



Mid Term Review (MTR) of Project:

PNUD-GEF PIMS 54620

Atlas Output ID: 00107946

Final Report of Mid Term Review of Project San Salvador Low-emission Urban Development Path



Consultant : Eduardo Durand – Contract IC-2022-1530

February 8th 2023

i. Project basic information

- **Name:** **San Salvador Low Emission Path to Urban Development**
PNUD Project ID: 5462
GEF Project ID: 9038
- **MTR carried out from** 09/21//2022 to 01/15/2022 – Final Report submitted: 01/15/2023
- **Country:** El Salvador – Region: LAC
- **GEF Focal Area:** Climate Change Mitigation
- **Strategic Programme:** GHG mitigated emission
- **Implementing Agency:**
Government of El Salvador (NIE)
 - **National Energy Council (CNE)**, up to November 8th, 2022
 - **General Direction of Energy, Hydrocarbon, and Mining (DGEHM)**
(as from November 9th 2022).
- **Implementing Partners**
Ministry of Environment and Natural Resources (MARN);
Ministries of Public Works and Transport (MOPT); and Housing and Urban Development (MVDU)
Planning Agency for San Salvador Metropolitan Area (OPAMSS)
- **Evaluation Team:**
International Consultant, Eduardo Durand - Contract UNDP/SLV10/IC/2022/1530

Acknowledgements

This evaluation work has been possible thanks to the technical and logistical support received from the officials of the UNDP Offices, and from the officials and technicians of the National Energy Council, of the Municipalities of Santa Tecla, Antiguo Cuscatlán, San Salvador and Soyapango; of the Ministries of Public Works, Housing and Urban Development, and Environment and Natural Resources, as well as that of all the members of the Project Management Unit.

The consultant expresses his gratitude to all the people who were interviewed, from the public, international and private sectors of the city - whose full list is included in this report - who were kind enough to provide their time and dedication to contribute valuable ideas and answers for the purposes of the mission. In particular, the support of Mr. Rafael Pleitez, Ms. Ryne Avila and Ms. Silvia Guzmán, from UNDP; and that of Mr. Mario Cáceres and Mr. Emerson Roque and his team, from the CNE and Project Management respectively, to accompany the process and facilitate access to contacts and documentation on the Project.

ii Table of Contents:

| | | |
|------|--|-----|
| 1 | Executive Summary..... | 7 |
| 1.1 | Project Description | 7 |
| 1.2 | Project Progress Summary..... | 8 |
| 1.3 | Table of achievement and ratings of the MTR..... | 9 |
| 1.4 | Concise Summary of Conclusions | 10 |
| 1.5 | Summary Table of Recommendations..... | 13 |
| 2 | Introduction | 16 |
| 2.1 | Purpose & Objectives of the MTR..... | 16 |
| 2.2 | Scope and methodology: principles of MTR design and execution | 16 |
| 2.3 | Structure of the MTR report. | 19 |
| 3 | Background, Context & Project Description | 20 |
| 3.1 | Development Context..... | 20 |
| 3.2 | Problems that the Project seeks to solve: barriers and threats identified. | 21 |
| 3.3 | Description and strategy of the Project: Objective, Results and Expected Achievements..... | 24 |
| 3.4 | Project Implementation Arrangements | 26 |
| 3.5 | Project calendar and milestones | 28 |
| 3.6 | Main actors and stakeholders..... | 28 |
| 4 | Findings of MTR | 30 |
| 4.1 | Project Strategy | 30 |
| 4.2 | Progress towards Results..... | 32 |
| 4.3 | Project Implementation and Adaptive Management | 42 |
| 4.4 | Sustainability..... | 52 |
| 5 | Conclusions and Recommendations | 54 |
| 5.1 | Conclusions | 54 |
| 5.2 | Recommendations | 57 |
| 6 | Annexes..... | 62 |
| 6.1 | ANNEX A: EVALUATION MATRIX OF THE PROJECT RESULTS FRAMEWORK..... | 63 |
| 6.2 | ANNEX B. MTR TERMS OF REFERENCE..... | 75 |
| 6.3 | ANNEX C. MTR EVALUATION MATRIX (next page)..... | 94 |
| 6.4 | ANNEX D. MTR RATING SCALES..... | 105 |
| 6.5 | ANNEX E. GUIDING QUESTIONNAIRE FOR INTERVIEWS | 107 |
| 6.6 | ANNEX F. ITINERARY OF MTR MISSION AND LIST OF INTERVIEWEE | 110 |
| 6.7 | ANNEX G. DOCUMENTS REVIEWED | 112 |
| 6.8 | ANEXO H. UNEG CODE OF CONDUCT SIGNED | 113 |
| 6.9 | ANNEX I. GEF TABLE OF COFINANCING..... | 114 |
| 6.10 | ANNEX J MTR FINAL REPORT COMPLIANCE SIGNED..... | 115 |

