoring and evaluation</b>	<i>Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)</i>
Overall quality of the monitoring and evaluation	S (Satisfactory)
Setting up of monitoring and evaluation at the start of the project	S (Satisfactory)
Implementation of the monitoring and evaluation framework	S (Satisfactory)
<b>2. Execution by the executing agency and the implementing agency</b>	<i>Highly Satisfactory (HS), Satisfactory, Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)</i>
Quality of UNDP implementation	S (Satisfactory)
Quality of execution:	S (Satisfactory)
Overall quality of implementation and execution	S (Satisfactory)
<b>3. Assessment of outcomes</b>	<i>Highly Satisfactory (HS), Satisfactory, Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)</i>
Relevance	HS (Highly satisfactory)
Effectiveness	S (Satisfactory)
Efficiency	S (Satisfactory)
Overall project outcome rating	S (Satisfactory)
<b>4. Sustainability</b>	<i>Likely (L), Moderately Likely (ML), Moderately Unlikely (MU), Unlikely (U)</i>
Overall likelihood of sustainability	ML (Moderately likely)

Financial resources	ML (Moderately likely)
Socio-economic	ML (Moderately likely)
Institutional framework and governance	ML (Moderately likely)
Environmental	ML (Moderately likely)
<b>Impact</b>	<b>S (Significant)</b>
Strengthen the national institutional framework for an improved environmental governance	S (Significant)
Capacity building at the island and commune level	S (Significant)
Better environmental knowledge of the populations	S (Significant)
<b>Overall outcomes of the project</b>	<b>S (Satisfactory)</b>

### Recommendations

The key recommendations below are proposed for the following interventions of UNDP, the GEF and the Government of the Comoros.

**Table 3. Recommendations Table**

# recom.	RECOMMENDATIONS	ENTITY RESPONSIBLE	TIMEFRAME
	Category 1		
<b>A</b>	<b>Key recommendation :</b>		
A1	Plan a third phase of the Comoros CCCD (CCCD III) in order to consolidate the achievements of the second phase of the CCCD 5553 project and implement the capacity-building plan and the National Environment Policy (PNE), which were developed during the second phase.	<b>UNDP, the GEF and other technical and financial partners</b>	January 2022
A2	Ensure that the project management units have all the necessary human resources with the required skills, such as administrative and financial officers, and monitoring, evaluation and reporting officers for projects whose budgets are greater than or equal to US\$1 million.	<b>UNDP, the GEF and other technical and financial partners</b>	January 2022
<b>B</b>	Category 2.		
<b>B1</b>	<b>Key recommendation:</b>		
B1	Further strengthen South-South cooperation for a better sharing of lessons learned and knowledge on the environment.	Government	June 2022
B2	Introduce environmental education, in particular, educational and didactic manuals in	Government	June2022

	primary school, in order to raise awareness among children of environmental issues very early on.		
B3	Involve the agricultural departments in the environmental project in order to promote sustainable agriculture and agroforestry.	Government	January 2022

### **Recommendations for UNDP, the GEF and other technical and financial partners**

- 1) Plan a third phase of the Comoros CCCD (CCCD III) in order to consolidate the achievements of the second phase of the CCCD 5553 project and implement the capacity-building plan and the National Environment Policy (PNE), which were developed during the second phase.
- 2) Ensure that the project management units have all the necessary human resources with the required skills, such as administrative and financial officers, and monitoring, evaluation and reporting officers for projects whose budgets are greater than or equal to US\$1 million.

### **Recommendations for the Government**

- 3) Further strengthen South-South cooperation for a better sharing of lessons learned and knowledge on the environment.
- 4) Introduce environmental education, in particular, educational and didactic manuals in primary school, in order to raise awareness among children of environmental issues very early on.
- 5) Involve the agricultural departments in the environmental project in order to promote sustainable agriculture and agroforestry.

## **INTRODUCTION**

### **1) Background and context of the evaluation of the CCCD project**

In accordance with UNDP and GEF monitoring and evaluation policies and procedures, all medium and large-scale UNDP-supported and GEF-funded projects must undergo a final evaluation (FE) upon completion. of the project.

These terms of reference (ToR) set out the expectations associated with the FR of the medium-sized project entitled "Strengthening the capacities of multisectoral, coordinated and decentralized management of the environment to achieve the objectives of the Rio conventions in the Union of the Comoros" (PIMS n ° 5553"and implemented by the General Directorate of Environment and Forests.

The project started in July 2017 and is currently in its 4th year of implementation. The FE process should follow the guidelines outlined in the document "Guidelines for Conducting Final Evaluations of UNDP-Supported and GEF-Funded Projects"

The final project evaluation mission is to analyze the level of achievement of the project results compared to what was planned and draw lessons that can both improve the sustainability of the



benefits of this project and contribute to the general improvement of UNDP programming. This assessment should take into account both the technical and financial aspects in the implementation of the project.

## **2) Objectives of the evaluation**

The aims of the evaluation are to assess the achievement of the project objectives, draw lessons that can improve the sustainability of the benefits of this project, contribute to the overall improvement of UNDP programmes, and finally, to make practical recommendations for the Government of the Comoros and the technical and financial partners (TFPs).

This is an independent and participatory Terminal Evaluation, whose main specific objectives are:

- Take stock of progress in the implementation of activities.
- Identify the outcomes obtained.
- Assess the relevance, effectiveness, efficiency, sustainability and outcomes/impacts of the project.
- Assess how the gender dimension is maintained.
- Highlight the lessons learned.
- Identify the main constraints encountered.
- Formulate concrete recommendations to national authorities and their national and international partners to consolidate the project achievements.

## **3) Extent and scope of the evaluation**

The final evaluation should assess the performance of the project against the expectations set out in the logical framework of the project. It should assess the results against the criteria described in the Guidelines for Conducting Final Evaluations of UNDP-Supported and GEF-Funded Projects.

The evaluation covers the period from March 2017 to December 2021.

The section of the evaluation report on the findings covers the topics listed below:

- the design and formulation of the project, the results framework/logical framework;
- project implementation: adaptive management, partnership, coordination, the monitoring and evaluation system, financing and co-financing, reporting and communication;
- project outcomes: performance in achieving overall results, relevance, effectiveness, efficiency, ownership, sustainability, outcomes/impacts, and consideration of the gender dimension.

## **4) The evaluation methodology**

The various steps of the methodological approach of the evaluation were as follows:

### **The documentary review**

The consultant had a large volume of documents, which allowed to assess the content and performance of the CCCD 5553 project. To this end, a reading list was prepared to facilitate the relevant use of the documents. The list of all the documents consulted is presented in Annex 2.

### **Data collection**

Interviews at the national level were conducted with the project coordination, the UNDP, the GEF focal point, the national project management, the Ministries and communal administrations concerned by the project and the NGO partners.

The information was collected using the following appropriate tools:

- unstructured interview guides, group or individual, especially intended for the collection of qualitative information;
- semi-structured, individual or group interview guides: with this tool, the group and individuals are allowed to express themselves on problems, needs, etc.

All these tools used the technique of in situ observation which helped the consultant to see first-hand the results of the project in the field.

### **Data crossing and triangulation**

The data collected and used during the assessment were cross-checked and triangulated to verify their reliability. The triangulation was done from three sources and according to the following process:

- Analysis of documentation: The activity reports on the technical and financial execution of the CCCD 5553 project, year by year, were compiled. The comprehensive implementation status of activities, the level of achievement of results and the degree of achievement of objectives were thus established. It was then a question of verifying their accuracy.
- Interviews with beneficiaries and project stakeholders: the information collected during the documentary exploitation phase was verified and completed during the interviews that the consultant conducted with the project stakeholders.
- In situ observations: visits to the project's achievements at the intervention sites enabled the consultant to verify the reality of the investments.

### **The information analysis methods**

The process for analysing the information was as follows:

**Analysis of the relevance of the project:** This exercise was carried out through documentary revue, which was supplemented by interviews with UNDP, national implementation bodies and development partners. For this criterion, the "relevance coefficient" (RC) indicator was used. This indicator breaks down into four factors (a, b, c, d). It is rated on a scale of 1 to 6:  $RC = a + b + c + d = 6$  or  $<6$ .

**Analysis of the outcomes/impacts of the CCCD 5553 project:** The outcomes and impacts of the project were measured through meetings, interviews, and a document review. This involved, in particular, interviewing the direct and indirect beneficiaries of the project to inquire about the impact of the activities carried out. For this criterion, the "outcomes/impacts coefficient" (OIC) indicator was used. This indicator breaks down into three factors (a, b, c.). It is rated on a scale of 1 to 6:  $OIC = a + b + c = 6$  or  $<6$

**Analysis of project coherence:** Analysis of the logical framework and of the project formulation, monitoring and evaluation, and coordination mechanism: The exercise consisted of verifying the coherence, complementarity and synergy of activities, results and objectives of

the project. It also involved analysing the specific, measurable, achievable, relevant and time-bound (SMART) characteristics of the indicators, the project formulation process and the functioning of the steering, coordination and management bodies of the project. For this coherence criterion, we used the indicator of the "coherence coefficient" (CC).

This coefficient breaks down into seven factors (a, b, c, d, e, f, g).  $CC = a + b + c + d + e + f + g = 6$  or  $<6$ . It is rated on a scale of 1 to 6.

**Analysis of project effectiveness:** For this criterion, the "effectiveness coefficient" (EC) indicator was used. This coefficient breaks down into three factors (a, b, c). It is rated on a scale of 1 to 6:  $CE = a + b + c = 6$  or  $<6$ .

**Analysis of project efficiency:** For the criterion, the indicator "efficiency coefficient" (EFC) was used. It takes into account three factors, a, b, c, and is rated on a scale of 1 to 6:  $CEF = a + b + c = 6$  or  $<6$ .

**Analysis of the degree to which gender is mainstreamed:** For the gender dimension, the "gender coefficient" (CG) indicator was used to measure and assign a score, on a scale of 1 to 6:  $GC = a + b = 6$  or  $<6$ .

**Project sustainability analysis:** For this criterion, the "sustainability coefficient" (SC) indicator was used. This coefficient breaks down into three factors (a, b, c). It is scored on a scale of 1 to 6:  $SC = a + b + c = 6$  or  $<6$ . The score obtained was assessed using the grid designed for this purpose.

**Identification of best practices and formulation of recommendations:** From the analysis of the implementation of the CCCD 5553 project, it was necessary to capitalize on the best practices used, as well as the lessons learned, and to formulate recommendations for future interventions.

## 5) The underlying assumptions of the assessment

The underlying assumptions of the assessment are:

- The logical framework of the project is consistent, with an alignment between activities, outcomes and objectives.
- It may be possible to observe these outcomes at this stage of the project.
- The proposed indicators are SMART.
- The targets selected are realistic.

## 6) Strong points of the evaluation

The measurement of the evaluation criteria with coefficients calculated on the basis of the assessment parameters of these criteria made it easy to objectively analyse of the implementation of activities and of the outcome obtained by the project.

The evaluation questions included in the methodology allowed to develop suitable data collection tools and served as a reference for carrying out relevant analyses on the implementation of activities and the outcomes achieved by the project.

The participatory approach adopted, which involved all stakeholders in the implementation of the project, made it possible to identify the findings and solutions to be implemented in the future to improve the outcomes and impacts of the Project.

## **7) Limits of the evaluation**

The limits of the evaluation were as follows:

The consultant was unable to have a consolidated terminal report on the implementation of the project since the evaluation took place four months before the termination of the project as required by the GEF guidelines on this issue.

The evaluation took place in the context of the COVID-19 pandemic, where it was necessary to respect restriction measures, including distancing and mask wearing. Hence, the briefing meeting and the validation workshop for the draft report were held remotely, by videoconference.

## **8) Ethics to adhere to during the evaluation**

The evaluator adhered to the highest ethical standards and signed a code of conduct upon acceptance of the assignment. This evaluation was carried out in accordance with the principles set out in the UNEG "Ethical Guidelines for Evaluation". The evaluator protected the rights and confidentiality of interviewees' informants and stakeholders by taking steps to ensure compliance with legal codes and other relevant codes governing data collection and reporting. The evaluator also ensured the security of the information collected before and after the evaluation and followed protocols to ensure the anonymity and confidentiality of information sources when required. Furthermore, the information and data collected as part of the evaluation process was used only for the evaluation and not for other purposes without the express permission of UNDP and its partners.

## **9) Structure of the report**

This Terminal Evaluation report focuses on the following major points:

- The executive summary
- The introduction
- The development context and presentation of the project
- Assessment according to the main evaluation criteria
- Lessons learned and good practices
- The recommendations
- The action plan for the implementation of the recommendations.

# **I- DEVELOPMENT CONTEXT AND PROJECT DESCRIPTION**

## **1.1. Development context of Comoros**

### **The demographic, administrative and political situation**



Map 1: Comoros in Africa



Map 2: Union of the Comoros

The Union of the Comoros is located in the Indian Ocean, at the northern entrance to the Mozambique Channel, between the northwestern part of Madagascar and the southeastern coast of the African continent. With a total land area of 2,236 km, the archipelago comprises four islands, from north to south: Ngazidja (Grande-Comore), Mwali (Moheli), Ndzuwani (Anjouan) and Maoré (Mayotte), over which France has maintained its control despite international disapproval since the new state became a member of the United Nations on 12 November 1975, following the proclamation of its independence the same year.

Due to its geographical location, the Union of the Comoros enjoys a highly favourable geostrategic position for its economic development, particularly for the development of international trade and the blue economy. However, this potential is still very little exploited. According to the 2017 census, the country has a population of 758,316. The population is predominantly young. Indeed, 38.72 percent of the total population is under 15; 48.34 percent in the 15–49 year old group; 7.51 percent 50–64 year old group; and over 5.43 percent in the 65-year old group. The average population density is 407 inhabitants/km<sup>2</sup>, which is one of the highest densities in Africa. With a density of 772 inhabitants per km<sup>2</sup>, Ndzuwani is the most densely populated island in the Union of the Comoros.

Despite this unequal distribution, the Comorian population, shaped by a history of multiple migrations, shares a common language (Shikomor) and religion (Islam). Following the 2018 referendum, the new Constitution explicitly states that "Islam is the religion of the State". The Union of the Comoros proclaimed its independence on 6 July 1975 and joined the United Nations on November 12 of the same year.

The post-independence history of the Comoros is marked by numerous social, economic, political and institutional crises. The country has experienced multiple incidents of political violence, numerous coups d'état and attempted coups. Following the secession that led to the takeover of the island of Ndzuwani in 1997, the country adopted a new Constitution by referendum and took the official name, Union of the Comoros on 23 December 2001. This new Constitution has established: a federal state characterized by a high degree of autonomy of the islands led by a Head of the Executive and an island assembly; a distribution of powers between the Union and the autonomous islands; a rotating presidency mechanism between the islands; the affirmation of communalization; and the establishment of a Constitutional Court. The 2001 Constitution underwent three revisions, in 2009, 2013 and 2018. While the first two revisions had confirmed the federal state, the Constitution revised in 2018 provides, in its first article, that the Union of the Comoros is a "unitary" state.

The Union of the Comoros is now headed by a President elected for a five-year term renewable once, with due respect for the rotating power system. He/she is both Head of State and Head of

Government. The Parliament is unicameral and referred to as the "Assembly of the Union of the Comoros". It is composed of 24 members of parliament elected by direct universal suffrage for a five-year term. The Supreme Court is the country's highest court in civil, criminal, administrative and constitutional matters.

The islands are governed by a Governor elected by universal suffrage for a renewable term of five years and by an Advisory Council composed of members appointed by the communal councils. The Union of the Comoros is divided into 54 communes created by law and governed by: (i) a deliberative body, the Communal Council, composed of elected councillors and village or district chiefs; (ii) an executive body composed of the Mayor with a maximum of three deputies. Moroni, the capital of the Union of the Comoros, holds a special status. The territory of the Union of the Comoros is administered by 21 prefectures. Despite these achievements, the joint country analysis and the causal analyses carried out during the prioritization workshop revealed that the rule of law should be strengthened: the participation of citizens, particularly women and youth, in management of public affairs is very limited; the dialogue framework of the ruling classes should be consolidated and less rigid. Social cohesion is precarious. The State is highly centralized, and local governments receive little support from it. It was also noted there is a lack of a results and accountability culture.

Between 2015 and 2020, the Transparency International Index rating of the Union of the Comoros dropped from 136th to 160th. Between 2008 and 2020, the ranking of the Union of the Comoros on the Ibrahim Index of African Governance fluctuated between 30th and 38th place out of 52 countries ranked. According to the World Bank's CPIA index, the overall score assigned to Comoros in 2020 was 2.8, and the country is ranked 32nd out of 39 countries in sub-Saharan Africa. Regarding the Democracy Index, Comoros is ranked 121st out of 167 countries, with an overall score of 3.71.

### **The economic situation**

Since 2010, due to the restoration of political stability, the country has experienced a recovery and an acceleration of economic growth. Indeed, the growth rate of real GDP, which was 1 percent on average over the 2008–2009 period, rose to 2.1 percent in 2010 and increased steadily to 3.5 percent in 2018. Cyclone Kenneth in 2019 and particularly the COVID-19 pandemic in 2020 revealed the economic vulnerability of the country whose growth rate fell to 2 percent in 2019. According to the Central Bank, the GDP was 0.2 percent in 2020 (as opposed to the 4.5 percent projected before the pandemic). Its growth is driven by agriculture and services. More specifically, agriculture accounts for 31.6 percent of GDP and employs around 80 percent of the population. However, agriculture in Comoros is characterized by very low productivity. Commercial agriculture is poorly developed and focuses on three products: vanilla, ylang-ylang and cloves. Fishing accounts for 7.5 percent of GDP and employs nearly 4.5 percent of the working population. Economic growth is still, therefore, insufficient because of its fragile pace and the low diversification of its sources. But the gross national income per capita reached US\$1,320 in 2018. As a result of this achievement, Comoros is now placed among the lower middle-income countries. However, the business environment is not yet attracting enough foreign direct investors. This led the country to reform the Investment Code at the end of 2020.

The Comorian population is very young. However, Comoros is struggling to take advantage of the potential of youth in terms of the demographic dividend due to the inadequacy and inability of the education system to offer local businesses the quality workforce they need. Unemployment and underemployment remain two very widespread phenomena in the country. The unemployment rate is generally 25 percent (10.6 percent according to definition 1, Central

Bank of Comoros, *Note on the Economic Situation of France* for 2020, April 2021, p. 2–30 Union of the Comoros 2022–2026 as defined by ILO) and the phenomenon concerns to a greater degree youth under 30 (38 percent) and women (40 percent). The unemployment rate is unevenly distributed across the territory, with a record level in Anjouan (40.7 percent), followed by Mohéli (26.2 percent), Moroni (18.3 percent) and the rest of Grande Comore (7.1 percent) (revised SCADD). This rate is explained by the low employability, in particular, of youth and women, which is attributed to the mismatch between training and employment. More than 75 percent of jobs are informal sectors, particularly in agriculture, which employs 42 percent of the working population against barely 8 percent for industry. The available labour is mainly absorbed by agriculture and services. These sectors are characterized by low productivity and a virtual absence of social protection. The country is victim of brain drain with difficult control over emigration. Similarly, it should be noted that more than 7 in 10 people aged 15 or over are literate (2012).