iii. Acronyms and Abbreviations

| Abbreviations | Meaning in English | Meaning in Spanish |
|---------------|--|---|
| AMSS | <i>Metropolitan Area of San Salvador</i> | Area Metropolitana de San Salvador |
| COAMSS | <i>Majors' Council of San Salvador Metropolitan Area</i> | Consejo de Alcaldes del Area Metropolitana de San Salvador |
| CNE | <i>Energy National Council</i> | Consejo Nacional de Energía |
| CMNUCC | <i>United Nations Framework Convention for Climate Change (UNFCCC)</i> | Convención Marco de las Naciones Unidas para el Cambio Climático. |
| DGHEM | <i>General Directorate for Hydrocarbon, Energy and Mining</i> | Dirección General de Energía, Hidrocarburos y Minas. |
| DUSAMSS | <i>Spanish acronym for the Project</i> | Acrónimo del Proyecto (Desarrollo Urbano Sostenible para el Área Metropolitana de San Salvador) |
| EMT | <i>Mid Term Review (MTR)</i> | Evaluación de Medio Término |
| DNP | <i>National Project Management</i> | Dirección Nacional del Proyecto |
| GEF | <i>Global Environment Facility</i> | Fondo Mundial para el Medio Ambiente (GEF) |
| GEI | <i>Green House Gases (GHG)</i> | Gases de Efecto Invernadero |
| GG.LL | <i>Municipal Governments</i> | Gobiernos Locales - Municipios |
| GPSC | <i>GEF Global Platform for Sustainable Cities</i> | Plataforma Global para Ciudades Sostenibles del GEF |
| LoA | <i>Letter of Agreement</i> | Carta de Entendimiento |
| M&E | <i>Monitoring and Evaluation</i> | Monitoreo y Evaluación |
| MARN | <i>Ministry of Environment and Natural Resources</i> | Ministerio de Medio Ambiente y Recursos Naturales |
| MINEC | <i>Ministry of Economics</i> | Ministerio de Economía |
| MOPT-VDU | <i>Ministries of Public Works & Transport, and Housing and Urban Development</i> | Ministerio de Obras Públicas y Transportes, y Ministerio de Vivienda y Desarrollo Urbano (antes fusionados) |
| NIM | <i>National Implementation Modality</i> | Modalidad de Implementación Nacional |
| ODS | <i>U.N Sustainable Development Goals – SDG</i> | Objetivos de Desarrollo Sostenible – NN.UU. |
| ONG / CSO | <i>Non-Governmental Organization (NGO) – Civil Society Organization</i> | Organización no gubernamental / Organización de la sociedad civil |
| OPAMSS | <i>Planning Agency for the Metropolitan Area of San Salvador</i> | Oficina de Planificación del Área Metropolitana de San Salvador |
| PB / JP | <i>Project Board</i> | Junta del Proyecto |
| PIF | <i>Project Identification Form</i> | Formato de Identificación de Proyecto |
| PIR | <i>Project Implementation Report (GEF PIR)</i> | Informe anual de implementación del Proyecto al GEF |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | |
|-------------|---|--|
| PNUD | <i>United Nations Development Programme</i> | Programa de las Naciones Unidas para el Desarrollo |
| POA | <i>Annual Operational Plan</i> | Plan Operativo Anual |
| PFO | <i>Operative Focal Point (GEF)</i> | Punto Focal operativo del GEF en Peru. |
| PPG | <i>Project Preparation Grant</i> | Subvención para Preparación de Proyecto |
| ProDoc | <i>Project Document</i> | Documento de Proyecto. |
| SESP | <i>Social and Environmental Screening Procedure</i> | Procedimiento de análisis social y ambiental |
| SITRAMSS | <i>Integrated Transport System of the Metropolitan Area of San Salvador</i> | Sistema Integrado de Transporte del Area Metropolitana de San Salvador |
| TA | <i>Technical Assistance</i> | Asistencia Técnica (AT) |
| TAC | <i>Technical Advisory Committee</i> | Comité de Asesoría Técnica |
| ToC | <i>Theory of Change</i> | Teoría del Cambio (TdC) |
| TE | <i>Terminal Evaluation</i> | Evaluación Terminal (ET) |
| TT | <i>Tracking Tools (GEF)</i> | Herramientas de Seguimiento del GEF. |
| PMU | <i>Project Management Unit</i> | Unidad de Ejecución del Proyecto (UEP) |
| UNDP / PNUD | <i>United Nations Development Programme</i> | Programa de la Naciones Unidas para el Desarrollo |
| UNDP-GEF | <i>UNDP Global Environmental Finance Unit</i> | Unidad ambiental global de finanzas del PNUD |
| UNDP IEO | <i>UNDP Independent Evaluation Office</i> | Oficina Independiente de Evaluación del PNUD |
| VMT | <i>Vice Ministry of Transport</i> | Viceministerio de Transporte |