The studies and surveys available, in particular the joint country analysis, have provided data that show that over the past five years, Comoros has not shown any major trends in terms of structural transformation of the economy that should result in a significant change in the distribution of GDP between the primary, secondary and tertiary sectors. The economic system is still marked by a preponderance of agriculture in the primary sector, a secondary sector based on an embryonic industry, a tertiary sector characterized by a great number of informal activities, which absorb a large share of the workforce. Nor has there been a significant increase in productivity in agriculture, which should encourage a reallocation of agricultural labour to sectors with high productivity and high added value, in particular the manufacturing industry, digital technology, etc.

The level of foreign direct investment (FDI) in Comoros is very low, stagnating between KMF1.6 billion and KMF2.2 billion since 2012 (US\$3.6 to US\$5 million). This weakness is explained by the lack of attractiveness of the Comorian economy. According to the World Bank's *Doing Business 2020* report, Comoros ranks 35th out of 54 countries in the sub-Saharan African region. With the reforms initiated, the country gained four places, from 164th in 2019 to 160th in 2020 out of 190 countries worldwide, returning to its 2018 level. Domestic private financing is characterized by a limited banking supply and a low productivity of loans mobilized despite their increase since 2008. The biggest obstacle to the granting of loans is that the traditional banking sector has a large percentage of bad debts (See Chapter I.1 Central Bank of Comoros, *Note on the economic situation 2020*, April 2021, p. 2–31), which amounted to 24.1 percent of the credit portfolio in 2018 (compared to 23.6 percent in 2017). This long-lasting phenomenon is largely attributable to the weaknesses of the Comorian legal system.

The impact of COVID-19 on the Comorian economy: according to the study carried out by the Government with the support of the United Nations system, this global health crisis has led to a significant slowdown in economic activity with various outcomes, notably:

- shrinking in domestic demand in the short to medium term;
- a decline in public revenues due to the slowdown in economic activity in international trade;
- an increase in public spending to respond to the health emergency and finance the supporting measures put in place to combat COVID-19;
- banks and microfinance institutions facing solvency problems of some of their clients, especially companies with difficulty honouring their commitments;
- a significant drop in the level of employment and income due to job cuts, especially in directly affected sectors such as tourism, transportation and manufacturing that uses significant amounts of imported inputs or trade. The situation could quickly become critical

because of the consequences of the crisis on an informal sector already weakened by the energy crisis. Concomitantly, there is the risk of vulnerable groups falling into extreme poverty, in particular women, and the communities that are highly exposed to climate change and disruption.

## **1.2 Project description**

### **1.2.1 Goal and objective of the project**

The aim of the project is to enable the Union of the Comoros to make the best decisions to meet its global environmental obligations. This requires that the country have the necessary capacities for effective coordination of its efforts, including best practices for integrating global environmental priorities into the planning, decision-making and reporting process. To this end, the objective of the project is to strengthen the capacities of multisectoral, coordinated and decentralized management of the environment to achieve the objectives of the Rio Conventions.

### **1.2.2 Project components**

The project has three components, as follows:

#### **Component 1: Strengthen the national institutional framework for environmental governance**

This component focuses on assessing and structuring improved national frameworks for decentralized global environmental governance.

It consists of four outputs:

Output 1.1: Strengthening policy and legislative frameworks for decentralized environmental governance

Output 1.2: Strengthened consultative and decision-making processes for sector mainstreaming of Rio Convention obligations

Output 1.3: Technical capacities for mainstreaming and monitoring Rio Convention implementation

Output 1.4: Resource Mobilization Strategy

#### **Component 2: Capacity building at the island and commune level, with activities aimed at strengthening the governance frameworks of the communes**

This Component has five outputs, as follows:

Output 2.1: Strengthened legal decentralization framework

Output 2.2: The global environment is integrated in local development planning frameworks

Output 2.3: Strengthened environmental databases and information management systems

Output 2.4: Enhanced monitoring and compliance arrangements

Output 2.5: Pilot demonstration.

#### **Component 3: Public awareness and environmental education on the strategic value of decentralized governance of the global environment through new and improved strategies of regional approaches to development**

This component has four outputs, as follows

Output 3.1: Stakeholder dialogues on the value of Rio Conventions

Output 3.2: Brochures and articles on the Rio Conventions

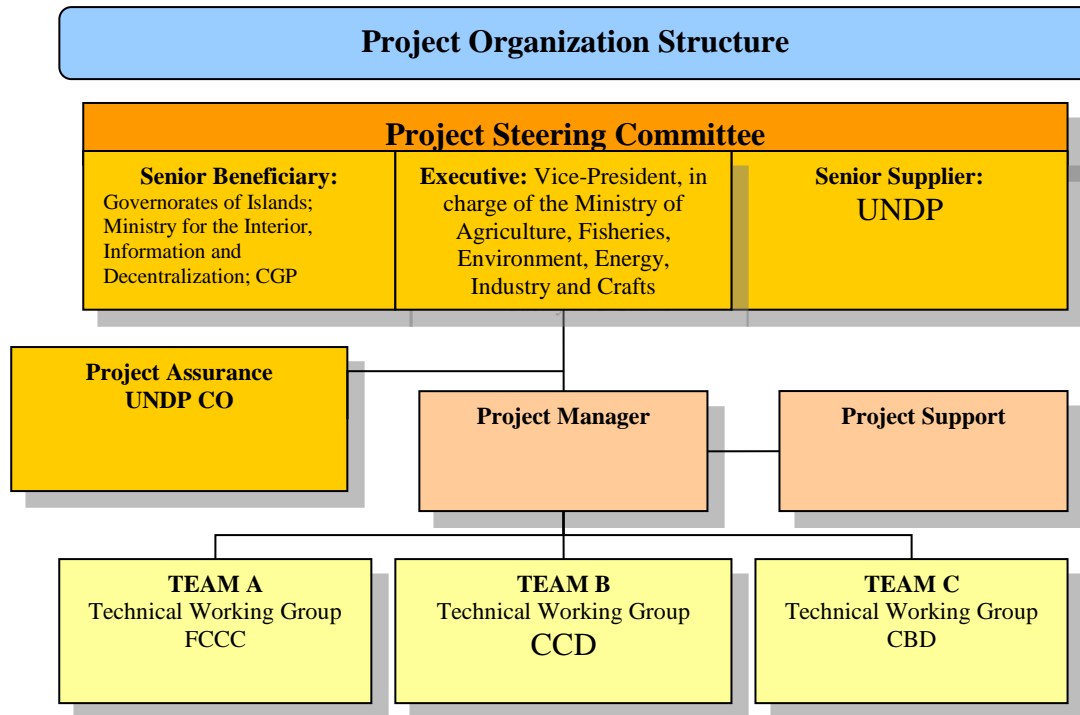


Output 3.3: Public service announcement on environmentally friendly behaviour

Output 3.4: Educational curricula is improved.

### 1.2.3. Organization of the project

**Figure 1: Organizational chart of the project**



**Source:** CCCD 5553 ProDoc

The project implementation bodies are as follows:

The **Project Steering Committee**: This is specifically set up by the project to oversee the management of project-related activities. It is chaired by the Secretary General of the Ministry of Agriculture, Fisheries, Environment, Energy, Industry and Crafts. The Committee reviews progress and evaluation reports. It approves programme changes in project execution, as appropriate and in accordance with UNDP procedures.

The **Project Coordinator**: He manages the project on a daily basis on behalf of the implementing partner. He is recruited by UNDP.

The **National Project Director (NPD)**: The Director General of Environment and Forestry acts as the National Project Director. He is responsible for overseeing the management of the project. The DNP devotes a significant part of his working time to the project.

The **Project Executing Agency**: UNDP is the project executing agency. To this end, it provided support services (procurement of goods and services, recruitment of staff, etc.) to support the project management in accordance with the procedures in force. It manages the common basket. It also provides coordination with the financial, material and technical resources for the implementation of activities, and accounts for the utilization of funds.

**Project stakeholders:** The main stakeholders of the project are: The Ministry of Agriculture, Fisheries, Environment, Energy, Industry and Crafts, the Ministry of the Interior, Information and Decentralization, the Minister of Justice, the Assembly of the Union and the Assembly of the Union and the Councils of the Autonomous Islands, Governorates of the Islands, the General Planning Commission (CGP), National Agricultural Strategy and Livestock Directorate (DNSAE), the Rural Economic Development Centres (CRDEs), Directorate General of Environment and Forests (DGEF), the Directorate General of Civil Security (DGSC), the private sector including the Union of Chambers of Commerce of Industry and Crafts (UCCIA), higher education/university and research institutes, rural communities, traditional and customary local management organizations, civil society including national and international NGOs specializing in the field of the environment and international development, and TFPs.

#### 1.2.4. Project financing and co-financing

The overall budget of the project amounts to US\$1,820,000 of which US\$1,500,000 is through the GEF and US\$320,000 through UNDP. Co-financing is also being provided by the government to the order of US\$ 1,213,142, of which US\$ 132,000 is in cash and US\$ 1,081,142 is in-kind. It should be noted that this cash contribution from the government in the amount of USD 132,000 was used to pay the salaries of the National Director of the project and his collaborators involved in the implementation of this project.

**Table 4. Project budget**

Funds available, by entity	Amount Year 1 (US\$)	Amount Year (US\$)	Amount Year (US\$)	Amount Year (US\$)	Total (US\$)
<b>GEF</b>	540,500	389,500	262,500	307,500	1,500,000
<b>UNDP</b>	122,000	66,000	66,000	66,000	320,000
<b>Government: Directorate of Environment and Forests (DGEF)</b>	376,000	382,000	205,000	250, 142	1,213,142
<b>Government: Regional Directorate for Environment and Forests (DREF)</b>	45,000	45,000	45,000	45,000	180,000
<b>Total</b>	<b>1,082,000</b>	<b>883,000</b>	<b>579,000</b>	<b>668, 642</b>	<b>3, 213, 142</b>

Source: CCCD 5553 ProDoc

**Table 5 : Co-Financing**

Co-financing source/type	UNDP financing (US\$)		Government (US\$)		Partner Agency (US\$)		Total (US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants	320, 000	176, 262	132,000	132,000	0	0	452,000	308,262
Loans	0	0	0	0	0	0	0	0
In kind	0	0	1,081,142	1,081,142	0	0	1,081,142	1,081,142
Others	0	0	0	0	0	0	0	0
	<b>320, 000</b>	<b>176, 262</b>	<b>1,213,142</b>	<b>1,213,142</b>	<b>0</b>	<b>0</b>	<b>1,533,142</b>	<b>1,389,404</b>

**Table 6: Summary table of GEF and UNDP funds expenditure at time of TE**

<b>The financial contributors</b>	<b>Estimated budget</b>	<b>Budge mobilized</b>	<b>Budget spent</b>	<b>Financial execution rate (%)</b>
<b>UNDP</b>	320,000	176,262	176,262	100%
<b>GEF</b>	1,500,000	1,500,000	1,395,701	93%
<b>Total</b>	1,820, 000	1,676,262	1,571,963	94%

### 1.2.5 Project start date and duration

The Local Project Appraisal Committee (LPAC) reviewed the project on 12 April 2017. The project began on 4 August 2017 and was to terminate on 4 August 2021. It was necessary to grant an extension to 31 January 2021.

### 1.2.6 Challenges that the project aims to resolve, the barriers and the threats

Within the CCCD 5553 project, three types of barriers (systemic, institutional, and individual barriers) were identified that explain Comoros' difficulty in fulfilling the obligations of the Rio Conventions

The systemic barriers and constraints:

- An outdated policy framework. The policy framework has not been revised to take into account changing needs in the country.
- Sectoral policies of other institutions concerned with the sustainable management of the environment do not adequately incorporate environmental concerns.
- The legal and regulatory framework is incomplete.
- The economic framework is inadequate to promote solutions to aid local communities in their fight against poverty.
- There is no consultative and participatory framework in place.
- There is no high-level body to ensure inter-sectoral coordination and consultation with the public.

The institutional barriers and constraints:

- The institutions responsible for the environment do not have clear mandates that respond to national priorities as defined in the National Environment Policy.
- The environmental information system is incomplete.

The individual carriers and constraints:

- The political authorities are little informed on and lack awareness on environmental issues.
- There is a lack of specialists in many areas essential to the sustainable management of the environment

- Opportunities for the development of skills and specializations are very limited within the educational system.

## II- THEORY OF CHANGE

### 2.1. The rating of the theory of change

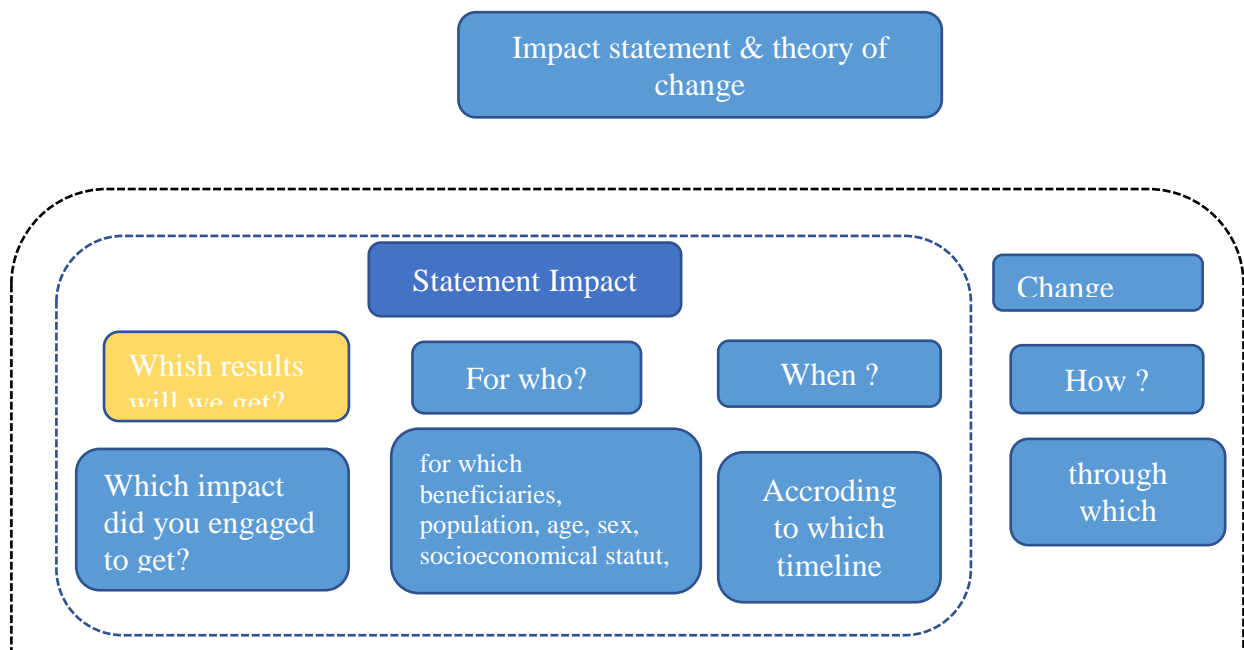
According to Rick Davies, “A theory of change is an explicitly documented (and therefore evaluable) vision of how change is thought to occur. The theory of change is the basic premise when contemplating a programme. It reflects the vision of the initiators or commissioning entity of the project. This is a projection of how change is imagined: a roadmap, a conceptual framework.

According to Anderson (2005, pp. 1 and 3), the theory of change is “a way of describing how a group hopes to achieve a given long-term goal. This is not a method designed specifically to measure impact, because it primarily serves as a tool to help develop solutions to complex social problems. In principle, this is carried out at the planning stage in order to subsequently facilitate the evaluation (specifically the impact). If this has not been carried out, this should be the evaluator’s first task. According to Vogel (2012, p. 9-10), the notion of the theory of change stems from programme theory in evaluation (which includes the analysis of the logical framework), in addition to taking into consideration participation and learning.

Concretely, how to establish the theory of change?

According to Anderson, establishing the theory of change entails linking inputs, activities and outcomes, each time explaining how and why these changes should be observed. The approach therefore goes beyond the logic model by requiring that each assumption and causal link be made explicit (*Conseil du trésor*, 2012). This facilitates the identification of appropriate indicators and prepares for a subsequent evaluation. Moreover, this approach goes beyond planning and evaluation in that it must involve stakeholders (Vogel, 2012, p. 3) and enables them, through a process of continuous discussion, to understand how they can contribute to complex long-term changes (de Reviens, 2012, p. 2).

Innoweave's training on the topic focuses more on the impact statement, which in turn consists of the desired changes (what?), The target audience (for whom?) and the deadline (when?), to which the strategies to prioritize to get there (how?) are added (Innoweave, 2016). This is shown in Figure 2.



## **Figure 2. Theory of change**

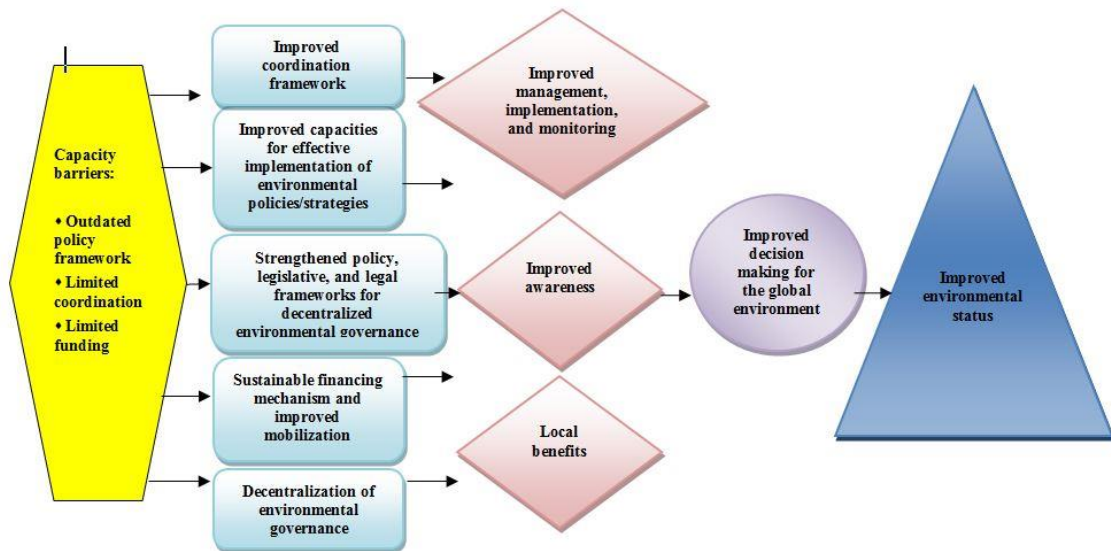
### **2.2. Theory of change of the CCCD project**

The CCCD 5553 project is driving change by addressing the obstacles that limit the ability of Comoros to meet the obligations of the three Rio Conventions and other Multilateral Environmental Agreements (MEAs). Short-term changes in turn lead to long-term improvements. Thus, the project builds capacity and also serves as a basis for improving systems and frameworks to sustain results.