iv. Project Information Sheet

| Project Title | San Salvador Low-emission Urban Development Path | | |
|---|--|---|--|
| UNDP Project ID (PIMS#) | 5462 | Date of PIF approval : | May 23th, 2017 |
| GEF Project ID (PMIS #) | 9038 | Date of CEO endorsement | Nov. 25th, 2019 |
| ATLAS Business Unit, Award# Proj.ID | 00107731/ 00107946 | Date of ProDoc signature (date of Project start) | Julio 31, 2020 |
| Country: | El Salvador | Date of Project Manager contract: | Former: Paola Calvo: 1-feb-2021 Acting: Mario Cáceres (<i>ad honorem</i>) 1-dec-2021 to 31-may-2022 Current: Emerson Roque 13-may-2022 |
| Region: | LAC | Date of Inception Report | May 27, 2021 (Approval) |
| Focal Area : | Mitigation of Climate Change | Date of end of MTR: | Dec. 31, 2022 |
| GEF Focal Area Strategic Objective: | GHG Mitigated emissions | Planned date of Project end: | July 31, 2025 |
| Trust Fund | GEF | In case of revision, proposed new closing date: | --- |
| Implementing Agency: | Consejo Nacional de Energía - CNE | | |
| Other implementing partners | Ministerio de Ambiente y Recursos Naturales - MARN Ministerios de Obras Públicas y Transporte; y Vivienda y Desarrollo Urbano – MOP-VDU Oficina de Planificación del Área Metropolitana de San Salvador-OPAMSS | | |
| Project Financing | <i>At CEO endorsement (USD)</i> | <i>At Mid Term Evaluation (USD)</i> | |
| (1) GEF Financing | 2,420,548 | 2,420,548 | |
| (2) UNDP Contribution | 130,000 | 178,000 | |
| (3) Government | 30,671,904 | 8,328,896 | |
| <i>Ministerio de Medio Ambiente y de RR.NN.</i> | <i>500,000</i> | <i>Not determined</i> | |
| <i>Consejo Nacional de Energía</i> | <i>12,000,000</i> | <i>Not determined</i> | |
| <i>Ministerios de Obras Públicas y Transporte; y de Vivienda y D.U.</i> | <i>17,671,904</i> | <i>3,956,396</i> | |
| <i>OPAMSS</i> | <i>3,800,000</i> | <i>3,490,444</i> | |
| <i>Municipalidad de Sta. Tecla</i> | <i>500,000</i> | <i>882,056</i> | |
| (4) Other partners | | | |
| (5) Total Cofinancing (2+3+4): | 34,601,904 | 8,506,896 | |
| TOTAL COST OF PROJECT 1+5) | 37,022,452 | 10,749,662 | |

1 Executive Summary

1.1 Project Description

The Project¹ aims to promote and support low-emission **urban mobility concepts, and energy efficiency management strategies** among the municipalities composing the San Salvador Metropolitan Area (AMSS), thereby reducing national dependency on imported oil fuels and reducing energy sector GHG emissions. Specifically, it is planned to improve national competencies in the field of low-emission urban planning, through the following measures:

- i) Addressing regulatory gaps for urban mobility and street lighting;*
- (ii) building capacities and skills within the country through national and international alliances for the exchange of knowledge and with the establishment of a Centre of Expertise for Urban Mobility; and,*
- (iii) improving coordination between central government stakeholders and metropolitan authorities (COAMSS); and, developing a first batch of pilot projects for learning and demonstrating the benefits and potential scale-up.*

The Project was formulated before 2017 (PIF was approved on 23 May 2017); GEF CEO endorsement date was November 2019; and Project Document (ProDoc) was signed on July 31, 2020, already in the context of the confinement due to the emergency of COVID-19. The Project was designed considering socio-economic, technical, and institutional components, to promote the proposed measures. In parallel, the Project was formulated to complement the scenario of enabling conditions required by the Project in execution of the Integrated Transport System of the Metropolitan Area (SITRAMSS). Its components and expected results or effects were formulated as follows:

Component 1. Enabling framework for low-emission urban development.

- Outcome 1.1. The policy, legal and institutional framework for integrated low-emission planning in the AMSS has been strengthened.*
- Outcome 1.2. Information and monitoring systems for low-emission development in the AMSS have been strengthened and public awareness increased.*

Component 2. Promoting energy efficiency measures for mobility in the AMSS.

- Outcome 2.1. Sustainable urban mobility plans and pilots have been designed in selected AMSS municipalities.*
- Outcome 2.2. Low-emission mobility solutions have been implemented along the SITRAMSS Corridor*

Component 3. Enabling an energy efficient development path in AMSS municipalities

- Outcome 3.1: Selected AMSS municipalities have adopted an energy-efficient development path*
- Outcome 3.2: Energy efficiency measures are being implemented by selected AMSS municipalities.*

¹ This document will use for reference the term 'the Project', with capital P, to avoid confusion with other projects or initiatives.

Component 4. Monitoring and Evaluation.

Outcome 4.1: The Project monitoring & evaluation plan has been implemented

These activities would be carried out under NIM support and the supervision of the CNE, through its Energy Efficiency Directorate, and the Project Board (or steering committee) which is composed of representatives of MARN, MOPT, and OPAMSS, and the participation of UNDP-CO and the three levels of assurance by UNDP that usually accompany the process of implementation of GEF projects. The Project Implementation Unit (UEP), supervised by the Board, is responsible for coordinating and advising the participating entities to achieve the outcomes. The Project covers the jurisdictions of 4 districts that make up the Metropolitan Area: Santa Tecla, Antiguo Cuscatlán, San Salvador, and Soyapango.

The Project has an execution period of five years that are fulfilled on July 31, 2025; and has a total budget of USD 37,022,452, of which 2,420,548 constitute the GEF contribution, and USD 34,601,904 are co-financing contributions by State entities.

1.2 Project Progress Summary

The implementation of the Project has gone through various instances of postponement and delays, both for external reasons, such as the suspension of activities and the concession granted for the execution of SITRAMSS; as well as circumstances not foreseen in the work plans, such as difficulties in hiring the technical team; therefore, the inception workshops, or 'kick off' of the Project could only be completed by end of April 2021, and approved in May. On the other hand, there were political changes and new priorities at the national and local governments that added to the complex scenario and all together hampered a substantial execution at the date of this Mid-Term Review (MTR).