More specifically, the project addresses cross-cutting capacity-building priorities defined in the CCCD plan in order to catalyse a more effective participation of Comoros in environmentally sound and sustainable development so as to produce additional benefits for the global environment. Capacity building is an essential component of development effectiveness. Moreover, since local and global benefits are closely linked, the development of human behaviour is a key premise of this project's approach to achieving environmental and local benefits on a global scale.

The CCCD 5553 project creates an institutional space to remove some important obstacles to the integration of global environmental obligations into national, island and communal information systems, development policies and framework planning. More specifically, the project will transform the way Comoros pursues socio-economic development that will integrate global environmental objectives and priorities into decentralized decision-making. For example, improving the decentralization of *Stratégie de croissance accélérée et de développement durable* (SCADD, Comoros Poverty Reduction and Growth Strategy) will help local decision-makers make improved decisions on sustainable development. The project is also contributing to change by catalysing the Comoros path to self-reliance and environmental sustainability, assuming that the capacities developed will be institutionalized, which will result in an increasingly reduced dependence on external funding.

The project assumes that project stakeholders directly benefit in the short term from improved capacity through learning-by-doing training. The public and stakeholders will benefit in the long term through improved outcomes, including sustainable development and environmental improvement. The theory of change is also based on the assumption that learning by doing results in increased mobilization of efforts and resources, and that establishing commitment helps the country overcome internal resistance to change and adopt new and stronger modalities of engagement and collaboration, which in turn lead to long-term changes.



**Figure 3. Results chain**

Source: CCCD 5553 ProDoc

### III- FINDINGS AND CONCLUSIONS

#### 3.1. Project coherence analysis: analysis of the logical framework and of the implementation, coordination and monitoring and evaluation of the project

The analysis of the coherence of the CCCD 5553 project is based on the elements of assessment regarding the following seven factors:

##### 3.1.1. The “a” factor: The implementation approach of the project and the management mechanism

The CCCD 5553 project implementation strategy was based on the assisted NIM approach, or national execution with direct payment. Project implementation is the responsibility of the Government, with assistance from UNDP. Project Coordination was recruited and installed within the Directorate General of Environment and Forests (DGEF). This system was adopted, both to secure project funds and to serve as a learning framework for government departments involved in the project management.

Concretely, the assisted NIM is carried out as follows: An annual work plan (AWP) is developed by the Project Coordination and adopted by the Steering Committee. In accordance with the budget according to this AWP, the National Project Director, who is a civil servant appointed and paid by the State, submits a request for direct payment according to the Funding Authorization and Certificate of Expenditures (FACE Form). UNDP, after ensuring that the service is rendered, pays the service provider directly.

As part of this assisted NIM modality, UNDP assumes all management responsibilities, accountability of accounts and results (management of the common basket, provided on the basis of a work plan regarding the necessary resources, a report on the use of funds, etc.).

The Development Partners contributing to the financing of the CCCD 5553 project have selected UNDP to manage the common basket, in which each contributor pays its financial contribution intended for the implementation of the project, and this, in accordance with UNDP's mandate by the Resolution 46/137 of the United Nations General Assembly of 17 December 1991 to coordinate support at the country level.

The development partners have entered into separate cost-sharing agreements with UNDP. They accept the principle of a multi-donor basket, where the funds do not target specific budget lines. However, UNDP recognizes the importance of ensuring the visibility of the development partners as contributors to the common basket during each phase of the project.

A coordination mechanism has been set up for the project.

This mechanism includes:

**The Steering Committee:** Its remit is to determine the strategic direction of the project in managing the common basket. In principle, the Committee meets once a year and when necessary. The Committee has respected this frequency, having met, at least once, in 2018, 2019 and 2020. The 2021 meeting has not yet taken place.

**Project Coordination:** This is a small unit consisting of a Coordinator, a Country Director and support staff. One administrative and financial assistant was engaged in the project in 2018 only. Although this small staffing complement has saved financial resources, it has been a constraint in the preparation of activity reports and programmes, as well as financial statements.

The ProDoc provided for the establishment of **Working Groups**. Three Working Groups composed of independent experts, technical representatives of government agencies and representatives of stakeholder groups were to discuss and deliberate on: (i) strengthening inter-agency coordination to effectively manage environmental information and integrate Rio Conventions in decision-making; (ii) integrating Rio Conventions into selected PDCs; (iii) reviewing of evaluations conducted under the project; and (iv) supporting the evaluations. However, these Working groups were not set up.

### 3.1.2 The “b” factor: The process of formulating the project

The process of formulating the CCCD 5553 project was as follows:

The GEF focal point sent a letter of accreditation requesting the GEF to work with UNDP to mobilize funds for the project. As soon as the resource mobilization was completed, UNDP recruited a consultant to develop the Project Identification Form (PIF), i.e. the project concept, which, once finalized, was submitted to the GEF and UNDP for approval. A workshop was then organized at the national counterpart to validate the PIF. Then, a consultant was recruited by UNDP to prepare the ProDoc, which was submitted for validation to the GEF. Another workshop was organized by the national counterpart to review the ProDoc, which was then submitted for approval to the Local Project Appraisal Committee (LPAC). After taking into consideration the comments of LPAC, the CCCD 5553 ProDoc was finalized, and was then signed by UNDP, the GEF and the Government of the Comoros.

Given the process followed for preparing the project, it can be affirmed that it was participatory, inclusive, exhaustive and iterative. All of these guarantee its relevance, coherence and

suitability to the real needs of the country and that it takes into consideration of the constraints and challenges of Comoros

### 3.1.3 The “c” factor: The logical framework of the project

The project's logical framework includes an overall objective, three components, 13 outputs and 16 indicators.

**Table 5. Summary of the Logical Framework**

<b>Objective/components</b>	<b>Number of outputs</b>	<b>Number of indicators</b>
Overall objective	–	3
Component 1	4	4
Component 2	5	5
Component 3	4	4
Total	13	16

**Source:** The consultants

There is coherence between the Components and the overall objective, and an alignment between the outputs and the Components associated with them. Hence, for example, the four outputs of Component 1, "Strengthen the national institutional framework for environmental governance", are well aligned with it. These four outputs are: (i) strengthening policy and legislative frameworks for decentralized environmental governance; (ii) strengthening consultative and decision-making processes for sector mainstreaming of the Rio Convention obligations; (iii) technical capacities for mainstreaming and monitoring Rio Convention implementation; and (iv) resource mobilization strategy.

However, some project activities are not relevant. For example, one activity listed in the ProDoc is to strengthen the Communal Development Plans (CDPs). However, these CDPs have not even been developed.

### **Project Implementation Strategy**

The project has a strategy that encourages regional cooperation and knowledge and information sharing. Partnerships and collaborations also catalyze knowledge and skills transfer between stakeholders. Lessons learned from other projects were considered, according to their relevance. The project also contains specific activities to optimize the use and sharing of knowledge. Under component two, it was planned to establish a system for the collection and sharing of information and data among institutions aimed at improving environmental management and fulfilling the obligations of the Rio Conventions. Universities and research centres have been at the heart of information and knowledge management and have ensured the



integration of innovative scientific and technical information into the project configuration and other initiatives.

The project opted for the “*faire-faire*” or “*make do*” strategy, using partners to implement the activities.

The project fostered South-South cooperation for the sharing of experiences.

The project has brought about change by addressing obstacles that limit the Comoros' ability to meet obligations under the three Rio Conventions and other MEAs. By systematically targeting key barriers, the project helped the Comoros make further improvements. These short-term changes have in turn led to long-term improvements. The project also served as a basis for improving systems and frameworks to sustain results.

The project had a transversal approach that covers several development sectors, in line with the CCCD program approach.

### 3.1.4 The “d” factor: The monitoring and evaluation system and the SMART characteristics of the indicators

Fourteen of the 16 indicators listed in the table on the logical framework are not Specific, Measurable, Achievable, Realistic and Time-bound (SMART).

The non-SMART indicators are, for example:

- "Stakeholder consultations on the Rio Conventions".
- “Consultative and decision-making processes are strengthened”.
- “Technical capacities for integration and monitoring are developed”.

These three indicators are neither specific, nor measurable, nor temporally well defined.

**Table 6. Indicator analysis**

<b>Objective/Components</b>	<b>Indicators</b>	<b>SMART characteristic</b>
Project objective: To strengthen capacities for multi-sectoral, coordinated, and decentralized management of the environment to achieve the objectives of the Rio Conventions.	The national institutional framework for environmental governance is improved	<b>Not SMART</b>
	Global environmental governance is decentralized	<b>Not SMART because not measurable</b>
	Awareness of global environmental values and knowledge management is increased	<b>Not SMART</b>
Component 1: Strengthen the national institutional framework for environmental governance	The national institutional framework for environmental governance is strengthened through new instruments and tools	<b>Not SMART</b>

	The consultative and decision-making processes is strengthened	<b>Not SMART</b>
	Technical capacities for mainstreaming and monitoring are developed	<b>Not SMART and poorly worded</b>
	A feasible resource mobilization strategy is developed	<b>Not SMART</b>
Component 2: Decentralization of global environmental governance	The legal decentralization framework is strengthened	<b>Not SMART</b>
	The global environment is integrated in local targeted institutional reforms development planning frameworks	<b>Not SMART The number of planning frameworks should have been defined</b>
	Existing environmental databases and information management systems are strengthened	<b>Not SMART</b>
	Monitoring and compliance arrangements are improved	<b>Not SMART</b>
	Pilot demonstrations are conducted	<b>Not SMART How many pilot sites?</b>
Component 3 : Improving awareness of global environmental values and knowledge management	Stakeholder dialogues on the value of Rio Conventions	<b>Not SMART</b>
	Brochures and articles on the Rio Conventions are published	<b>SMART</b>
	Public service announcement on environmentally friendly behaviour are aired	<b>SMART</b>
	Educational curricula are improved	<b>Not SMART</b>

Source: Consultant

### 3.1.5. Assumptions and risks

The preliminary assumption of the project is that project stakeholders will directly benefit in the short term from improved capacity through learning-by-doing training. The public and stakeholders will benefit in the long term through improved outcomes, including sustainable development and improved environment. The theory of change is also based on the assumption that learning by doing will result in increased mobilization of effort and resources and that establishing a commitment will help the country overcome internal resistance to change and

adopt new, stronger modalities of engagement and collaboration, which in turn will lead to long-term change.

The five following risks had been identified during the project development process:

1. **Financial sustainability and continued government commitment:** Economic declines could lead to a decrease in support for the GEF's global environmental goals and projects.
2. **Frequent change of government staff and lack of qualified personnel:** Frequent change of officials and lack of qualified personnel could lead to delays in implementation and impede the achievement of project outcomes.
3. **Internal resistance to change:** This could lead to delays in implementation.
4. **Political commitment to implement institutional reforms:** If commitment to the project decreases, the implementation and achievement of objectives may be delayed. In addition, long-term sustainability may be threatened.

The Government does not necessarily have the capacity to carry out and/or implement project-related activities: Limited absorptive capacity could lead to delays in implementation.

In accordance with UNDP standard requirements, the project manager should monitor risks on a quarterly basis and prepare a risk status report for the UNDP country office. The UNDP country office should record this status in the UNDP ATLAS risk register platform. Risks should be flagged as critical when the impact and likelihood are high (i.e. when the impact is classified as Level 5 or when the impact is classified as Level 4 and the probability is classified as Level 3 or higher).

In practice, the risks were not monitored quarterly by the project coordination.

### **3.1.6. Lessons learned from other relevant projects**

During the project development process the following strategies were considered:

projects and programs :

The National Agricultural Strategy (adopted in 1994 and revised in 2001), which has the overall objective of increasing the incomes of smallholders as part of a poverty reduction program.

The National Adaptation Action Plan (2006), the Strategic Programming Framework for Climate Change and the Natural Environment: Risk Reduction (CSP 2011-2016) and the Second National Communication (2012).

The National Program of Action for Sustainable Land Management (2004) and the National Reforestation Plan which lists priority reforestation areas. This project also follows many of the objectives of the National Action Plan to Combat Desertification and Land Degradation.

It is also aligned with the SPANB (2003) and the Fifth National Report (2014). The Fifth National Report calls for an update of the national strategy based on nine themes to align with the Strategic Plan for Biodiversity 2011-2020.

The activities proposed for this project are also linked to the Comoros' national poverty reduction plans and strategies such as the Poverty Reduction and Growth Strategy (2010-2015), which aims, among other things, to promote environmental sustainability and national security.

### **3.1.7. Stakeholder engagement**

The main stakeholders in the project, foreseen at the time of the project development, are the ministries and commissariats of the autonomous authorities responsible for sectoral policies and legislation, as well as local and regional authorities. Stakeholders needed to be present not only at the national level, but also on the ground, i.e. at the local level. Several governmental bodies at the national, regional and local levels, responsible for natural resource and environmental management, needed to work with local community-based organizations and, in some cases, in collaboration with NGOs on specific activities. Thus, increasing emphasis should be placed on broadening the role and capacities of the local level, particularly at the regional and municipal levels, which must be extended to the governance of natural resources and the environment. Other stakeholders are the private sector and higher education institutions, two ways of ensuring the long-term sustainability of the project.

The monitoring and evaluation plan recommended at the outset of the project includes: the preparation of annual implementation reports, a consolidated report at the end of the project, a Terminal Evaluation and annual audits.

The annual project implementation reports were produced for 2018, 2019, 2020 and 2021. The produced reports made it possible to annually take stock of the status of implementation of the activities and the financial execution.

It was expected that at the end of the project, a final results-oriented implementation report would be prepared. This terminal report should be presented to all project stakeholders within three months of project completion. This report has not yet been produced because the project has not yet been completed. It is expected to be produced in December 2021.

A Terminal Evaluation was carried out in September/October 2021. This evaluation assessed the performance of the project according to criteria such as relevance, effectiveness, efficiency and sustainability. It also had to formulate recommendations for the continuation of UNDP interventions.

An accounting and financial audit was carried out in 2018 by an independent firm recruited by UNDP.

The project did not have a monitoring and evaluation manager.

In view of these activities carried out, it can be concluded that the monitoring and evaluation plan adopted at the start, when the project was being designed, was generally respected, with the exception of the final report, which will be drawn up at the end of the project.

Moreover, the following was observed:

- The monitoring and evaluation plan was sufficiently budgeted. Indeed, substantial financial resources were provided in the project budget for carrying out the financial audit and for the Terminal Evaluation.
- The roles and responsibilities regarding the monitoring and evaluation plan were clearly defined during project design and implementation. Indeed, it was therefore UNDP's responsibility, for example, together with the national counterpart, to recruit independent experts responsible for the Terminal Evaluation and audit. The annual reports on the technical and financial execution of the project were the responsibility of Project Coordination.

- Monitoring reports were discussed with stakeholders and project staff. Hence, the reports produced by the consultants were examined by the steering committee on which UNDP and the national entities concerned are represented. The annual reports produced by the project coordination were shared with UNDP and the GEF.

### **3.1.8 The “e” factor: The theory of change of the project**

The achievement of the objectives of the three Rio Conventions, the ultimate goal of the project, must be obtained by strengthening the capacities of multisectoral, coordinated and decentralized environmental management, which is the overall objective of the Project.

The project's theory of change was presented in Chapter II. This theory is relevant because in order to achieve the objectives of the three Rio Conventions, which is the ultimate goal of the project, the multisectoral, coordinated and decentralized management capacities for the environment must be strengthened. This objective will be achieved by carrying out the three components of the project: (i) Strengthen the national institutional framework for environmental governance; (ii) Capacity building at the island and commune level, which includes activities aimed at strengthening the governance frameworks of the communes; and (iii) Public awareness and environmental education on the strategic value of decentralized governance of the global environment through new and improved strategies of regional approaches to sustainable development. These three components, in turn, are completed through the implementation of appropriate outputs.

### **3.1.9 The “f” factor: The adaptive management of the project**

The CCCD 5553 project underwent several amendments during its implementation in order to adapt to the evolving context or improve its content.

Hence, in 2017, the ProDoc was revised in order to correct certain shortcomings, particularly regarding activities. The same year, a budget revision was carried out in order to align it with the activities.

The project, which was scheduled to end in June 2021, was extended by six months to end on 31 December 2021. The aim of the extension was to make up for the delays caused by the COVID-19 pandemic and other factors.

Finally, the project has been adapted to the context of COVID-19 by taking into account measures concerning distancing, restrictions, mask wearing, etc. Hence, videoconference meetings were organized, or postponed to more opportune dates.

### **3.1.10 The “g” factor: Linkages between the project and other interventions in the sector**

The CCCD 5553 project is linked to other projects, financed by the GEF or by other TFPs, and which concern capacity building. Synergies have been developed with some of these projects with a view to pooling interventions and reducing costs. In particular, the following can be highlighted:

The project "Enhancing adaptive capacity and resilience to climate change in the agriculture sector in Comoros".

The project, “Development of a national network of terrestrial and marine protected areas representative of the Comoros unique natural heritage and co-managed with local village communities”.

The project, “Building climate resilience in the Comoros by rehabilitating watersheds and forests, and adaptive livelihoods”.

The project “Strengthening Comoros Resilience Against Climate Change and Variability-Related Disaster”.

The project, “Coastal Resources Co-management for Sustainable Livelihood”.

### 3.1.11 Rating according to the coherence criterion

For the coherence criterion, the " coherence coefficient" (CC) indicator will be used. This coefficient breaks down into seven factors (a, b, c, d, e, f, g), as mentioned below. It is rated on a scale of 1 to 6, and is calculated as follows

The factors for assessing the level of coherence	Rating
The “a” factor: The implementation and coordination modalities of the project	0.5/1
The “b” factor: The process of formulating the project	0.5/1
The “c” factor: The logical framework of the project	0.5/1
The “d” factor: The monitoring and evaluation system and the SMART characteristics of the indicators	0.25/1
The “e” factor: The theory of change of the project	1/1
The “f” factor: Adaptive management of the project	0.5/0.5
The “g” factor: The linkages with other projects	0.5/0.5
Overall score	3.75/6

The coherence coefficient (CC) was thus obtained as follows:

$$CC = 0.5 + 0.5 + 0.5 + 0.25 + 1 + 0.5 + 0.5 = 3.75/6$$

Based on this overall score of 3.75/6, it can be concluded that the level of internal coherence of the CCCD 5553 project is satisfactory.