Subsequently, and more recently, the new government has taken the decision to reassign the institutional roles linked to the energy and hydrocarbons sectors, raising decision-making bodies in these sectors from the ministerial level to the presidential level, with the establishment of a Directorate to address the issues of energy, hydrocarbons, and mining, thus deactivating the National Energy Council (CNE), the multisectoral coordinating entity that was in charge of the Project. This transfer is being completed, since it had a peremptory deadline for compliance, as of November 8, 2022.

In addition to the delays and institutional uncertainties that have affected the execution and progress of the planned activities, the Covid-19 pandemic and the sanitary measures throughout the country forced from the beginning of the Project to take adaptive measures to replace the face-to-face activities planned with the main actors in ministries, universities, and participating municipalities.

For these reasons, the Project has not had a balanced execution, and investments in all its Components have been significantly delayed, as can be verified in detail in the evaluation matrix of results (**Annex A**) and in the Rating Table below.

Undoubtedly, the problems that the Project seeks to solve not only remain urgent and a priority for the country and its metropolitan region, but additional delays or considerations for its suspension or replacement would only aggravate the situation of postponement. Therefore, the conclusions and recommendations of this evaluation focus on how to accelerate the execution of the Project as soon as possible, and to proceed to submit a justified extension of its execution period, and to a review of

the expected results and their indicators, both to align to the new institutional framework, and to enhance incidence on the new national and local government policies.

1.3 Table of achievement and ratings of the MTR

| Parameter | MTR Ratings | Description of achievements |
|---------------------------------|--|---|
| Project Strategy | N/A | N/A |
| Progress towards Results | Project Objective: <i>Promote a low-emission sustainable urban development path in the Metropolitan Area of San Salvador (AMSS)</i> Moderately Unsatisfactory (MU) | <p>The Project objective, despite the difficulties now being addressed, is still a valid and attainable one, as well as the activities in its components.</p> <p>However, the original strategy, targets and indicators must be reviewed and adjusted consequently to the new context, and refer them to measurement of activities directly promoted by the Project.</p> <p>The indicators of the ProDoc do not refer to targets for the MTR instance, or are defined as the result from activities of other projects promoted or supported by the Project, to be executed by third parties..</p> |
| | Component 1: <i>Enabling framework for low-emission urban development.</i> Moderately Unsatisfactory (MU) | <p>In this Component, some progress has been attained despite the conditions of political change, which are in general positive, but still do not consolidate a comprehensive vision and priorities regarding low-emission urban and metropolitan development. The development of plans and the analysis of project feasibility continues, but an inter-institutional debate on follow-up and progress information has not yet been achieved. It is possible to advance in devising instruments of normative regulation, by accompanying the development of the systems that will finally be implemented.</p> |
| | Component 2: <i>Promoting energy efficiency measures for mobility in the AMSS.</i> Moderately Unsatisfactory (MU) | <p>The mid-term targets, expressed in mobility plans in the municipalities involved, have not been achieved. The activities reported are mainly for preparation and progress in coordination issues for their achievement, and more precise indicators are required. There are several reasons that explain or justify the delay in this achievement. The evaluation suggests that the targets, once adjusted, would be in process of being achieved.</p> |
| | Component 3: <i>Enabling an energy efficient development path in AMSS municipalities</i> Moderately Unsatisfactory (MU) | <p>The activities of this Component are advancing in terms of joint work with the municipalities, with whom agreements and plans are being developed, coping with their diverse capacities and visions of their authorities.</p> <p>The effort on the subject of enhancing capacities and training must be addressed simultaneously for sectoral and municipal officials. The rating assigned assumes that negotiations with the agencies that will provide funds and inputs for training will be accelerated, and that work is advancing; so, the rating responds to an on-track activity.</p> |
| | Component 4: <i>Monitoring & Evaluation</i> | <p>The ProDoc only foresees activities of evaluation, which the first ifs the MTR being presently carried out. Activities in this Component should also align to internal monitoring or follow-up of actions that feed the periodic progress reports and</p> |

| | | |
|--|---------------------------------------|---|
| | Moderately Unsatisfactory (MU) | especially the PIRs, in addition to contributing to document the lessons learned for similar projects in the future, within the framework of a permanent knowledge management activity. These activities have not been a priority in the Project team, mainly because of the attention conferred to other urgencies, and insufficiency of technical advisors. |
| Project Implementation, Adaptive Management, and M&E. | Moderately Satisfactory (MS) | The implementation of the Project, and the operational, administrative and financial management are carried out relatively efficiently, in the adaptive aspects of the execution, and in terms of the preparation for the subsequent phases. However, some actions to engage experts (gender, communications) have been postponed because of the transference delay context." |
| Sustainability | Moderately Likely (ML) | Socio-political sustainability presents some risks at present, due to the political and governmental situation; but in environmental and socio-economic terms, sustainability appears to have a favorable prospect. |

1.4 Concise Summary of Conclusions

➤ *On the design and formulation of the Project:*

- The Project has had a long history from its formulation to its realization (more than three years), and has been affected by various circumstances not foreseen in its initial conception. The most important of these has been **the disappearance of its reference project in execution, SITRAMSS, which was supposed to be supported by the Project, mainly by enabling converging conditions and adaptation with policies and standards** for its better functioning; and also, with the concurrent planned support for the municipal-level entities to articulate in the process.
- Under these conditions, and pending new orientations and references for new policies, **the Project has suffered a virtual immobilization that has reduced priority and dynamism to other activities**; like, for instance, the training and formation of technical teams, and planning support to the municipalities and their recently appointed new teams.
- The situation of urban mobility in the metropolitan region, however, still requires urgent solutions to which the Project can and must contribute. For this reason, the Project, as an institution, must assume a more active catalytic role in the political, administrative and institutional context. The difficulties posed by this function in the current circumstances are recognized; **but it is necessary to reformulate and reinsert the Project in the current context, revitalize its perspectives, and resume political and inter-institutional advocacy for its reactivation**. Omitting these moves can entail risk for the Project to remain inconsequential in a context of great potential impact.