## 3.2. PROJECT IMPLEMENTATION

### 3.2.1. Adaptative management of the project.

During its implementation, the CCCD 5553 project was subject to several modifications designed to adapt to the changing context, or to improve its content.

Thus, in 2017, the project document was revised to correct a number of shortcomings, particularly for the planned activities. In the same year, a budget revision was carried out to bring the budget in line with revised activities.

The project, which was supposed to end in June 2021, benefited from a six month extension and is planned to close on 31 December 2021. This extension was intended to make up for the delay caused by the COVID-19 pandemic and other factors.

Finally, the project has adapted to the context of COVID 19, taking into account the measures of distancing, barrier, wearing a mask, etc. Thus, meetings were organized by videoconference, or postponed to be held at more favorable times.

### 3.2.2. Effective stakeholders participation and partnership agreements

In practice, the project has had opportunities to work, collaborate and build strong partnerships with the following institutions:

1. Schools and training institutions for the dissemination of environmental messages and the conduct of reforestation activities.
2. Municipalities for support for the introduction of the environment and the SDGs in their communities development plans (CDP).
3. Mass media for the preparation and dissemination of messages relating to the environment.
4. The Ministry of the Environment, through the Directorate-General for the Environment and Forests and the communal environmental management structures, which housed the coordination of the project.
5. The Environment and SDGs Committee from the National Assembly.
6. The Comorian Agency for International Cooperation (ACCI).

### 3.2.3. Financing and cofinancing of the project

The total amount of the announced funds was 1.820.000 \$US. For an amount actually mobilized for cofinancing, is 1.213.142 USD granted by the Government of the Comoros and 176.262 \$US from UND (tables N° 7 et 8). It should be noted that the total government co-financing is guaranteed in-kind support.

**Tableau 7 : Confirmed Sources of Co-Financing at TE Stage**

Sources of CoFinancing	Name of Cofinancier	Type of Cofinancing	Recurrent expenditure	Amount (US\$)
Select one: • GEF Agency • Donor Agency • Recipient Country Gov't • Private Sector • Civil Society Organization • Beneficiaries • Other	UNDP CO	Grant	176, 262	176, 262
	Gvt of Comoros	In-Kind	1,213,142	1,213,142
	Gvt of Comoros	Grant	132,000	132,000
<b>Total Co-financing</b>			<b>1,521,404</b>	<b>1,521,404</b>

**Source : CCCD 5553 Project Financial report**

**Tableau 8 : Co-Financing Table**

Co-financing (type/source)	UNDP financing (US\$m)		Government (US\$m)		Partner GEF (US\$m)		Total (US\$m)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants	320,000	176,262	132,000	132,000	0	0	452,000	308,262
Loans/Concessions	0	0	0	0	0	0	0	0
In-kind support	0	0	0	0	0	0	0	0
Other	0	0	1,081,142	1,081,142	0	0	1,081,142	1,081,142
<b>Total</b>	<b>320 000</b>	<b>176 262</b>	<b>1,213,142</b>	<b>1,213,142</b>	<b>0</b>	<b>0</b>	<b>1,533,142</b>	<b>1,389,404</b>

**Source : CCCD 5553 Project Financial report**

**3.2.4. Monitoring and evaluation**

The monitoring and evaluation plan initially recommended for the project includes: the preparation of annual implementation reports, a consolidated report at the end of the project, a final evaluation, and annual audits.

The annual project implementation reports were produced for the years 2018, 2019, 2020 and 2021. The reports allowed to take stock, on an annual basis, of the state of the activities and financial implementation.

It was expected that at the end of the project, a results-based final implementation report would be prepared. This final report should be presented to all project stakeholders within 3 months of project completion. This report has not yet been prepared, as the project has not yet been completed. This results-based final implementation report is expected to be produced in December 2021.

A final evaluation was carried out in September/October 2021. This evaluation assessed the performance of the project according to criteria such as relevance, effectiveness, efficiency and sustainability. It also had to make recommendations for further UNDP interventions.

An accounting and financial audit was carried out in 2018 by an independent firm recruited by UNDP.

The project did not have a monitoring and evaluation expert.

In the light of these activities carried out, it can be concluded that the monitoring and evaluation plan initially agreed upon at the time of the preparation of the project has been generally followed, apart from the final report which will be drawn up at the end of the project.

In addition, the following matters were noted:

- The monitoring and evaluation plan has been sufficiently budgeted. Indeed, substantial financial resources have been provided in the project budget for the financial audit and for the final evaluation.
- Roles and responsibilities for the monitoring and evaluation plan were clearly defined during project design and implementation. Indeed, it was the responsibility of UNDP, for example, to proceed, jointly with the national counterpart, to the recruitment of independent experts responsible for the final evaluation and audit. Annual reports on the technical and financial implementation of the project were the responsibility of project coordination.
- Follow-up reports were discussed with project stakeholders and staff. Thus, the reports prepared by the consultants were reviewed by the steering committee, which includes UNDP and the national institutions involved in this project. The annual reports produced by the project coordination were shared with UNDP and GEF.

**3.2.5. UNDP implementation/oversight**

The implementation strategy of the CCCD 5553 project was based on the assisted NIM approach, or national execution with direct payment (support to NIM). The Government, assisted by UNDP, is responsible for the project implementation. Coordination team has been recruited and set up within the Directorate-General for the Environment and Forests (DGEF). This system has been adopted, both to secure project funds and to serve as a learning framework for government bodies and other national institutions involved in project management.



Concretely, the assisted NIM is carried out as follows: An annual work plan (AWP) is drawn up by the project coordination team and adopted by the steering committee. In accordance with the budget described in the AWP, the National Project Director, who is a civil servant appointed and paid by the government, sends a request for direct payment using the FACE form. UNDP, after ensuring that the service is completed, proceeds to the payment of the service provider directly.

Under this assisted NIM modality, UNDP is accountant to takes all management, accountability, and results responsibilities (management of the common bucket, provision of the necessary resources based on the agreed work plan, reporting on the use of funds, etc.).

The Development Partners contributing to the financing of the CCCD 5553 project have selected UNDP to manage the common bucket, containing funds and financial contributions from each donor for the project implementation this modality was set in recognition of the mandate given to UNDP by the UN General Assembly Resolution 46/137 of 17 December 1991 to coordinate assistance at the country level.

Development Partners have separate cost-sharing agreements with UNDP. They accept the principle of a multi-donor bucket where funds do not target specific budget lines. However, UNDP recognizes the importance of ensuring the visibility of development partners as contributing to the common bucket during each phase of the project.

### **3.2.6. Execution of the implementing partner**

A coordination mechanism has been set up for the project.

This mechanism includes:

**The Steering Committee:** Its responsibilities are to determine the strategic orientations of the project in the management of the common bucket of funds. The Committee met once a year. Ad Hoc meetings can be held if necessary. The committee was able to comply with this frequency.

Thus, the committee met, at least once, in 2018, 2019 and 2020. The 2021 meeting has not yet been held.

**Project coordination:** This is a lightweight structure that includes a project Coordinator, a National Director and support staff. An administrative and financial assistant was part of the coordination team only in 2018. While this reduced number of staff has resulted in savings in financial resources, it has nevertheless been a constraint in the preparation of reports and planning of activities, as well as financial statements.

The project document had provided for the establishment of **Working Groups**. Three working groups composed of independent experts, technical representatives of government agencies and representatives of stakeholder groups were to discuss and deliberate on: (a) strengthening inter-agency coordination to effectively manage environmental information and integrate the Rio Conventions into decision-making, (b) integrating the Rio Conventions into selected communal development plans, (c) review of evaluations conducted as part of the project, and (f) support for evaluations. In practice, these working groups have not been set up.

### **3.2.7. Overall project implementation**

The overall implementation of the project was satisfied. Despite the delays in the project launching, most of the activities have been carried out and the objectives have been achieved.

### **3.2.8. Coordination and operational challenges**

Coordination was challenging due to the reduced number of staff members in the project team. Nevertheless, this coordination has been satisfactory.

### **3.2.9. Risk management, including social and environmental standards (safeguards)**

The risks identified during the project development phase were, for some, managed on a project-by-project basis in order to achieve the expected results.

The project built on environmental assessment work undertaken by international partners such as UNDP and FAO. It complemented the establishment of the Global Environment Facility (GEF) and the Protected Areas Management Trust Fund.

In order to minimize the risk of staff turnover and loss of institutional memory, the project's stakeholder engagement exercises were intended to involve a large number of staff and other stakeholder representatives. This means getting as close as possible to the minimum baseline for sharing understanding and knowledge on critical global environmental issues and best practices.

Project activities were strategically selected and designed to reflect current approaches as they exist and foster a process whereby these activities could be progressively improved. Most, if not all, of the activities under this project call for gradual changes in this way. These will not be dictated by external experts, but further facilitated by independent experts and advisers so that stakeholders discuss them and reach consensual agreements on their own. This approach strengthens ownership and legitimacy of decisions taken during consultations, workshops or other project-related exercises involving stakeholders.

The consultations initiated as part of the project development, as well as the participatory approach of the project, helped to minimize the risk of non-stakeholder participation.

An evolving collaborative management approach has resulted in changes to project activities so that its results retain their strategic dimension in relation to immediate objectives, expected results, as well as deliverables, while remaining within reasonable and acceptable costs.

## **3.3. ANALYSIS OF THE PROJECT'S RELEVANCE**

For the analysis of the relevance of the CCCD 5553 project, the convergence between, on the one hand, the objectives, outcomes, outputs and activities of the project, and, on the other hand, the national priorities, Accelerated Growth and Sustainable Development Strategy (SCADD), SDGs, United Nations Development Assistance Framework (UNDAF), the GEF and UNDP priorities, must be verified.

Therefore, relevance was examined according to four factors of assessment, as follows:

### **3.3.1. The “a” factor: Coherence with national priorities**

The CCCD 5553 project is in line with the SCADD and the PDCs. It is aligned with the objectives of the National Environmental Policy and the Environmental Action Plan (2011). The basic principle underlying the environmental policies of Comoros is the mainstreaming of environmental considerations into social and economic policy, with two main objectives: to ensure sustainable and rational management of the resources, and to establish or strengthen sectoral policies in promoting economically and environmentally viable agriculture, as well as the conservation and regeneration of forests. In this regard, the CCCD 5553 Project with its first component, “Strengthen the national institutional framework for Environmental Governance” and its second component, “Capacity building at the island and communal level” should make it possible to achieve the objectives of SCADD and the environmental policy.

The project is aligned with the Itsandra Manifesto that the Government of Comoros signed in 2011, confirming its commitment to environmentally friendly economic growth. The Manifesto is the basis for the development of the 2015–2019 SCADD. The CCCD 5553 project, in its third component, "Public awareness and environmental education on the strategic value of decentralized governance of the global environment through new and improved strategies of regional approaches to sustainable development" should promote sustainable development and to better mainstream environmental issues in development activities.

The CCCD 5553 project, in its component 2, "Capacity building at the island and commune level" is in line with the national forest development policy and the Priority Action Plan for Forestry Development, adopted in 2011 and which aim to improve forest knowledge and the application of land use, sustainable management and resource conservation plans.

Finally, the project is in line with the National Agricultural Strategy (adopted in 1994 and revised in 2001), whose general objective is to increase the incomes of smallholders as part of a poverty reduction programme. It is being implemented through six specific objectives, including objective 4, on the creation of an environment conducive to development agriculture, and objective 5, on the conservation of the natural resources. Objective 5 more specifically covers aspects related to the sustainable use of productive resources, such as soil fertility management and the fight against land degradation.

### **3.3.2 The “b” factor: Alignment with UNDP, GEF and UNDAF strategic direction**

The CCCD 5553 project is in line with the UNDAF 2015–2019. In particular, through its activities to build capacities, reforest and strengthen the institutional framework, it contributed to the following outcomes of the UNDAF:

Outcome 1: The populations, especially the most disadvantaged, implement sustainable, innovative, inclusive, diversified economic activities that generate income and decent jobs

Outcome 3: State and non-state institutions exercise better political, administrative, and economic governance, in line with human rights and resilience practices.

Outcome 4: The most vulnerable populations ensure their resilience to climate change and crises.

The project is in line the UNDP Strategic Plan, specifically with regard to Output 1: Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded

The project is aligned with the objectives (priorities) of the GEF in terms of adaptation to climate change since the activities carried out in the various intervention sites have contributed to:

- improving an agro-ecological systemic flow;
- supporting the livelihoods of local communities in coping with climate change;
- reducing pressures on the natural resources (reforestation) caused by competing land uses in larger landscapes;
- increasing the adaptive capacity of the different communities at the intervention sites.

### 3.3.3. The “c” factor: Coherence of the CCCD 5553 project with the post-Rio Conventions

The project is in line with the provisions of the three post-Rio Conventions, namely: the Convention to Combat Desertification (CCD), the Convention on Biological Diversity (CBD) and the United Nations Framework Convention on Climate Change (UNFCCC).

Indeed, some project activities such as soil conservation/restoration techniques, reforestation, and capacity building in environmental management will contribute to achieving the objectives of the three Rio Conventions.

### 3.3.4 The “d” factor: Alignment with the SDGs

This project contributed to the Sustainable Development Goals (SDG) 13 and 15, respectively: “Take urgent measures to combat climate change and its impact” and “Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.”

### 3.3.5 Rating according to the relevance criterion

Concretely, for the relevance criterion, the indicator, "relevance coefficient" (RC) was used. It breaks down into four factors (a, b, c, d), and is rated on a scale of 1 to 6. It will therefore be calculated as follows:

Factors assessing the relevance of the project	Rating
The “a” factor: Coherence with national priorities	2/2
The “b” factor: Alignment with the strategic direction of UNDP, GEF and UNDAF	2/2
The “c” factor: Coherence of the CCCD 5553 with the post-Rio Conventions	1/1
The “d” factor: Alignment with the Sustainability Development Goals (SDGs)	1/1
Overall score	6/6

The relevance coefficient (CR) was thus obtained as follows:

$$CR = 2 + 2 + 1 + 1 = 6/6.$$

Given the 6/6 score, it can be concluded that the CCCD 5553 project had a highly satisfactory level of relevance.

## 3.4. ANALYSIS OF PROJECT EFFECTIVENESS

To measure the effectiveness of the project, it was necessary to establish the relationship between forecasts and achievements, and, moreover, to analyse how the project managed the health situation of COVID-19, and how it managed the risks.

Accordingly, three assessment factors were used to analyse the level of effectiveness of the implementation of the CCCD 5553 project. These three factors are described below.

### **3.4.1. The “a” factor: Extent of activity implementation and achievement of objectives**

#### **Component 1**

The process has begun of updating the framework law. Implementing legislation for application of the laws on the environment, the forests and plastic bags will be drafted and will end in December 2021.

The revision of the National Environmental Policy began at the beginning of October 2021. This policy will thus take into account the concerns of the three Rio Conventions in order to improve global environmental governance. The process will end in November 2021.

The institutional framework of the Directorate General of Environment and Forests (DGEF) is being revised to take into account the obligations of the global environment. The process should end in November 2021.

Training was carried out and other training is planned during the remaining months of the project in order to disseminate good practices and lessons learned.

There were difficulties in developing a resource mobilization strategy due to the challenges caused by the pandemic.

However, a fundraising strategy is being initiated at the ministerial level through the operationalization of the Comoros Environmental Fund (FEC) If this process is successful, it will be possible to ensure the sustainability of project activities.

It is estimated that, at the end of the project, the end of December 2021. The overall implementation rate of Component 1 activities will be 99.5 percent.

#### **Component 2**

A communal consultative framework supported by environmental management bodies at the communal level is being set up. These bodies will allow for an effective integration of the Rio Conventions in the planning of their activities. This will be completed in November 2021.

Training courses for mayors have been organized to better support them in fulfilling the objectives of the Rio Conventions into their planning instruments. They have been initiated and will be completed in November 2021.

A geo-referenced map on the state of deforestation and land clearing, as well as the priorities of the sites to be reforested, will be produced during the remaining duration of the project. The Ministry of the Environment supported the project by: (i) setting up a multisectoral coordination body. The Project Coordination ensures that this activity will be effective in October 2021; (ii) preparing the ToR for the focal points of the Rio Convention. This activity will also be effective

in October 2021; and (iii) collaborating with the Ministry for establishing a database for the environment sector.

The project contributed to the implementation of the SDGs through support to the National Assembly's Commission for the Environment and of the SDGs, and the establishment of an SDG Commission by and for the students of the University of Comoros.

The project supports the monitoring and evaluation department of the Ministry through the establishment and operationalization of a database of the Ministry of Agriculture, Fisheries, Environment, Energy, Industry and Crafts, and the Comorian Agency for International Cooperation (ACCI) including the definition of a production baseline. Environmental, agricultural and fisheries data as part of the monitoring of the Rio Conventions and the related SDGs will be effective by 31 December 2021.

The implementation of carbon sequestration initiatives (urban reforestation) included in the PDC of the Pilot Commune of Moroni is underway and will be effective in December 2021.

In addition, other local development activities related to the biosphere of the island of Mohéli (recognized as a UNESCO World Biosphere Reserve) will be carried out in November 2021 and included in the biosphere management plan.

The overall implementation rate of Component 2 activities is estimated, at the end of the project, at the end of December 2021, at 99.5 percent.

### **Component 3**

Between February and September 2020, the project team carried out information and awareness-raising activity for stakeholders in the 54 communes of the three islands on the importance of decentralizing global environmental governance and on the links between environmental conservation and socio-economic development.

Other activities are planned to be carried out on the island of Mohéli: (i) promoting the biosphere reserve through the creation of an Internet site and a Facebook page; and (ii) producing and distributing photos, documentaries and audio-visual programmes on the biosphere reserve. These activities will be effective in November 2021.

Several articles have been published on project activities and the three Rio Conventions. A report on each of the Conventions has been prepared and published. These documents and the Project Implementation Reports (PIRs) have been uploaded on the Project Information Management System (PIMS) platform. Publications have been issued for each project activity, such as the steering committee, meeting on validating the reports, training courses, etc.

The project team produced several radio and television programmes throughout the project. For each activity, the team invited the media to write about them in the newspaper or broadcast them on their radio and television networks.

Since there are environmental modules produced by the Ministry and disseminated in some schools, the Ministry suggested to carry out more concrete actions through three educational institutions. Thus, reforestation activities in these institutions were carried out during the second quarter of 2021. These activities are considered to be educational and didactic supports for the students. Urban reforestation has begun in the capital of Moroni and will continue until December 2021.

The overall implementation rate of the activities of the entire CCCD 5553 project is estimated, at the end of the project, at the end of December 2021, at 99.6 percent.

#### **3.4.2 The “b” factor: Management in the context of COVID-19**

This refers to knowing to what extent the COVID-19 pandemic affected the achievement of project outcomes and objectives, and how the project adapted to them.

Progress in project implementation has been significantly slowed due to lockdowns related to COVID-19 and restrictions on island, international and domestic travel, especially activities requiring international expert missions. However, the project team continued to focus on completing activities that could be managed despite the challenges of COVID-19, such as: (i) the revision of the National Environmental Policy (PNE) and the Framework Law on the Environment (LCE); (ii) the establishment of a communal consultative framework with support to environmental management bodies at the communal level; and (iii) capacity building at the various levels of government to better guide them in integrating the objectives of the Rio Conventions into their planning instruments. The project has developed a revised plan to complete critical activities and has been granted an extension at no cost, extending the closing date to 31 December 2021 to implement the plan. In the revised plan, the pending activities that are aligned with each other have been grouped into four components. Each component

has been assigned to national or international consultants so that all key components are implemented in parallel and that the strategic outcomes are achieved before project closure. Finally, since the operational closing date of the project is 31 December 2021, the Terminal Evaluation process has been launched so that the consultant is able to fully engage with the project teams and other stakeholders in order to fully understand the project outcomes and experiences, so lessons and best practices can be shared.

### 3.4.3 The “c” factor: Risk management

This refers to how the risks have been managed, and how the risk mitigation strategies have been effective.

From the start of the project, potential risks and their mitigation measures were identified and placed on the UNDP financial platform (Atlas). It appeared that no major complications related to these risks were identified. For example, there was the political risk associated with “frequent turnover of officials and lack of qualified personnel”, which could lead to delays in implementation and hinder the achievement of project outcomes. To face this risk, the project opted for the involvement of a large number of officials in implementing the activities. At this stage of project implementation, this measure has proven to be effective.

### 3.4.4 Rating according to the effectiveness criterion

For the effectiveness criterion, the consultant used the "effectiveness coefficient" (EFC). This coefficient breaks down into three factors (a, b, c), as specified above. It is rated on a scale of 1 to 6, and is calculated as follows:

Factors assessing the level of project effectiveness	Rating
The “a” factor: Extent of activity implementation and achievement of objectives	1.5/2
The “b” factor: Management of COVID-19	1.5/2
The “c” factor: Risk management	1.5/2
Overall score	4.5/6

The effectiveness coefficient (EFC) will be thus obtained as followed:

$$EFC = 1.5 + 1.5 + 1.5 = 4.5/6.$$

Given the overall score of 4.5/6, it can be concluded that the implementation of the CCCD 5553 project was carried out with a satisfactory level of efficiency.

## 3.5 ANALYSIS OF PROJECT EFFICIENCY

The project's efficiency was assessed by analysing the relationship between the outcomes obtained, on the one hand, and, on the other hand, the means used and the procedures employed. Accordingly, efficiency will be analysed on the basis of the following three assessment factors:

### 3.5.1. The “a” factor: Rationale in financial execution

The estimated project budget from GEF, UNDP and the Government (in kind) has been effectively mobilized. The resource mobilization rate is therefore 100 percent.



The mobilized budget was almost entirely spent. The financial execution rate was 98 percent. This rate should be compared to the activity completion rate, which was 99.6 percent, roughly equivalent to the latter. Hence, the project completion aligned with budget spent.

### **3.5.2 The “b” factor: the accounting and financial audits**

A financial audit was carried out by the firm Pluri Expertise Bénin, covering the 2017–2018 period

The firm arrived at the following conclusions:

The firm’s opinion. The statement of expenditure faithfully presents, in all its significant aspects, the expenditure amounting to US\$459,848.53 incurred by the project no. 00095366. "Strengthening the capacities of multisectoral, coordinated and decentralized management of the 'environment to achieve the objectives of the Rio Conventions in the Union of the Comoros" for the 2017 and 2018 financial years, in accordance with the agreed accounting rules and the note to the statement, and were: (i) in line with the budgets of the approved projects; (ii) in line with the approved purposes of the project; (iii) in line with relevant UNDP rules and regulations, policies and procedures; and (iv) supported by duly approved receipts and other supporting documents.

The basis of the firm’s opinion: We conducted our audit in accordance with International Standards on Auditing (ISA). Our responsibilities under these provisions and standards are further described in the auditor's responsibilities for verifying the statement of expenditure in our report. We are independent from UNDP in accordance with the Code of Ethics for Professional of the International Ethics Standards Board for Accountants (IESBA code), and we have fulfilled our other ethical responsibilities in accordance with this code. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

The Cabinet's assessment of the project's accounting management is positive. However, it should be noted that there was no audit for the 2019–2021 period.

### **3.5.3 The “c” factor: The rational use of time and human resources**

The project experienced a start-up delay. In addition, the implementation of activities was delayed with the advent of COVID-19. This required a six-month extension, at no cost, extending the closing date of the project to the end of 31 December 2021, and not 30 June 2021.

The project team was minimal: one coordinator, a national director and support staff. An administrative and financial agent was engaged for one year, in 2018. Hence, it can be said that human resources were rationally used.

### **3.5.4. Rating according to the efficiency criterion**

For the project efficiency criterion, the indicator " efficiency coefficient" (EFC) was used. It takes into account three factors, as specified below:

Factors for assessing project efficiency	Rating
The “a” factor: The financial execution of the project	1.5/2
The “b” factor: The accounting and financial audits of the project	1.5/2
The “c” factor: The rational use of time and human resources	1.5/2

Overall score	4.5/6
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The EFC is thus calculated as:  $CoE = 1.5 + 1.5 + 1.5 = 4.5/6$

Given this overall score of 4.5/6, it can be concluded that the project was implemented at a satisfactory level of efficiency.

### 3.6 THE OUTCOMES AND IMPACTS OF THE PROJECT

The outcomes/impacts are measured through interviews and literature review. In particular, the direct and indirect beneficiaries of the project were interviewed to find out about the impact of the activities carried out on their living conditions.

The analysis of the outcomes and impacts of the project was based on the following three assessment factors.

#### 3.6.1. The “a” factor: "Strengthening the national institutional framework to improve environmental governance"

Governance of the environment sector has been improved and strengthened with the updating of the national environmental policy and the framework law on the environment, taking into account the three Rio Conventions.

#### 3.6.2 The “b” factor: Strengthening capacities at the island and the commune level

There was a clean understanding of the need to integrate the objectives of the three Rio Conventions into the communal development plans (PDCs), through training provided for the communes

Environmental, agricultural and fisheries data were provided through a database set up at the Ministry of Agriculture, Fisheries, Environment, Energy, Industry and Crafts.

#### 3.6.3 The “c” factor: Better environmental knowledge of the populations

The Mohéli Biosphere Reserve is better known to the populations due to communication, information and awareness activities

Knowledge of the three Rio Conventions has improved among the population through information and awareness campaigns.

The environment in some areas of the capital has been restored through reforestation activities.

#### 3.6.4 Rating according to the outcomes/impacts criterion

For the outcomes/impacts criterion, the consultant used the "outcomes/impact coefficient" (OIC). This coefficient breaks down into three factors (a, b, c), as specified below. It is rated on a scale of 1 to 6, and is calculated as follows:

Factors for assessing the outcomes/impacts of the project	Rating
The “a” factor: "The “a” factor: "Strengthening the national institutional framework to improve environmental governance"	1.5/2
The “b” factor: Strengthening capacities in the islands and the communes	1.5/2

The “c” factor: Better environmental knowledge of the populations	1.5/2
Overall score	4.5/6

The outcomes/impacts coefficient (OIC) was thus obtained as follows:

$$CE = 1.5 + 1.5 + 1.5 = \text{or } 4.5/6$$

Based on this overall rating of 4.5/6, it can be concluded that the project was implemented with a satisfactory level of achievement of outcomes and impact.

### **3.7 ASSESSING OF PROJECT SUSTAINABILITY**

The analysis of the level of mainstreaming the sustainability dimension was based on the following three assessment factors:

#### **3.7.1 The “a” factor: Level of sustainability of the tools proposed by the project**

The PNE and the Environmental Framework Law are tools designed for the medium and long term, and are valid for the next 10 to 20 years.

The capacity development plan is valid for the next five years.

The three Conventions and the communal consultation framework focal points have been set up for the long term.

#### **3.7.2 The “b” factor: The importance of training and information activities**

The mayors have benefited from several information and awareness sessions, and training will be provided in November to develop five-year communal development plans.

Component 3 is entirely dedicated to awareness-raising, information and communication.

Around 100 journalists from the three islands have received environmental training.

#### **3.7.3 The “c” factor: the replicability of the project**

The project's training and learning-by-doing exercises, complemented by the testing of good practices and methodologies for monitoring and mainstreaming the Rio Conventions, will provide a basis for a robust assessment of long-term initiatives. By building institutional and technical capacity, the replicability and scaling up of the project strategy in future pilot projects will be greatly enhanced, and the learning curve considerably reduced. In addition, the project plans activities to draft an annex to the decree, catalysing the integration of the Rio Conventions. In indeed, this annex is a roadmap for implementation, replication and scaling up capacity.

The replication and expansion of project activities are further enhanced by the large number of stakeholders involved in the project has. This entails working with NGOs and civil society organizations that have a strong presence and voice in local communities and/or actively support related capacity-building work.

### 3.7.4 Rating according to the sustainability criterion

For the sustainability criterion, the consultant used the indicator "sustainability coefficient" (SC). This coefficient breaks down into three factors (a, b, c). It is rated on a scale of 1 to 6, and is calculated as follows:

The factors for assessing the level of project sustainability	Rating
The "a" factor: Level of sustainability of the tools proposed by the project	2/2
The "b" factor: The importance of training and information activities	1.5/2
The "c" factor: The replicability of the project	0.5/2
Overall score	4/6

The sustainability coefficient s (SC) was thus obtained as follows:

$$CD = 2 + 1.5 + 0.5 = 4/6.$$

Given this overall rating of 4/6, we can conclude that the CCCD 5553 project has a satisfactory level of mainstreaming the sustainability dimension.

## 3.8 ASSESSING THE LEVEL OF MAISTREAMING THE GENDER DIMENSION

The analysis of mainstreaming the gender dimension by the CCCD 5553 project was carried out on the basis of two assessment factors.

### 3.8.1 The "a" factor: Mainstreaming the gender dimension in the ProDoc.

The CCCD 5553 ProDoc fully took into account the gender dimension. Indeed, according to the ProDoc: "Gender issues will be one of the social issues that will be monitored throughout project implementation. The project design and implementation will ensure both an adequate balance of participation in the project, and the equitable distribution of benefits. Additionally, to help ensure that gender does not become a marginalized issue, gender sensitive indicators to be monitored per good practice." [...] "At the time of project initiation, UNDP gender markers will be tracked. These will be tracked on an annual basis as part of the Annual Progress Report and the Project Implementation Review (PIR). Other gender-relevant markers will be identified and tracked as appropriate:

- Total number and percentage of full-time project staff who are women
- Total number and percentage of Project Steering Committee members who are women
- The number and percentage of jobs created by the project that are held by women
- Total number and percentage of women who are actively engaged in substantively in learning-by-doing workshops, dialogues, and key consultations and meetings.

The UNDP gender classification places the CCCD 5553 project in category 2.

### 3.8.2 The "b" factor: Mainstreaming the gender dimension in choosing project beneficiaries

During the project, women were the primary project beneficiaries, as shown in the examples below:

The project organized training for journalists, 40 percent of whom were women. The consultants recruited for specific studies were women. A female consultant was chosen to proofread the PNE. The project has established partnerships with two women NGOs. Also, a woman was recruited, for a year as the administrative assistant of the project. The ongoing review of the PNE and the Framework Law on the Environment takes gender into account. Similar, the capacity-building plan for coordinated, decentralized and multisectoral environmental management took gender into account.

### 3.8.3 Rating according to the gender criterion

For the gender mainstreaming criterion, the consultant used the gender coefficient (GC) indicator to measure and assign a score, on a scale of 1 to 6, as shown in the table below:

The factors assessing the mainstreaming of the gender dimension	Rating
The “a” factor: Degree of mainstreaming the gender dimension during the design/formulation of the project	2.5/3
The “b” factor: Mainstreaming the gender dimension in choosing project beneficiaries	2/3
Overall score	4.5/6

$$CG = 2.5 + 2 = 4.5/6.$$

Given this rating of 4.5/6, it can be concluded that the CCCD 5553 project has a satisfactory level of gender mainstreaming.

## IV- MAIN CONSTRAINTS

The main constraints encountered during the project implementation were the lack of skills and expertise in the communal administration to implement the projects and capitalizing on the support provided by the development partners, etc.

The CCCD 5553 ProDoc had shortcomings that had to be corrected before starting activities, resulting in delay of almost one year.

The revision 2021 budget was a lengthy process, which caused a delay in the implementation of activities.

The COVID-19 pandemic had a negative impact on the progress of activities, causing delays, particularly with the restriction of international travel, the distancing measures to be respected, and the limited face-to-face meetings, etc.

## V- LESSONS LEARNED

The main lessons learned are as follows:

The effective involvement of the beneficiary populations when developing the projects, during its implementation, and for decision-making and making choices allows for better efficiency in

carrying out activities, and are conducive to ownership and sustainability of achievements at the end of the project.

Avoid projects that are too abstract, consisting solely of studies and the development of policies and strategies, without having a direct impact on the lives of the beneficiary populations, at the risk of being rejected by the populations.

There is the need to have an administrative and financial agent for any project with a budget exceeding US\$1 million.

## **VI- GOOD PRACTICES**

The main good practices were as follows:

The concrete support provided to the communes is greatly appreciated and is conducive to the ownership of projects by the beneficiary populations.

The training of journalists led to the creation of an association of journalists.

Involving women in project implementation: CCCD 5553 is the only UNDP project coordinated by a woman. Five female consultants were recruited for the implementation of the project, and two assistants were assigned to the project by the national project management.

## **VII- RECOMMENDATIONS**

The following key recommendations are proposed for further action by UNDP, the GEF and the Government of Comoros.

### *Recommendations for UNDP, the GEF and other technical and financial partners*

- 1) Plan a third phase of the CCCD 5553 project in order to consolidate the achievements of the CCCD 5553 project, and implement the capacity-building plan and the National Environment Policy (PNE), which were developed during the second phase.
- 2) Ensure that the project management units are fully staffed, with all the required skills, such as administrative and financial officers, and monitoring, evaluation and reporting officers for projects with budgets greater than or equal to US\$1 million.

### *Recommendations for the Government*

- 3) Further strengthen South-South cooperation for a better sharing of lessons learned and knowledge on the environment.
- 4) Introduce environmental education, in particular, educational and didactic manuals in primary school education in order to make children aware of environmental issues very early on.
- 5) Involve the agricultural departments in environmental projects in order to promote sustainable agriculture and agroforestry

## VIII- THE ACTION PLAN FOR THE IMPLEMENTATION OF RECOMMENDATIONS

Recommendations	UNDP Comments	Activities to be planned to implement the recommendations	Target dates	Responsible entities	Implement-ation status
Plan a third phase of the CCCD 5553 project in order to consolidate the achievements of the CCCD 5553 project, implement the capacity-building plan and the National Environment Policy (PNE), which were developed during the second phase.	UNDP takes due note of this recommendation and will examine the possibility of initiating a third CCCD phase, depending on the resources available and possible synergies with other public development partners operating in the same sector.	<p>Prepare ProDocs with concrete content</p> <p>Mobilize funding for these projects</p> <p>Implement these projects</p>	January 2022	<p>Technical and financial partners (TFPs)</p> <p>The Government of Comoros</p>	The implementation of the Capacity Development Plan began through the project's 2021 Annual Work Plan. A third phase of the project can facilitate the acceleration of the implementation of the entire Plan.
Ensure that project management units are fully staffed, with all the required skills, such as administrative and financial officers, and monitoring, evaluation and reporting officers for projects with budgets greater than or equal to US\$1 million.	UNDP takes due note of this recommendation. However, it should be highlighted that most projects	<p>Ensure a fully staffed management unit for the ProDocs</p> <p>Provide the required staff</p>	January 2022	Government of Comoros and TFPs	Imple-mentation has not begun

	implemented by UNDP have an administrative and financial assistant who takes care of the financial management component of the project.	Provide funding for the project management unit			
Further strengthen South-South cooperation for a better sharing of lessons learned and knowledge on the environment.	South-South cooperation is a principle enshrined in the UNDP development approach and the Country Office attaches particular importance to it.	Identify the countries and lessons learned to be shared.  Identify the beneficiaries of this exchange  Mobilize the necessary financial resources	June 2022	Government of Comoros and TFPs	Implementation has not begun
Introduce environmental education, particularly educational and didactic manuals, in primary school education, in order to make children aware of environmental issues very early on.	UNDP will explore the possibility of introducing environmental education and awareness interventions into other projects being implemented.	Develop the content of environmental education  Train the trainers  Produce educational tools	June 2022	Government of Comoros	Implementation has not begun



<p>Involve agricultural departments in environmental projects to promote sustainable agriculture and agroforestry</p>	<p>These activities are already being carried out in other projects. However, due to their importance, they could be considered in a next phase of the project.</p>	<p>Include the agricultural departments when designing environmental projects.</p> <p>Mobilize financing for these projects.</p>	<p>January 2022</p>	<p>TFPs and the Government of Comoros</p>	<p>Implement-ation has not begun</p>
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## **ANNEXES**

- Annex A: Project Logical Framework
- Annex B: List of documents to be reviewed and list of document consulted
- Annex C: Content of the Terminal Evaluation Report
- Annex D: Evaluation Criteria Matrix template
- Annex E: List of persons interviewed
- Annex F: The questionnaires for interview
- Annex G: TE Rating Scales
- Annex H: Terms of Reference for the Terminal Evaluation
- Annex I: TE Audit Trail
- Annex J: UNEG Code of Conduct for Evaluator
- Annex K: TE Report Clearance Form

## Annex A. Project Logical Framework

This project will contribute to the Sustainable Development Goals (SDG) 13 and 15, respectively: “Take urgent measures to combat climate change and its impact” and “Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.”