➤ *On progress towards Project results*

- Progress towards the results prescribed in ProDoc is financially very low in percentage and absolute terms, virtually restricted to initial recurring expenditure. At the beginning of the

operation of the new technical team (practically in June 2022), activities were rethought and new actors, adaptive measures and works on sensibilization of actors were included that took time to develop. However, none of the results originally predicted for the midterm could be achieved. **This situation, mainly due to reasons beyond the control of the implementing agency or the members of the technical team of the Project, should be urgently reverted.** Conditions are now more favorable and show signs that the situation could be reverted in the short term with renovated impulse of the PMU.

- The low execution of investment plans is mainly due to external political in change of orientation and inter-institutional coordination, in addition to the fortuitous emergency of the Covid 19 pandemic as soon as the Project began: (i) changes in policy and actors both at the central government and municipal governments levels; (ii) waiting time for high-level decisions to replace the previous scenario that gave rise to the Project; and, (iii) new priorities in the fields of citizen security, municipal financing, and reassignment of government roles and institutions, as in the case of the National Energy Council, and the Transport subsector. **However, a more flexible and adaptive approach could have been introduced to gain time and progress, by executing alternative and parallel concurrent activities**

➤ *On inter-institutional planning and coordination, private actors, civil society, and beneficiaries.*

- The Project proposed a complex governance scheme in ProDoc, which was reformulated in some aspects during the inception workshops: The intervention of the Ministry of Economy (MINEC) was dispensed, and some measures were taken for implementation taking into account the changing scenario in the country. Evidence suggests that, while attempts were made to adapt the scheme, there were additional delays in the redesign and hiring of the team and technical advisors, due to the specialized topics and capacities required. While these are not the main causes for delay in implementation, it should be mentioned, from this experience, **the need for more frequent Project Board (JP) meetings, and for the inclusion, at the highest possible level, of other key public sectors (public works, transport, urban development, and environment) to optimize and intensify inter-agency coordination in the Project implementation.**
- The decision to deconcentrate the work of the technical team of the Project was correct, as well as to house it in the implementing entity, the CNE under its Energy Efficiency Directorate. In the first case, this facilitated coordination with partner institutions, such as municipalities, and favored the presence and permanent monitoring of joint activities. However, as it has been perceived during the interviews, **the announcement of the change of the implementing entity, seems to have altered the priorities and visions of the institutions involved, in front of the Project activities. This is the case of municipal policies and plans by the new local administrations; and the role of the Vice ministry of Transportation, that has undertaken the feasibility studies of the new metropolitan transport system, a task in which the Project is not yet organically involved.**
- In general, the interviewees perceive **scant participation or dialogue with the private sector, companies and civil society, and in some cases express a legitimate interest in knowing more about the status of the Project and participating in some**

coordination instance to contribute and participate in the solutions. . This situation is on the way to being addressed by the PMU, and the current perception is explained by the limited time of field work that the team has been able to develop since its formation was completed in June of 2022. On the subject of support from academia in training and research issues, there is also developments that are still incipient but that are intensifying.

- In general, too, **the impression received from the interviews is one of diffuse inter-agency coordination, despite the goodwill of the technical teams and the executing entity**, which is concerned about moving towards results. This impression is, may be, derived from the current speculations on the situation of the Project in front of the new institutional framework.
- In gender approaches, there are documents and policy positions that take into account the situation in the framework of metropolitan development; but the effectiveness of these statements has not yet been proven in actions or measures in application, mainly because **of the pending incorporation of an expert person into the PMU team, situation that should be addressed with urgency and promptness**. In other aspects, such as the gender composition of the work teams and representation in the institutions, the balance is satisfactory.

➤ *On the efficiency of technical and administrative implementation of the Project (adaptive management).*

- It is not possible to conclude favorably regarding the efficiency of the physical execution of the Project, given the low level of financial execution and real progress towards results, due to the barriers and situation of disruption whose overcoming is beyond the decision-making capacity of the Project. **It is not a problem of management efficiency, but of the framework of new national policy decisions, and of the loss of the main reference for the Project activities**, that prevent the execution of the actions foreseen in the ProDoc, within the current disruptive context.
- Despite this situation, **the Project can plan and undertake, upon decision of its Board and in alignment with the donor procedures, a realistic adjustment of its outputs and targets, and of levels of inter-agency coordination**, in order to refer them to its objective and essence of promotion and technical support. This would be a test of adaptive capacity and a solution to entrapment; as well as a way to maintain the relevance of the Project and its contribution to solving metropolitan development problems that remain in emergency. In this effort, **it is worth discussing the various options, considering that all urban development solutions require time and, probably, successive approximations**. Not all current solutions can be implemented, and it is not always feasible – due to sociocultural or economic reasons - to jump over gradual technological stages in energy issues. **A set of workshops, in a sort of re-inception approach, could be viable if conducted by experts, convoking key new actors, and addressing specific outcomes**.
- An issue that will require review, and should be part of the necessary set of institutional agreements if the Project is revamped, is **the increased potential for new ways and means for co-financing**. The current scheme will anyway become outdated, moreover if at the moment presents a low execution, linked to a certain extent to the current difficulties of the municipalities to access investment funds autonomously.

➤ *On the effectiveness of approaches and the sustainability of actions and Project results: barriers, risks and management forecasts*

- The Project, at the moment, has problems validating the original approaches, especially those of greater scope such as low-emission mobility and public transport, issues that require broad intersectoral and territorial coordination that exceeds the competences of the present executing entity. **It is possible, however, to improve its performance in other areas of energy efficiency and savings**, to which it could devote greater attention, meanwhile the new definition and decision making on metropolitan transport issues are taken. The **viability of this largely depends on the new institutional environment assigned to the Project, which should be favorable regarding support to and from the municipalities**. These prospects should be weighed in the new 'road map' that is proposed to formulate and adapt.
- **The sustainability of the Project's actions will depend, ultimately, on its ability to adapt to the new institutional environment and government context**, maintaining the importance of its technical and enabling contribution for coordination and actions of third parties, especially ministries and municipalities, **with adaptive vision but without pause**. This activity requires flexibility in approaches and relationships; but above all, continuity of effort. In this sense, the political and diplomatic role of UNDP could be crucial. The barriers, already mentioned as externalities, and the risks – among which the greatest would be the suspension of activities until the appropriate scenario is in place – must be addressed, taking advantage of the expressions of the new government regarding the environmental, climate and citizen security issues, which are convergent to those promoted by the Project.

1.5 Summary Table of Recommendations

| # Rec. | Recommendation | Responsible Entities |
|------------|---|--|
| | Objective: <i>Promote a low-emission sustainable urban development path in the Metropolitan Area of San Salvador (AMSS)</i> | |
| Key | Undertake an urgent review of the current scope and capabilities of the Project, to overcome the delay in execution. For this, it is essential to plan and propose a roadmap that - while maintaining the objective and basic orientation of the Project - allows for a readjustment of the products, goals and indicators, limiting them to the scope of action of the Project itself, rather than to impact goals dependent on projects and subsequent actions of the actors. As mentioned in conclusions, a set of workshops, in a sort of re-inception approach, could be viable if conducted by experts, convoking the key new actors, and addressed to specific outcomes. | CNE/DGEHM, PB, PMU with support of PNUD (CO y RO) |
| A. | Component / Outcome 1: <i>Enabling framework for low-emission urban development</i> | |
| A.1 | Formulate a strategy to reposition the Project at the highest governmental level, to participate directly in the discussions and design of mobility solutions and to incorporate: criteria of attention and social welfare, concomitant to citizen security; training and modernization of municipal action on issues of reducing environmental degradation, reducing | CNE/DGEHM, PB, PNUD, high level consultancies |

| | | |
|-----------|--|--|
| | emissions, and energy consumption; with immediate technical contributions for the new Directorate of Energy, Mines and Hydrocarbons (DGEHM). As a result, reconstitute the Project Board under the new management, incorporate the new actors (especially the VMT and the municipalities), form technical working groups, and establish a calendar for more frequent meetings | |
| A.2 | Prepare the arguments and technical bases to request an extension of the period of execution of the Project of at least one year, in response to the difficulties and barriers faced, and the urgency of continuing the actions considering the crucial need of palliative solutions at the municipal level, and the delay of infrastructure measures in the long and medium term. The Project needs an extension to make sense of its offer of promotion and support for works and actions that have suffered considerable delay. Otherwise the planned advocacy and support may not be functional or useful enough in the new institutional context. | PB, Project Manager PMU, PNUD |
| A.3 | Foresee and prepare as soon as possible the transfer of functions of the Project, in order to ensure the continuity of actions in the new administration, without delays of formal adaptation, respecting due process and due diligence | CNE/DGEHM, PB Project Manager PNUD |
| A.4 | Plan, promote, and develop the incorporation and adaptive updating of electro-mobility options in the modernization scheme and public transport alternatives. | CNE/DGEHM, PB Project Manager PNUD |
| B. | Component / Outcome 2: <i>Promoting energy efficiency measures for mobility in the AMSS</i> | |
| B.1 | While defining the feasibility of public transport options and solutions, in coordination and effective work with municipalities, support for the development of public lighting and energy efficiency projects should be prioritized, promoting their relative priority in front of the delay in the approval of major investments. | PMU, OPAMSS, Majors of involved municipalities |
| B.2 | Promote and carry out programmed training actions by designing modules and contents that have immediate application, with "learning-by-doing" training systems based on working group modalities (Agile&Scrum and other modalities), with Technical Advisors and the support of specialized international organizations. | PB, PMU, PNUD, Technical Advisors |
| C. | Component / Outcome 3: <i>Enable an energy-efficient development path in the municipalities of the AMSS</i> | |
| C.1 | Carry out a face-to-face public event to relaunch the Project in each municipality, locality, with information on the progress and rescheduled, with the participation of interest groups such as associations, private companies, financial institutions, NGOs and women's groups. | PB, PMU, MOPT- VDU, Municipalities |
| C.2 | Given the present restrictions for the local governments to autonomously access to public funding, contribute to advise in getting and managing public funds for municipal investments in areas convergent to the Project objective, with technical support for the formulation of programs and actions, and support in front of the respective public decision-making institutions. | PB, PMU, Technical Advisors |