This project will contribute to the following outcomes included in the country programme document /UNDAF: Outcome 1: The populations, especially the most disadvantaged, implement sustainable, innovative, inclusive, diversified economic activities that generate income and decent jobs. This will directly contribute to the Government's goal of managing the natural resources and forests; Outcome 3: State and non-state institutions exercise better political, administrative, and economic governance, in line with human rights and resilience practices. This outcome will directly contribute to the objective of axis 4 of the *Stratégie de croissance accélérée et de développement durable* (SCADD, Comoros Poverty Reduction and Growth Strategy): "Strengthen governance and institutional and human resilience". The focus here will be on governance in the consolidation of democracy and peace, institution building, rule of law, local administrative governance, and the promotion of basic development; and Outcome 4: The most vulnerable populations ensure their resilience to climate change and crises.

The project will be linked to the following outcome of the UNDP Strategic Plan, Output 1: Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded.

	Objective and Outcome Indicators	Baseline	End of project	Sources of information	Risks/ assumptions
Project objective:	The national institutional framework for environmental governance is improved	Requirements of the Rio Conventions are not adequately incorporated in	New instruments and tools strengthen the national institutional framework for	Meeting Minutes <sup>1</sup> Working group and workshop reports and products <sup>2</sup>	Political commitment of key agencies and stakeholders remain high Comoros' environmental management regime will allow implementation arrangements and

<sup>1</sup> Meeting minutes includes records of key meetings such as local, regional and national consultations regarding inputs on the design and implementation of the relevant output and associated activities. Meetings may be individual or group meetings, with government officials or non-state stakeholders.

<sup>2</sup> These will include a list of all workshop and working group participants

<p>To strengthen capacities for multi-sectoral, coordinated, and decentralized management of the environment to achieve the objectives of the Rio Conventions.</p>	<p>Global environmental governance is decentralized Awareness of global environmental values and knowledge management has increased</p>	<p>communal development planning Decentralization is being hampered by legal, financial, and institutional barriers</p>	<p>environmental governance, coordination, and resource mobilization The three mainstreamed communal development plans (PDCs) have been piloted Awareness of global environmental values is increased across the country</p>	<p>UNDP quarterly progress reports Annual progress report Independent final evaluation report Rio Convention national reports and communications The GEF's Cross-Cutting Capacity Development Scorecard</p>	<p>activities to adapt to changing political scenarios, decision-makers, and stakeholder representation. Internal resistance to change can be mitigated Government stands by its intentions and priorities Catalysing Comoros' devolution of power for the management of the global environment together with addressing local and regional socio-economic priorities through decentralization will help ensure that the requirements of the most vulnerable groups in society, such as women, youth groups and the traditional communities are incorporated in decision-making and programme design Frameworks developed by the project are politically, technically, and financially feasible</p>
<p>Component/ Outcome 1 Strengthen the national institutional framework for environmental governance</p>	<p>The national institutional framework for environmental governance is strengthened through new instruments and tools</p>	<p>Capacity of the main stakeholders is low and responsibilities are dispersed over many actors</p>	<p>New and improved legislative and regulatory instruments approved</p>	<p>Analysis of capacities Tools on decentralization By-laws</p>	<p>The right representation from the various government ministries, departments, and agencies participate in project activities The approval process is transparent and deemed valid by all stakeholders Institutions and working groups are open to change</p>
	<p>The consultative and decision-making processes is strengthened</p>	<p>Although the Government has established the CNDD, it has met only once Unlike the National Commission, the General Planning Commission meets regularly and as a commission under the authority of General Secretariat, is actively</p>	<p>Institutional mandates to facilitate and catalyse long-term action to meet global environmental obligations are updated</p>	<p>Finalized programme Memoranda of Understanding Meeting minutes Working Group and workshop reports and products</p>	<p>Institutions and workings groups are open to proposed coordination agreements and there is no active institutional resistance Agreement to cooperate on modifying existing mandates and authorities on legislative oversight is realistic The right representation from the various government ministries, departments, and agencies participate in project activities</p>

		involved in coordination Despite this Commission, there is a need for greater coordination between the national and island levels			
	Technical capacities for mainstreaming and monitoring are developed	There is a lack of human skills and inadequate financial resources.	Training programme based on the results and lessons learned	Assessment of technical training needs Baseline and end-of-project surveys on technical capacities Training programme Meeting minutes Feedback evaluations Training manual	Analysis is deemed legitimate, relevant, and valid among all key stakeholder representatives and project champions The various government authorities maintain commitment to the project and are open to change Best practices and lessons learned from other countries are appropriately used
	A feasible resource mobilization strategy is developed	Adequate long-term financing is not accessible to ensure the institutional sustainability of project outcomes	New and alternative financial resources have been mobilized/secured to ensure the day-to-day administration beyond project closure for at least five years by month 44	Meeting minutes Tracking and progress reports Working group and workshop reports and products Workshop materials and attendance lists Resource mobilization strategy	Any political or institutional barriers to the necessary resource mobilization are effectively negotiated and resolved by month 36
Component/ Outcome 2 Decentralization of global environmental governance	The legal decentralization framework is strengthened	There is strong government commitment to decentralization.  The decentralization process is facing many problems including a weak link between the	Local regulatory instruments to implement the Rio Conventions through PDCs	Policy and institutional analysis Meeting minutes Working Group and workshop reports and products Assessment reports Guidelines Pilot demonstrations	Institutions and working groups are open to change Members of the technical committees will be comprised of proactive experts and project champions Analyses are deemed legitimate, relevant and valid among all key stakeholder representatives and project champions

		policy of devolution and decentralization, a limited budget, and the confusion between the rights of the communality and the communities			The approval process is transparent and deemed valid by all stakeholders
	The global environment is integrated in local targeted institutional reforms development planning	Although, the government is supporting global environmental and local concerns in reforms, there is still a need for greater mainstreaming	New and improved decision-making procedures Guidelines to support the operationalization of the <i>Stratégie de croissance accélérée et de développement durable</i> (SCADD, Comoros Poverty Reduction and Growth Strategy)	Institutional assessment of PDCs. Guidelines New procedures Workshop minutes	The right representation from the various government ministries, departments, and agencies participate in project activities Institutions and workings groups are open to reforms, and there is no active institutional resistance There is no conflict of interest between the adoption of new and alternative best practices for mainstreaming global environmental obligations into PDCs with those practices that are already institutionalized within key planning agencies
	Existing environmental databases and information management systems are strengthened	The environmental information system is incomplete. There is a lack of up-to-date, reliable, information to ensure sustainable management of natural resources.	Improved data and information management arrangements	Assessment reports Training courses	New data and information management arrangements are deemed valid and are supported by stakeholders Stakeholders will actively participate in learning-by-doing training workshops
	Monitoring and compliance arrangements are improved	There is an absence of a system for monitoring and evaluation	Improved monitoring and compliance reforms Guidelines for coordinated monitoring and compliance Implementation of select monitoring and compliance reforms	SWOT and gap analysis report	Members of the technical committees will be comprised of proactive experts and project champions Analyses are deemed legitimate, relevant, and valid among all key stakeholder representatives

	Pilot demonstrations are conducted	Sector development plans do not adequately reflect Rio Conventions and environmental considerations	Demonstration and piloting of plan with integrated environmental-development best practices that reflect global environmental priorities and the post-2015 Sustainable Development Goals	Pilot plan Meeting minutes Lessons learned report Working Group and workshop reports and products	The Plan developed by the project is politically, technically and financially feasible Institutions and working groups are open to change Members of the technical committees will comprise proactive experts and project champions
Component/Outcome 3 Awareness of global environmental values and knowledge management is increased	Stakeholder dialogues on the value of Rio Conventions	The population in rural areas do not have an adequate understanding of global environmental issues Although many stakeholders are aware of the global environmental issues, they do not use the available information for decision-making or developing strategic documents Currently, there is insufficient understanding of the value that the Rio Conventions can contribute to national socio-economic development by facilitating environmentally sound and sustainable development	A statistical analysis of baseline and end-of-project awareness indicates that stakeholders' knowledge and the linkage between global environmental conservation and sustainable socio-economic development have improved by at least 15 percent	Working Group and workshop reports and products, including a public awareness strategy and programme Workshop and dialogue registration lists Meeting minutes Tracking and progress reports Reports on social media indicators, e.g. website updates and unique site visits Baseline awareness report	The various government authorities their maintain commitment to the project Survey respondents contribute their honest attitudes and values Survey results will show an increased awareness and understanding of the Rio Conventions' implementation through national environmental legislation over time Changes in awareness and understanding of Rio Convention mainstreaming can be attributed to project activities (survey questionnaire can address this issue) Private sector representatives are open to learn about Rio Convention mainstreaming values and opportunities, and will actively work to support project objectives Internal resistance to change can be mitigated

	Brochures and articles on the Rio Conventions are published	<p>There is limited awareness of linkages between poverty, the environment and social unrest</p> <p>The population in rural areas do not have an adequate understanding of global environmental issues</p> <p>At present, there is insufficient understanding of the value that the Rio Conventions can contribute to national socio-economic development by facilitating environmentally sound and sustainable development</p>	At least 12 articles on the relevancy of the Rio Conventions to Comoros' national socio-economic development are published at least every three months with the first by month 3	Published articles Published brochures	Articles published in the popular media will be read and not skipped over Brochures will be read and the content absorbed
	Public service announcements (PSAs) on environmentally friendly behaviour are aired	<p>The general public in Comoros remains generally unaware or unconcerned about the contribution of the Rio Conventions to meeting and satisfying local and national socio-economic priorities</p> <p>There is a limited awareness of linkages between poverty, the environment and social unrest</p>	At least 5 airings of the PSA on television and at least 20 airings of the PSA on radio both by month 46	PSAs	PSAs will be listened to and not skipped over The content of the PSAs will be absorbed



	<p>Educational curricula is improved</p>	<p>Despite the availability of scientific knowledge, the data are not sufficiently used in the formulation of strategies or policy instruments There are efforts being undertaken by NGOs and international development partners to improve education.</p>	<p>An education module is prepared and implemented by civil servants and schools</p>	<p>Working Group and workshop reports and products, including an education module Meeting minutes Tracking and progress reports Participant registration lists Civil servant and university awareness modules and accompanying lecture materials</p>	<p>Awareness modules will be popular with teachers and with students and their parents Awareness modules will be effective Awareness modules will be popular with civil servants</p>
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## Annex B. List of documents to be reviewed and list of documents consulted

1	Project Identification Form (PIF)
2	Project document and relative annexes
3	Letter of endorsement
4	UNDP Social and Environmental Screening Procedure (SESP) and associated management plans (if any)
5	Inception Workshop Report
6	All Project Implementation Reports (PIRs)
7	Minutes of Project Board Meetings and of other meetings (i.e. Project Appraisal Committee meetings)
8	Financial data, including actual expenditures by project outcome, including management costs, and including documentation of any significant budget revisions
9	Co-financing data with expected and actual contributions broken down by type of co-financing, source, and whether the contribution is considered an investment mobilized or recurring expenditures
10	Audit reports
11	Electronic copies of project outputs (booklets, manuals, technical reports, articles, etc.)
12	Summary list of formal meetings, workshops, etc. held, with date, location, topic and number of participants
13	List of contracts and procurement items over ~US\$5,000 (i.e. organizations or companies contracted for project outputs, etc., except in cases of confidential information)
14	UNDP Country Programme Document (CPD)
15	List and contact details for project staff, key project stakeholders, including Project Board members, the Regional Technical Advisor, Project Team members, and other partners to be consulted
16	Project deliverables that provide documentary evidence of achievement towards project outcomes
17	Additional documents, as required

### List of documents consulted

ProDoc CCCD 5553, 2017, UNDP/Government of Comoros  
 Rapport d'activités 2017–2018 du projet CCCD 5553, 2018, UNDP/Project  
 Rapport d'activités 2019 du projet CCCD 5553, 2019, UNDP/Project  
 Rapport d'activités 2020 du projet CCCD 5553, 2020, UNDP/Project  
 Rapport de la SCADD, 2014, Government of Comoros  
 Rapport des OMD/ODD  
 Rapport PIR 2017–2018 du projet CCCD 5553, 2018, UNDP  
 Rapport PIR 2019 du projet CCCD 5553, 2019, UNDP  
 Rapport PIR 2020 du projet CCCD 5553, 2020, UNDP  
 Rapport d'audit financier 2017–2018; 2018; Consultancy firm Pluri Expertise Bénin  
 Rapport Comores Emergent; 2020, Government of Comoros

## **Annex C. Content of the Terminal Evaluation Report**

### **i. Page introduction**

- Title page
- Title of UNDP-supported GEF-financed project
- UNDP PIMS ID and GEF ID
- Terminal Evaluation timeframe and date of final Terminal Evaluation report
- Region and countries included in the project
- GEF Focal Area/Strategic Program
- Executing Agency, Implementing partner and other project partners
- Terminal Evaluation Team members

### **ii. Acknowledgements**

### **iii. Table of Contents**

### **iv. Acronyms and abbreviations**

#### **1. Executive Summary (3–4 pages)**

- Project Information Table
- Project Description (brief)
- Evaluation Ratings Table
- Concise summary of findings, conclusions and lessons learned
- Recommendations summary table

#### **2. Introduction (2–3 pages)**

- Purpose and objective of the Terminal Evaluation
- Scope
- Methodology
- Data collection and analysis
- Ethics
- Limitations to the Evaluation
- Structure of the Terminal Evaluation report

#### **3. Project Description (3–5 pages)**

- Project start and duration, including milestones
- Development context: environmental, socio-economic, institutional, and policy factors relevant to the project objective and scope
- Problems that the project sought to address, threats and barriers targeted
- Immediate and development objectives of the project
- Expected results
- Main stakeholders: summary list
- Theory of Change

#### **4. Findings (in addition to a descriptive assessment, all criteria marked with (\*) must be given a rating)**

##### **4.1 Project Design/Formulation**

- Analysis of Results Framework: project logic and strategy, indicators
- Assumptions and risks
- Lessons from other relevant projects (e.g. same focal area) incorporated into project design
- Planned stakeholder participation
- Linkages between project and other interventions within the sector

##### **4.2. Project Implementation**

- Adaptive management (changes to the project design and project outputs during implementation)
- Actual stakeholder participation and partnership arrangements
- Project Finance and Co-finance
- Monitoring & Evaluation: design at entry (\*), implementation (\*), and overall assessment of M&E (\*)
- UNDP implementation/oversight (\*) and Implementing Partner execution (\*), overall project implementation/execution (\*), coordination, and operational issues
- Risk Management, including Social and Environmental Standards (Safeguards)

#### 4.3. Project Results and Impacts

- Progress towards objective and expected outcomes (\*)
- Relevance (\*)
- Effectiveness (\*)
- Efficiency (\*)
- Overall outcome (\*)
- Sustainability: financial (\*), socio-economic (\*), institutional framework and governance (\*), environmental (\*), and overall likelihood (\*)
- Country ownership
- Gender equality and women's empowerment
- Cross-cutting Issues
- GEF Additionality
- Catalytic/Replication Effect
- Progress to Impact

#### 5. Main Findings, Conclusions, Recommendations and Lessons Learned

- Main findings
- Conclusions
- Recommendations
- Lessons learned

#### 6. Annexes

- Terminal Evaluation (TE) ToR (excluding ToR annexes)
- Terminal Evaluation Mission itinerary, including summary of field visits
- List of persons interviewed
- List of documents reviewed
- Evaluation Question Matrix (evaluation criteria with key questions, indicators, sources of data, and methodology)
- Questionnaire used and summary of results
- Co-financing tables (if not included in the body of the report)
- Terminal Evaluation Rating scales
- Signed Evaluation Consultant Agreement form
- Signed UNEG Code of Conduct form
- Signed Terminal Evaluation Report Clearance form
- Annexed in a separate file: Terminal Evaluation Audit Trail
- Annexed in a separate file: relevant terminal GEF/LDCF/SCCF Core Indicators or Tracking Tools, as applicable

## Annex D. Evaluation Criteria Matrix template

The table below describes guidelines for the evaluation questions requested by the project team as well as proposed methodology. The consultant must take these elements into account in preparing his/her technical proposal.

Evaluation Question	Indicators	Sources	Data collection method
Relevance: How does the project relate to the main objectives of the GEF Focal area, and to the environment and development priorities a the local, regional and national level?			
How and to what extent has the project contributed to raise awareness on the guidelines of the Rio Conventions on development?	The indicators of the project results framework Outcomes and outputs described in the ProDoc Activities described in the work plans	ProDoc Reports Project team and the key stakeholders	Interviews with the stakeholders Focus groups with the beneficiaries
How and to what extent will the activities, results, and outcomes of the project contribute to the GEF's strategic objectives?		GEF strategic documents Project document Reports	Analysis of documents Interviews
How and to what extent do the project activities contribute to the achievement of the results of the national adaptation plan and/or other national strategic documents?		National Development Plan of Comoros ProDoc Reports	Analysis of documents Interviews
How and to what extent does the project contribute to the achievement of the strategic objectives of the UNDP country office in Comoros described in its strategic documents?		UNDP strategic documents ProDoc Reports	Analysis of documents Interviews
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
Did the selected indicators effectively measure progress?	The indicators of the project results framework Results and outcomes described in the ProDoc Activities described in the work plans	ProDoc Reports Project team and stakeholders The data collected during the project	Analysis of documents Measure of progress through a qualitative methodology and

			triangulation with the indicators
To what extent has the COVID-19 pandemic affected the achievement of project outcomes and objectives?	The indicators of the project results framework Results and outcomes described in the ProDoc Activities described in the work plans	ProDoc Reports Project team and stakeholders The data collected during the project The actual timeline of the project	Analysis of documents Interviews
Were the planned activities of the project implemented in the past period?	Compliance with the programming of activities and the number of planned beneficiaries Compliance with the project timeline	ProDoc Reports Project team and stakeholders The data collected during the project The annual work plans The actual timeframe of the project	Analysis of documents Meetings Objective comparison between planned and implemented activities and planning methodology
Were the outcomes and objectives achieved?	Understanding of the awareness-raising and educational messages Understanding of global environmental issues by the general public Development of institutional and legal frameworks Planning, management and monitoring and evaluation of environmental issues at the institutional level	ProDoc Reports Project team and stakeholders The data collected during the project	Document analysis Interviews Focus groups Quantitative methods should be integrated as much as possible
How were the risks managed?	Quality and comprehensiveness of the risks and assumptions identified in the ProDoc	ProDoc Reports Project team and stakeholders	Analysis of documents Interviews
Have the risk mitigation strategies been effective?	Quality of the mitigation measures identified during the project and implemented		
<b>Efficiency: Was the project implemented efficiently, in line with international and national norms and standards?</b>			
Was the implementation and management of the project in line with the initial intervention logic? Have the results framework and work plans been monitored and used as an implementation tool?	Coherence of reports and respect of deadlines Existence of annual work plans and relevance of the chosen programming Results framework	ProDoc Reports Project team and stakeholders	Analysis of documents Interviews with the project team
Were the administrative and financial procedures followed in implementing the project, and were accurate financial and administrative data produced on time?	Availability and quality of financial reports Coherence of reports and respect of deadlines	ProDoc Administrative and financial documents Reports Project team and stakeholders	Analysis of documents and financial data Interviews with the project team
Were reporting procedures followed?	Availability and quality of financial reports Coherence of reports and respect of deadlines	ProDoc Reports Project team and stakeholders	Analysis of documents Interviews with the project team

Have co-financing and in-kind contributions been mobilized as planned?	Coherence of reports and respect of deadlines Comparison between the planned co-financing and the actual co-financing	ProDoc Administrative and financial documents Reports Project team and stakeholders	Analysis of documents and financial data Interviews with the project team
Have funds been available and disbursed as planned? Were the procurement procedures followed according to the procedures and did they contribute to the efficient use of project resources?	Coherence of reports and respect of deadlines Gap between the planned budget and the actual expenditure	ProDoc Administrative and financial documents Reports Project team and stakeholders	Analysis of documents and of financial data Interviews with the project team
	Quality and coherence of data entered in the integrated work plan and in Atlas Coherence between the monitoring plan of the ProDoc and the actual monitoring	ProDoc Reports All data produced by the project Monitoring tables Project team and stakeholders	Analysis of documents Interviews with the project team
Has the monitoring and evaluation system been satisfactorily designed and deployed? Was the application of the "results-based management" method effective and efficient? Has adaptive management been used? Have the chosen adaptation strategies been efficient? Have they improved efficiency in implementation?	Quantity and quality of changes made to the actual implementation with respect to the ProDoc	ProDoc Reports Annual work plans Project team and stakeholders	Analysis of documents Interviews with the project team
Sustainability: To what extent are there financial, institutional, socio-political, and/or environmental risks to sustaining long-term project results?			
Have the chosen adaptation strategies made it possible to strengthen the sustainability of the actions?	Quantity and quality of changes made between the ProDoc and the actual implementation		
Have sustainability issues been incorporated into the design of the project? Are they adequately addressed? Have they changed since the project was developed?	Project sustainability activities and strategy: availability, suitability and achievement Involvement, activities undertaken by key stakeholders, especially institutional implementing partners Changes in the institutional, financial and socio-economic context.	ProDoc Reports Annual work plans Project team and stakeholders	Analysis of documents Interviews with the project team
Have new sustainability risks emerged? Have			

mitigation measures been implemented?			
Are the key stakeholders of the project willing and able to use, apply, and monitor the project results (tools, laws, recommendations) after the completion of the project.			
Is there a policy to continue project activities? What are the main problems and challenges that can affect the sustainability of the project results? Have they been addressed?			
Is there an exit strategy? What is the project's sustainability plan?			
<b>Impact: Are there indications that the project has contributed to, or enabled progress toward reduced environmental stress and/or improved ecological status?</b>			
Has the project had an impact on the quality of environmental communication of stakeholders?	The indicators of the project results framework Results and outcomes described in the ProDoc Improvement in practices following the new capacities as a result of the project	ProDoc Reports Annual work plans Project team, stakeholders, beneficiaries	Analysis of documents Interviews Focus groups (interactions with the beneficiaries of the 3 components) Analysis of available data
How did the project contribute to gender equality and women's empowerment?	The indicators of the project results framework Results and outcomes described in the ProDoc GEN 2 project (projects where gender equality and/or women's empowerment is a significant objective)	ProDoc Reports Annual work plans Project team, stakeholders, beneficiaries	Analysis of documents Interviews Focus groups (interactions with the beneficiaries of the 3 components) Analysis of available data Collection of recommended quantitative data
Has the impact measurement been integrated into the monitoring and evaluation system satisfactorily? Have the negative impacts been taken into account??	Quality and coherence of data entered in the integrated work plan and in Atlas Coherence between the ProDoc monitoring plan and the actual monitoring	ProDoc Reports All data produced by the project Monitoring tables Project team and stakeholders	Document analysis Interviews with the project team



### Annex E. List of persons interviewed

<b>FIRST AND LAST NAME</b>	<b>POSITION</b>	<b>CONTACT</b>
1 Youssouf Elamine Y. MBECHEZI	General Director of the Environment and Forests National Director of the Project	321 94 86
2 Mohamed Said MKANDILE	Deputy DG of the DGEF	361 20 06
3 Ahamada MROIMANA IBRAHIM	Mayor of Dissandra Hamanvou	446 59 15
4 Mahamed Abbas MHADJOU	Mayor of Sada Cambera	334 15 10
5 Azali Said AHMED	Head of Communication of the NGO Eco-tourisme	338 31 15
6 Said Ahamada SAID	President of the NGO Banda Bitsi	336 19 51
7 Abdallah Mohamed and a communal administration team	First Deputy of the Communal Administration of Moroni	332 38 38
8 Ali MIHDHOIR	Chief Environment Officer Governorate of Moroni	352 33 48
9 Mme Mariama ABDOU	Delegate responsible for Sustainable Development Governate of Moroni	336 08 71
10 Ali ABDILLAHI	Regional Director of Agriculture Governorate of Moroni	333 81 98
11 Maoulida ALHAMIDI	Governorate of Moroni	332 93 56
12 Méline ALAOU	Governorate of Moroni	350 80 52
13 Mohamed EL-GHANAW	Governorate of Moroni	322 64 57
14 Mme Fatouma ABDALLAH	CCCD 5553 Project Coordinator	331 95 00
15 Fouady GOULAME	General Commissioner of Planning	320 84 40
16 Abdou SALAM SAADI	Expert in Programme Governance at UNDP	333 76 64
17 Moussa ABDALLAH MOUMINE	Secretary-General of the Ministry of the Interior and Decentralization	333 06 78
18 Djouneid AHAMADO	Secretary-General of MAPETA	355 16 05

## **Annex F. The questionnaires for interview**

### QUESTIONNAIRE FOR PROJECT COORDINATION

1. What was the steering, coordination, implementation and monitoring system of the project: the bodies, the level of functionality and efficiency?
2. What was the project monitoring, evaluation and reporting system?
3. How was the project formulated, and what was the degree of involvement of governments and beneficiaries?
4. What were the main achievements of the project?
5. What were the main constraints of the project?
6. What were the main lessons learned from the project?
7. What were the main good practices of the project?
8. What are the recommendations for future interventions?

### QUESTIONNAIRE FOR UNDP AND GEF

What was the project implementation system used? Direct implementation or national implementation? What is the rationale? The advantages and disadvantages of each system  
What were the roles of UNDP and the GEF in the development and implementation of the project?

What was the project formulation process?

What was the steering, coordination and implementation mechanism of the project? The shortcomings or challenges encountered?

What is the monitoring, evaluation and reporting system put in place? The shortcomings and challenges encountered?

What is your assessment of the formulation and technical implementation of the project?

What is your assessment of the financial execution?

What is your assessment of the contribution of other partners (civil society, private sector)?

In your opinion, what have been the main achievements?

In your opinion, what were the main shortcomings and challenges of the project?

In your opinion, what were the main lessons learned from the project?

What are the main outcomes and impacts of the project?

How relevant is the project?

How aligned is the project with the country programmes of United Nations system agencies and with UNDAF?

What are the elements for mainstreaming the “sustainability” dimension of the project?

What are the elements for mainstreaming the “gender” dimension of the project?

What are the elements that can confirm that the project was implemented effectively and efficiently?

In your opinion, what are the possible key recommendations to be formulated for the follow-up of the intervention of UNDP, the GEF and the Government?

To what extent have the tools for monitoring the implementation been coherent with the logical frameworks of the project?

To what extent have the information management mechanisms been effective enough to ensure good coordination and feedback information from the field to the country office and project coordination?

What are the major external factors that have influenced (positively and/or negatively) the achievement or non-achievement of the expected outcomes (including in terms of convergence)?

To what extent have the coordination and monitoring mechanisms at all levels been put in place and functional, and effectively played their role?

To what extent have the activities been implemented in the most efficient way compared to possible alternatives?

To what extent has the project contributed to the achievement of the SDGs?

What are the project achievements that would have increased the pace of achieving of the office's objectives?

QUESTIONNAIRE FOR THE BENEFICIARY POPULATIONS

What are your most crucial needs that you would like to see addressed as a priority?

What are the main outcomes/impacts of the project on your living conditions?

What positive changes did the project interventions bring to the way you manage your communes?

What are your needs and expectations that were not met by the project?

What was your level of participation in the development, implementation, and monitoring and evaluation of the project?

Are there any unmet needs? If so, which ones? What could be done to address this?

What do you think are the main achievements of the project, and what needs to be done to ensure their sustainability?

What didn't you like about the process that should be avoided in the future?

Are there other partners who support you? If so, in which areas and since when? And what are their relationship with the United Nations system agencies?

What is your view on the sustainability of the project achievements after the project has ended?

How do you assess the project overall?

QUESTIONNAIRE FOR THE GOVERNMENT TECHNICAL DEPARTMENTS CONCERNED

What was your level of participation in the design, implementation, and monitoring and evaluation of the project?

What is your level of participation in the technical and/or steering committee of the project?  
 Have you made any proposals for strategic direction at the steering committee sessions?  
 What were the main project achievements: achievements for the department, the staff, the beneficiary community, the commune?  
 What were the main shortcomings and constraints observed in the implementation of the project?  
 What were the main lessons learned from the implementation of the project?  
 What recommendations do you have for continuing the intervention of the United Nations system and the Government?  
 What is the degree of alignment with the country reference documents and with the SDGs?  
 What is the degree of alignment of the project with the country programmes of the United Nations agencies and UNDAF?  
 What are the elements for mainstreaming the "sustainability" dimension of the project?  
 What are the elements for mainstreaming the "gender" dimension of the Project?  
 What are the elements that can confirm that the implementation of the Project has been carried out effectively and efficiently?  
 To what extent have the information management mechanisms been sufficiently effective to ensure good coordination and feedback from the field to the country office and the Project Coordination?  
 What are the major external factors that have influenced (positively and/or negatively) the achievement or non-achievement of the expected results (including in terms of convergence)?  
 To what extent have the coordination and monitoring mechanisms at all levels been put in place, been functional, and played their role effectively?  
 To what extent were the activities implemented in the most efficient way compared to possible alternatives outside the project area?  
 What is your overall assessment of the project?

## Annex G: TE Rating Scales

Ratings for Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight, Execution, Relevance	Sustainability ratings:
6 = Highly Satisfactory (HS): exceeds expectations and/or no shortcomings 5 = Satisfactory (S): meets expectations and/or no or minor shortcomings 4 = Moderately Satisfactory (MS): more or less meets expectations and/or some shortcomings 3 = Moderately Unsatisfactory (MU): somewhat below expectations and/or significant shortcomings 2 = Unsatisfactory (U): substantially below expectations and/or major shortcomings 1 = Highly Unsatisfactory (HU): severe shortcomings Unable to Assess (U/A): available information does not allow an assessment	4 = Likely (L): negligible risks to sustainability 3 = Moderately Likely (ML): moderate risks to sustainability 2 = Moderately Unlikely (MU): significant risks to sustainability 1 = Unlikely (U): severe risks to sustainability Unable to Assess (U/A): Unable to assess the expected incidence and magnitude of risks to sustainability

## Annex H. Terms of Reference for the Terminal Evaluation

Position	International consultant for the Terminal Evaluation of the project "Strengthening the capacities of multisectoral, coordinated and decentralized management of the environment to achieve the objectives of the Rio Conventions in the Union of the Comoros" PIMS 5553
Duration	45 days
Location	In the Comoros, including at least 10 days on site, the health conditions associated with the COVID-19 pandemic permitting, and 25 days remotely

### 1. INTRODUCTION

In accordance with UNDP and GEF monitoring and evaluation policies and procedures, all medium and large-scale UNDP-supported and GEF-funded projects must undergo a Terminal Evaluation (TE) upon completion of the project. The Terms of Reference (ToR) set out the expectations associated with the Terminal Evaluation of the medium-sized project entitled "*Strengthening the capacities of multisectoral, coordinated and decentralised management of the environment to achieve the objectives of the Rio Conventions in the Union of the Comoros*" (PIMS no. 5553), and implemented by the Directorate General of Environment and Forests. The project started in July 2017 and is currently in its third year of implementation. The Terminal Evaluation process must follow the guidelines described in the document "Guidelines for Conducting Final Evaluations of UNDP-Supported and GEF-funded Projects" (<http://web.undp.org/evaluation/guidance.shtml#gef>).

### 2. PROJECT BACKGROUND AND CONTEXT

This project is directly linked to objective 2 of the GEF-6 Strategy for Cross-Cutting Capacity Development (CCCD), which aims to strengthen consultative and management structures and mechanisms. This project is also part of frameworks 1 and 3 of the CCCD programme, which call on countries to: (i) integrate global environmental needs into management information systems and monitoring; and (ii) integrate Multilateral Environmental Agreements (MEAs) provisions within national policy, legislative and regulatory frameworks. This project will allow the Union of the Comoros to make the best decisions towards the long-term fulfilment of its global environmental obligations. This requires that the country has the necessary capacities for effective coordination of these efforts, and implements good practices in integrating global environmental priorities into its planning process.

To this end, the objective of this project is to strengthen the capacities of multisectoral, coordinated and decentralized management of the environment to achieve the objectives of the Rio Conventions. This will be achieved through three interlinked components. The first component concerns the strengthening of the national institutional framework for environmental governance. The second component focuses on capacity building at the island and commune level, with activities aimed at strengthening the governance frameworks of the communes, supported by regional (island) institutional strengthening. These two components will use a learning-by-doing

approach to capacity building, facilitating the active participation of stakeholder representatives in mainstreaming Rio Convention priorities into improving communal management plans. The third component, initially conceived as activities under components 1 and 2, emphasizes public awareness and environmental education on the strategic value of decentralized global environmental governance through new and improved strategies for regional approaches to sustainable development.

The project is structured around three components and outputs, as follows.

**Table 1. The project's intervention logic**

Component 1: Strengthen the national institutional framework for environmental governance
Output 1.1. Strengthened policy and legislative frameworks for decentralized environmental governance
Output 1.2. Strengthened consultative and decision-making processes for sector mainstreaming of Rio Convention obligations
Output 1.3. Technical capacities for mainstreaming and monitoring Rio Convention implementation
Output 1.4. Resource Mobilization Strategy
Component 2: Capacity building at the island and commune level, with activities aimed at strengthening the governance frameworks of the communes
Output 2.1. Strengthen the legal decentralization framework
Output 2.2. The global environment is integrated in local development planning frameworks
Output 2.3. Strengthened environmental databases and information management systems
Output 2.4. Enhanced monitoring and compliance arrangements
Output 2.5. Pilot demonstration
Component 3: Public awareness and environmental education on the strategic value of decentralized governance of the global environment through new and improved strategies of regional approaches to sustainable development.
Output 3.1. Stakeholder dialogues on the value of Rio Conventions
Output 3.2. Brochures and articles on the Rio Conventions
Output 3.3. Public service announcements on environmentally friendly behaviour
Output 3.4. Educational curricula are improved.

The overall project budget is US\$1,820,000 (of which US\$1,500,000 through the GEF and US\$320,000 through UNDP).

The project is being implemented on all the islands of the Union of the Comoros. The executing agency for the project is the United Nations Development Programme (UNDP) with the Directorate General of Environment and Forests (DGEF) as an implementing partner.

The Ministry of Agriculture, Fisheries, Environment, Energy, Industry and Crafts, the Ministry of the Interior, Information and Decentralization, the Minister of Justice, Assembly of the Union and the Assembly of the Union and the Councils of the Autonomous Islands, Governorates of the Islands, the General Planning Commission (CGP), National Agricultural Strategy and Livestock Directorate (DNSAE), the Rural Economic Development Centres (CRDEs), Directorate General of Environment and Forests (DGEF), Directorate General of Civil Security (DGSC), the private sector including the Union of Chambers of Commerce of Industry and Crafts (UCCIA), higher education/university and research institutes, rural communities, traditional and customary local management organizations, civil society including national and international NGOs specializing in the environment and international development, and technical and financial partners (TFPs).

### **3. OBJECTIVE OF THE TERMINAL EVALUATION**

The Terminal Evaluation report should assess the achievement of project results against what was planned, and draw lessons that can both improve the sustainability of project benefits and contribute to the overall improvement of UNDP programming. The Terminal Evaluation report promotes accountability and transparency, and assesses the extent of the project's accomplishments.

### **4. APPROACH AND METHODOLOGY OF THE TERMINAL EVALUATION**

An overall approach and method<sup>3</sup> for conducting project Terminal Evaluations of UNDP- supported, GEF-financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of relevance, effectiveness, efficiency, sustainability, and impact, as defined in the *UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects*.

The Terminal Evaluation report should provide information based on credible, reliable and useful factual data.

The Terminal Evaluation report should provide information based on credible, reliable and useful factual data.

The Terminal Evaluation team will review all relevant sources of information, including documents developed during the preparation phase i.e. PIF, the UNDP Initiation Plan, the

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<sup>3</sup> For further information on the methods, see Handbook on Planning Monitoring and Evaluating for Development Results (undp.org)

UNDP Social and Environmental Screening Procedure [SESP]), the ProDoc, project reports, including PIRs, project budget revisions, lessons learned reports, national policy and legal documents, and any other material that the team considers useful for this evidence-based evaluation. The Terminal Evaluation team must review the baseline and midterm GEF focal area Core Indicators/Tracking Tools submitted to the GEF at the CEO endorsement and midterm stages, as well as the core indicators/tracking tools that must be completed before the beginning of the Terminal Evaluation field mission.

The Terminal Evaluation team is expected to follow a participatory and consultative approach ensuring close engagement with the project team, government counterparts (the GEF Operational Focal Point), implementing partners, the UNDP country office, the Regional Technical Advisor, direct beneficiaries and other stakeholders

Stakeholder engagement is vital to a successful Terminal Evaluation. It should include interviews with stakeholders who have project responsibilities, including but not limited to: the Directorate General of Environment and Forests (DGEF), the regional directorates of the environment in the three islands, the University of Comoros and NGOs that have collaborated with the project.

The specific Terminal Evaluation design and methodology should emerge from consultations between the Terminal Evaluation team and the above-mentioned parties regarding what is appropriate and feasible for meeting the Terminal Evaluation purpose and objectives and answering the evaluation questions, given the limitations of budget, time and data. The Terminal Evaluation team must use gender-responsive methodologies and tools, and ensure that gender equality and women's empowerment, as well as other cross-cutting issues and the SDGs, are incorporated into the Terminal Evaluation report.