| | | |
|------------|---|--|
| D.. | Component / Outcome 4: <i>Monitoring & Evaluation</i> | |
| D.1 | Modify the content, purpose and target indicators of this Component beyond external evaluations, and design an internal monitoring system of the Project, as prescribed and foreseen in the revised ProDoc, with activities and measurement of products and targets involving partner entities and beneficiaries. | PB, PMU, Technical Advisors |
| D.2 | In relation to the previous recommendation, incorporate a technical advisor in the PMU to apply the M&E system implemented in the preparation of quarterly and semi-annual reports, in order to comply with the commitment of the PIRs and Tracking Tools; update, as regularly required by UNDP, the SESP in terms of recent changes in risks; anticipate the detection of problems and bottlenecks; and, systematize lessons learned with a view to scaling up and replicating achievements | PMU, Technical Advisors |
| E. | Project Implementation and Adaptive Management | |
| E.1 | Review and reactivate the situation of co-financing commitments with partner entities, within the framework of the reformulation of activities and the new execution agreements under the new administration, including electro-mobility alternatives. (See Rec. A.4) | PB, PMU, PNUD, Ministries and Municipalities |
| E.2 | Promote and extend gender work, as analyzed in existing plans, in a transversal manner, to serve and involve women in transport and energy use activities within the municipal administration; and in their families, in formal family education, and in informal tasks of commerce and crafts. In this sense, it is essential the incorporation to the PMU of a qualified gender expert to support these tasks and train local servers. | PMU, Municipalities |
| F. | Sustainability | |
| F.1 | Foresee and prepare as soon as possible the transfer of functions of the Project, in order to ensure the continuity of actions in the new administration, without formality delays for adaptation, but observing due processes and diligences. | CNE/DGEHM Project Management PNUD |
| F.2 | Consult and propose by the PB to the government - with the support of UNDP and the international cooperation community - effective public communications in favor of the support and reactivation of the Project; and at the same time, carry out adaptive measures of adequacy of expenditure and other coordination actions, with municipalities and ministries in order to optimize the work of consulting teams in the next stages of work. | PB, Project Management PNUD |

2 Introduction

2.1 Purpose & Objectives of the MTR.

The Mid-Term Evaluation (MTR) has the purpose of analyzing and documenting the progress of the Project towards its objectives and expected results in the Project Document (ProDoc) in order to identify the quality of its execution, alert early on the difficulties and barriers that arise in its implementation, and propose the changes and adjustments in the strategy and management deemed necessary to keep the Project on an effective path of execution, with solid prospects for sustainability and positive impact of its results.

The realization of an MTR at the end of the execution period is a requirement of the GEF and UNDP, as donor and implementing agent respectively, for all so-called full-size projects; and its elaboration refers to the guidelines, indications, formats and contents described in the ad-hoc guides of the GEF-UNDP². In this case, the Sustainable Urban Development Project for the Metropolitan Area of San Salvador - DUSAMSS (hereinafter 'the Project') has officially completed two years of its execution period, and it is expected that the MTR will be completed, and its recommendations addressed as appropriate, for the occasion of the third annual project implementation report (PIR) in June 2023.

2.2 Scope and methodology: principles of MTR design and execution

The MTR Report is aligned to the indications of the Terms of Reference (ToR) of the assignment to the consultant, aimed at providing reliable, credible and useful information, through the analysis of the available documentation on the Project, from its conception, design, formulation and execution phases, including periodic and eventual technical reports, budget and financial reviews and analysis, legal documents, and ancillary references that contributes to evidence-based review.

The sources of information and the forms of data collection refer to two central aspects: the review of the documentary information handed by the Project team; and through the field mission with semi-structured interviews with the main executing actors or stakeholders, including group discussions and an end-of-mission presentation to introduce preliminary findings.

The analysis and treatment of the evaluation topics is carried out under the criteria of relevance, effectiveness, efficiency, and sustainability. recommended by the OECD; while the indicators of achievement are analyzed and rated based on criteria from the S.M.A.R.T tool³.

The documentary review carried out (See **Annex G**) includes the main elements and documents of the following list, in addition to the review of other relevant documents, from various complementary sources in the consultant's experience:

- PIF-PIMS 5462 - SLV Sustainable Cities – 23/03/2017
- Initiation Plan (PPG)

² Guidance for Conducting Midterm Reviews of UNDP-supported, GEF financed projects

³ S (Specific); M (Measurable); A (Achievable); R (Realistic); and T (Time-bound).