The final methodological approach, including the interview schedule, field visits and data to be used in the evaluation, should be clearly outlined in the inception report of Terminal Evaluation and be fully discussed and agreed on between UNDP, stakeholders and the Terminal Evaluation team.

As of 11 March 2020, the World Health Organization (WHO) declared COVID-19 a global pandemic as the new coronavirus spread rapidly to all corners of the globe. For the time being, the country has opened its borders to any foreign traveller who have proof of a negative PCR test, and inter-island travel is permitted. However, meetings with over 10 people are limited. If it is not possible for the evaluation team to travel to Comoros due to COVID-19-related restrictions during the Terminal Evaluation period, the evaluation team should develop a methodology and approach that takes this into account. This may require the use of remote interview methods, remote document reviews, data analyses, surveys and evaluation questionnaires. If a data collection or field mission is not possible, remote interviews can be held by phone or online (Skype, Zoom, etc.). If all or part of the Terminal Evaluation is to be carried out virtually, consideration must be given regarding the availability, capacity and willingness of stakeholders to be interviewed remotely and the constraints that this may impose on process of the evaluation. These limitations should be reflected in the Terminal Evaluation report.



The international consultant can be hired to work remotely with the support of a national evaluator on the ground, if conditions do not allow him/her to travel and work under safe conditions. No stakeholders, consultants or UNDP staff should be put at risk, safety being the top priority.

A short validation mission can be considered if it is confirmed to be safe for staff, consultants, stakeholders and communities, and if such a mission is possible within the time allotted for conducting the evaluation. It is also possible to recruit qualified and independent national consultants to undertake the Terminal Evaluation and conduct the interviews in the country provided that the situation makes it possible under safe conditions.

## **5. DETAILED SCOPE OF THE TERMINAL EVALUATION**

The Terminal Evaluation will assess project performance against expectations set out in the project's Logical Framework/Results Framework (see TOR Annex A). The Terminal Evaluation will assess results according to the criteria outlined in the Guidance for TEs of UNDP-supported GEF-financed Projects

The Terminal Evaluation report's findings section should cover the topics listed below. A full outline of the Terminal Evaluation report's contents is provided in Annex C of the ToR.

The criteria requiring rating are marked with an asterisk (\*).

The asterisk “(\*)” indicates criteria for which a rating is required.

### **Findings**

#### **i. Project Design/Formulation**

- National priorities and country driven
- Theory of change
- Gender equality and women's empowerment
- Social and environmental safeguards
- Analysis of Results Framework: project logic and strategy, indicators
- Assumptions and risks
- Lessons from other relevant projects (e.g. same focal area) incorporated into project design
- Planned stakeholder participation
- Linkages between project and other interventions within the sector
- Management arrangements

#### **ii. Project Implementation**

- Adaptive management (changes to the project design and project outputs during implementation)
- Actual stakeholder participation and partnership arrangements
- Project Finance and Co-finance

- Monitoring & Evaluation: design at entry (\*), implementation (\*), and overall assessment of M&E (\*) • Implementing Agency (UNDP) (\*) and Executing Agency (\*), overall project oversight/implementation and execution (\*)
- Risk Management, including Social and Environmental Standards

### **iii. Project Results**

- Assess the achievement of outcomes against indicators by reporting on the level of progress for each objective and outcome indicator at the time of the Terminal Evaluation and noting final achievements
- Relevance (\*), Effectiveness (\*), Efficiency (\*) and overall project outcome (\*)
- Sustainability: financial (\*), socio-political (\*), institutional framework and governance (\*), environmental (\*), overall likelihood of sustainability (\*)
- Country ownership
- Gender equality and women's empowerment
- Cross-cutting issues (poverty alleviation, improved governance, climate change mitigation and adaptation, disaster prevention and recovery, human rights, capacity development, South-South cooperation, knowledge management, volunteerism, etc., as relevant)
- GEF Additionality
- Catalytic role /replication effect
- Progress to impact

### **Main Findings, Conclusions, Recommendations and Lessons Learned**

- The Terminal Evaluation team shall present the review findings of the Terminal Evaluation in the Terminal Evaluation report. Findings should be presented as statements of fact and described based on actual data or the result of the analysis of actual data.
- The section on conclusions shall be included based on the findings. Conclusions should be described comprehensively based on well substantiated by evidence and logically connected to the Terminal Evaluation findings. These should highlight the strengths, weaknesses and results of the project, respond to key evaluation questions and provide insights into the identification of and/or solutions to important problems or issues pertinent to project beneficiaries, UNDP and the GEF, including issues in relation to gender equality and women's empowerment.
- Recommendations should provide concrete, practical, feasible and targeted recommendations directed to the intended users of the evaluation about what actions to take and decisions to make. The recommendations should be addressing the review findings and conclusions.
- The Terminal Evaluation report should also include lessons learned from the project implementation, as well as best and worst practices in addressing issues relating to relevance, performance and success. These are lessons learned from project management, decision making, and implementation at different situations and circumstances (e.g. strategies and methods used, partnerships,

financial leveraging, etc.) that can be applicable in the implementation of other GEF and UNDP interventions.

- When possible, the Terminal Evaluation team should include examples of good practices in project design and implementation.
- It is important for the conclusions, recommendations and lessons learned of the Terminal Evaluation report to include findings in the project design and implementation related to gender equality and empowerment of women.

The Terminal Evaluation report will include an Evaluation Ratings Table, as shown below.

**Table 2. Evaluation Ratings Table for the Project**

Monitoring and evaluation (M&E)	Rating <sup>4</sup>	Rationale
M&E design at entry		
M&E plan Implementation		
Overall quality of the M&E		
Implementation and Execution	Rating	
Quality of UNDP implementation/oversight		
Quality of implementing partner execution		
Overall quality of implementation/execution		
Assessment of outcomes	Rating	
Relevance		
Effectiveness		
Efficiency		
Overall project rating		
Sustainability	Rating	
Financial resources		
Socio-economic		
Institutional framework and governance		
Environmental		
Overall likelihood of sustainability		

<sup>4</sup> Outcomes, Effectiveness, Efficiency, M&E, I&E Execution, Relevance are rated on a 6-point rating scale: 6 = Highly Satisfactory (HS), 5 = Satisfactory (S), 4 = Moderately Satisfactory (MS), 3 = Moderately Unsatisfactory (MU), 2 = Unsatisfactory (U), 1 = Highly Unsatisfactory (HU). Sustainability is rated on a 4-point scale: 4 = Likely (L), 3 = Moderately Likely (ML), 2 = Moderately Unlikely (MU), 1 = Unlikely (U)

## 6. TIMEFRAME

**Table 3. Draft Terminal Evaluation Timeframe**

Timeframe	Activity
25 July 2021	Application closes
30 July 2021	Selection of candidates
2–3 August 2021	Preparation period of the Terminal Evaluation team (handover of project documentation)
4–10 August	Documents review and preparation of the Terminal Evaluation inception report
10–11 August 2021	Finalization and validation of the Terminal Evaluation inception report – latest start of the Terminal Evaluation mission
12–20 August 2021	Terminal Evaluation mission: stakeholder meetings, interviews, field visits, etc.
21 August 2021	Mission wrap-up meeting and presentation of initial findings – earliest end of the Terminal Evaluation mission
22 August 2021	Circulation of draft Terminal Evaluation report for comments
23 August to 5 September	Incorporation of comments on the draft Terminal Evaluation report into the audit trail and finalization of the Terminal Evaluation report
6 September to 13 October	Preparation and issuance of management response
14 October	Concluding stakeholder workshop
15 October	Expected date of full Terminal Evaluation completion

The options for site visits must be provided in the Terminal Evaluation inception report.

## 7. TERMINAL EVALUATION EXPECTED DELIVERABLES

**Table 4. Expected deliverables**

#	Deliverable	Description	Timeline	Responsibilities
1	Terminal Evaluation inception report	The Terminal Evaluation team clarifies objectives, methodology and timing of the TE	11 August 2021	The Terminal Evaluation team submits Inception Report to the Commissioning Unit and project management

2	Presentation	First findings	21 August 2021	The Terminal Evaluation team presents to Commissioning Unit and project management
3	Draft Terminal Evaluation report	Full draft report (drafted using guidelines on report content in Annex C of the ToR) with the annexes	22 August 2021	Terminal Evaluation team submits it to the Commissioning Unit; reviewed by the Regional Technical Advisor (RTA), Project Coordinating Unit, GEF operational focal point
4	Final Terminal Evaluation Report* + Audit Trail	Revised final report and Terminal Evaluation audit trail in which the Terminal Evaluation details how all received comments have (and have not) been addressed in the final Terminal Evaluation report ( <i>See template in ToR Annex H</i> )	15 October 2021	Terminal Evaluation team submits both documents to the Commissioning Unit

\*All final Terminal Evaluation reports will be quality assessed by the UNDP Independent Evaluation Office (IEO). Details of the IEO's quality assessment of decentralized evaluations can be found in Section 6 of the UNDP Evaluation Guidelines.<sup>5</sup>

## 8. TERMINAL EVALUATION ARRANGEMENTS

The UNDP-Comoros Country Office is primarily responsible for managing this evaluation. The Commissioning Unit will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the Terminal Evaluation team. The Project Team will be responsible for liaising with the Terminal Evaluation team to provide all relevant documents, set up stakeholder interviews, and arrange field visits.

## 9. TERMINAL EVALUATION TEAM COMPOSITION

The evaluator that will be selected will have all of the required skills in the following areas: evaluation of environmental projects; and specific knowledge of the three Rio

<sup>5</sup> Available at: [United Nations Development Programme - Evaluation Guidelines \(undp.org\)](https://www.undp.org/evaluation/guidelines)

Conventions. It should be noted that the evaluation will be carried out by a single international consultant.

The evaluator must not have participated in the preparation, formulation and/or implementation of the project (including the drafting of the ProDoc), must not have carried out the mid-review review of this project, and must not have any conflict of interest with the project-related activities.

### **Education**

- At least a Master 2 level in project management, social sciences, the environment, agriculture or a similar field.

### **Experience**

- At least 10 years of experience in results-based management evaluation methodologies;
- Experience in applying SMART indicators and in revising or validating initial scenarios;
- Experience in evaluation projects;
- Professional experience in Comoros is desirable;
- Professional experience of at least 10 years in relevant technical sectors;
- Experience in evaluation and analysis including with regard to the gender dimension;
- Experience in project evaluation/ revision in the United Nations system is considered an asset.

### **Qualifications**

- Skills in evaluating Multilateral Environmental Agreements (MEAs) with a focus on the three Rio Conventions (CBD, UNFCCC and UNCCD)
- Proven skills in gender and development issues;
- Proven analytical skills;
- Communication skills and capabilities

### **Languages**

- Fluency in French, both written and spoken
- Fluency in English, both written and spoken

## **10. EVALUATOR ETHICS**

The Terminal Evaluation team will be held to the highest ethical standards and is required to sign a code of conduct upon acceptance of the assignment. This evaluation will be conducted in accordance with the principles outlined in the UNEG “Ethical Guidelines for Evaluation”. The evaluator must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The evaluator must also ensure security of collected information

before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses without the express authorization of UNDP and its partners.

## 11. PAYMENT SCHEDULE

- 20% payment upon satisfactory delivery of the final Terminal Evaluation Inception Report and approval by the Commissioning Unit
- 40% payment upon satisfactory delivery of the draft Terminal Evaluation report to the Commissioning Unit
- 40% payment upon satisfactory delivery of the final Terminal Evaluation report and approval by the Commissioning Unit and RTA (via signatures on the Terminal Evaluation Report Clearance Form) and delivery of completed Terminal Evaluation Audit Trail

Criteria for issuing the final payment of 40 percent:<sup>6</sup>

- The final Terminal Evaluation report includes all requirements outlined in the Terminal Evaluation ToR and is in accordance with the Terminal Evaluation guidance.
- The final Terminal Evaluation report is clearly written and logically organized, and is specific for this project (i.e. text has not been cut and pasted from other mid-term review reports).
- The Audit Trail includes responses to and justification for each comment listed.

Due to the current situation of COVID-19 and its implications, a partial payment may be considered if the consultant has invested time in the completion of the deliverable but has not been able to complete it due to circumstances beyond his or her control.

## 12. EVALUATION OF OFFERS

The selection will be made based on the following criteria scored out of 100:

Technical evaluation: 70 points

Financial evaluation: 30 points

### Table 5. Evaluation criteria of technical proposals

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<sup>6</sup> The Commissioning Unit is obligated to issue payments to the Terminal Evaluation team as soon as the terms under the ToR are fulfilled. If there is an ongoing discussion regarding the quality and completeness of the final deliverables that cannot be resolved between the Commissioning Unit and the Terminal Evaluation team, the Regional M&E Advisor and Vertical Fund Directorate will be consulted. If needed, the Commissioning Unit's senior management, Procurement Services Unit and Legal Support Office will be notified as well so that a decision can be made about whether or not to withhold payment of any amounts that may be due to the evaluator(s), suspend or terminate the contract and/or remove the individual contractor from any applicable rosters. See the UNDP Individual Contract Policy for further details:

[https://popp.undp.org/\\_layouts/15/WopiFrame.aspx?sourcedoc=/UNDP\\_POPP\\_DOCUMENT\\_LIBRARY/Public/PSU\\_Individual%20Contract\\_Individual%20Contract%20Policy.docx&action=default](https://popp.undp.org/_layouts/15/WopiFrame.aspx?sourcedoc=/UNDP_POPP_DOCUMENT_LIBRARY/Public/PSU_Individual%20Contract_Individual%20Contract%20Policy.docx&action=default)

Technical qualifications and experience	Points
Minimum Master 2 degree in project management, social sciences, the environment, agriculture or a similar field.	5
Methodology proposed in the technical note	25
Recent experience of at least 10 years in results-based management evaluation methodologies	15
Experience in applying SMART indicators and in revising or validating initial scenarios	10
Skill in evaluating Multilateral Environmental Agreements (MEAs) with a focus on the three Rio Conventions (CBD, UNFCCC and UNCCD)	15
<b>Total</b>	<b>70</b>

Criteria for the proposal evaluation: Only those applications that are responsive and compliant will be evaluated. Offers will be evaluated according to the combined scoring method, where the technical proposal, training and experience on similar assignments will be weighted at 70 percent, and the financial proposal will weigh 30 percent of the total score. The applicant with the highest combined score who has accepted the UNDP terms and conditions will be awarded the contract.

### 13. SUBMISSION OF PROPOSALS

When submitting the offer, the consultant must demonstrate his or her technical and operational capacity to carry out the assignment within the given timeframe. The following documents must be submitted:

- a Letter of confirmation of interest and availability using the template<sup>7</sup> provided by UNDP;
- a c.v. and a P11 form;<sup>8</sup>
- a brief description of the approach to work/technical proposal of why the individuals considers him or herself the most suitable for the assignment, and a proposed methodology on how they will approach and complete the assignment; (maximum 2 pages);
- a financial proposal that indicates the all-inclusive, fixed total contract price and all other travel-related costs (such as air tickets, daily allowances, etc.), supported by a breakdown of costs, as per the 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 for releasing him/her to UNDP under a reimbursable loan agreement (RLA), the applicant must indicate at this point, and ensure that all such costs are duly incorporated into the financial proposal submitted to UNDP.

<sup>7</sup> Template in Annex H.

<sup>8</sup> [www.undp.org/content/dam/undp/library/corporate/Careers/P11\\_Personal\\_history\\_form.doc](http://www.undp.org/content/dam/undp/library/corporate/Careers/P11_Personal_history_form.doc)



UNDP applies a fair and transparent selection process that takes into account the skills and capabilities of applicants, as well as their financial proposals. Women are welcome to apply.

All application documents must be submitted by email to the following address ONLY: (insert email address) by 25 July 2021 at midnight (UTC). Incomplete applications will not be considered.

#### 14. FINANCIAL PROPOSAL

UNDP will provide the consultant with a workspace and access to the Internet. The contractor will be required to have his/her own office equipment such as telephones, radios and computers. The bidder must offer a fixed total price for the entire service that covers salaries and other expenses, be it for communication, administrative and logistical support or any other costs. The bidder shall ensure that any additional terms and conditions are listed in the proposal. The format used below must be strictly adhered to when preparing the financial proposal. Failure to do so may result in the cancellation of the proposal.

**Table 6. Financial Proposal template**

	No.	Description	Number of days	Unit cost	Total cost
Consultant	1	Professional fees			
Other costs	1	Cost 1			
	2	Cost 2			
	3				
	4				
	5				
<b>TOTAL</b>				<b>0</b>	

#### Annex I: Audit Trail

The document is attached as a separate annex to this Terminal evaluation.

## Annex J: UNEG Code of Conduct for Evaluator

Independence entails the ability to evaluate without undue influence or pressure by any party (including the hiring unit) and providing evaluators with free access to information on the evaluation subject. Independence provides legitimacy to and ensures an objective perspective on evaluations. An independent evaluation reduces the potential for conflicts of interest which might arise with self-reported ratings by those involved in the management of the project being evaluated. Independence is one of ten general principles for evaluations (together with internationally agreed principles, goals and targets: utility, credibility, impartiality, ethics, transparency, human rights and gender equality, national evaluation capacities, and professionalism).

### 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 imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.
8. Must ensure that independence of judgement is maintained, and that evaluation findings and recommendations are independently presented.
9. Must confirm that they have not been involved in designing, executing or advising on the project being evaluated and did not carry out the project's Mid-Term Review.

### Evaluation Consultant Agreement Form

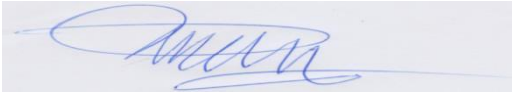
Agreement to abide by the Code of Conduct for Evaluation in the UN System:

Name of Evaluator: Mr KABORE BILA RROGER \_\_\_\_\_

Name of Consultancy Organization (where relevant): \_\_\_\_\_ N/A \_\_\_\_\_

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

Signed at \_\_Ouagadougou\_\_\_\_\_ (Place) on \_14 september 2021\_\_\_\_\_ (Date)

Signature: \_\_\_\_\_  


## Annex K: TE Report Clearance Form

**Terminal Evaluation Report for “CCCD: Strengthening of multisector and decentralised environmental management and coordination to achieve the objectives of the Rio Conventions in the Union of Comoros”, (UNDP Project PIMS 5553) Reviewed and Cleared By:**

**Commissioning Unit (M&E Focal Point)**

Name : M. Youssouf MBECHEZI \_\_\_\_\_




Signature: \_\_\_\_\_ Date: 22 November 2021

**Regional Technical Advisor (Nature, Climate and Energy)**

Name : \_\_\_Ms. Eva Huttova\_\_\_\_\_

DocuSigned by:



Signature : \_\_\_\_\_ Date: 10-Mar-2022

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