- Project Document – PIMS 5462 SLV – v.Eng.
- *Documento de Proyecto – PIMS 5462 SLV v.Esp – firmado PNUD y CNE*
- GEF-UNDP Social and Environmental Screening Procedure (SESP) 29 Jan 2015
- COVID -19 Survey April 2020
- CNE-Micro Assessment _2021
- CNE-Summary of Significant Issues and Action Plan (Micro Assessment)
- *Informe Final Revisiones Puntuales CNE 2021*
- GEF TrackingTools / Core Indicators
- *Informe Anual 2021*
- PNUD Country Program document El Salvador 2022-2026
- Inception Report (*Informe de Inicio del Proyecto*) and annexes.
- Project Report (Progress and Risks) – Jun 2022
- Implementation Stage Quality Assurance Report 2021
- Project Implementation Report (PIR) 2022
- Design & Appraisal Stage Quality Assurance Report
- Cofinancing Letters (Oct 26, 2018)
- Gender Analysis and Action Plan
- Letter of Agreement Support Services PNUD.
- Project Board Minutes (*Actas de Reunión de la Junta del Proyecto*)
- *Ley de Creación de la Dirección General de Energía, Hidrocarburos y Minas.*

As a necessary complement to the documentary information, and within the framework of a collaborative and participatory scheme, the consultant carried out the on-site evaluation mission with the support of the UNDP Country Office, with a nine-day field visit to San Salvador in order to carry out semi-structured interviews with the main local actors and stakeholders in the Project. These interviews were programmed with the support of the PMU and carried out, confidentially and systematically, both to the implementing agency and to the partner institutions and the Project team itself, including members of the Project Board (*Comité Directivo del Proyecto*), government actors at national and municipal level, technical advisors, UNDP Regional Office (virtually, after the field mission), social organizations and private sector unions, among others.

The mission was carried out with trips and visits with interviews at the four municipalities involved in the Project: Santa Tecla, Antiguo Cuscatlán, San Salvador and Soyapango. The guide questionnaire used – adaptable for each type of interviewee – is detailed in **Annex C**. A total of 28 people were interviewed, representing 15 different institutions, between October 13 and 24, according to the following list and itinerary (see **Annex F**):

| Date | Name | Position / Institution |
|----------|----------------------|--|
| • 3 oct | Ryna Avila | PNUD Program Officer for Environment and Climate Change |
| | Rafael Pleitez | PNUD - Assistant Resident Representative |
| • 14 oct | Mario Cáceres | Director de Eficiencia Energética CNE – Focal Point |
| | Emerson Roque | Project Manager – Project Management Unit |
| | Gisella Hernández | Project Technical Coordinator San Salvador – Soyapango |
| | Nadja Noche | Project Mobility Technical Coordinator – OPAMS |
| | Alexander López | Project Metropolitan Policy Coordinator – OPAMS |
| | Johami Meléndez | Project Administrative Assistant |
| | | |
| • 17 oct | Carlos Calderón | Metropolitan Information System – AMSS |
| | Carlos Mario Flores | Director Eficiencia Energética – UCA University |
| • 18 oct | Susana de Alarcón | Director Territorial Development – Municipality of Santa Tecla |
| | Alejandro Gutiérrez | Coordinador Técnico DDT Santa Tecla |
| | Carmen Valladares | Experta Municipal – Coordinadora AM Santa Tecla |
| | Antonio Sandá | Project Technical Advisor |
| | Mario Monroy | Planning Manager – Municipality of Antiguo Cuscatlán |
| | Beatriz M. Navas | NGO Asociación Movilidad Eléctrica El Salvador. |
| | | |
| • 19 oct | Héctor Reina | Focal Point Municipality of Soyapango |
| | Manuel Rodríguez | Director de Desarrollo Municipal de AM San Salvador |
| • 20 oct | Guillermo Herrador | CEO Asoc. Salvadoreña de Distrib. de Vehículos - ASALDE |
| | Mauricio Saca | Associate Member ASALDE |
| | Julio Martínez | Associate Member ASALDE |
| | Alex Mendoza | Associate Member ASALDE |
| | Julia Pérez de Lagos | Ministry of Environment and Natural Resources (MARN) |
| • 21 oct | Nelson Reyes | Planning and Development Manager – Ministry of Public Works |
| | Alberto Mena | Specialist GDPI – MOP |
| • 24 oct | Lucía Cotrina | PNUD RO Regional Technical Advisor – Especialista en Energía |
| | Ernesto Kraus | PNUD Regional Program Associate |
| | Arianne Hidalgo | (PNUD RO Detail Assignment) |

Although the mission had limitations of time and availability of actors to include additional interviews, the results and the reiteration of impressions received and expressions emitted by the interviewees, allow to conclude that an accurate image of the situation of the Project and the circumstances that condition its execution was obtained, as it is commented in greater detail in the following sections of this document.

A significant constraint to obtaining broader information during the field mission was due to the current situation and context of transition of the governance of the Project and the institutional framework and actors involved at the national and local levels; as well as the structural changes in strategy and focus on the subject of the Project, that are not yet fully defined because they are in the process of being reviewed and updated. This situation is discussed in more detail in section 3.2 of this document.

2.3 Structure of the MTR report.

The structure of this report is aligned with the indications received in the contract ToR, which in turn are prescribed in the respective GEF-UNDP guidelines for Project evaluations. It includes the basic information of the Project, the present introduction, an Executive Summary, and then the analysis of the following aspects:

- Background, development context, and brief description of the Project, including a description of the current political, institutional, socioeconomic, and environmental situation, versus the original conditions that gave rise to the Project.
- Problems that the Project seeks to solve and barriers to their solution.
- Analysis of the strategy and design of the Project in terms of its objective, components and indicators, and expected results, as well as its geographical and implementation coverage.
- Implementation arrangements and governance of the Project.
- Findings from the evaluation of actions: Progress towards achieving results; remaining barriers; adaptive management for implementation (budget and financial execution, co-financing); stakeholder and stakeholder involvement; monitoring and evaluation mechanisms; compliance with quality standards; communications; and knowledge management.
- Analysis from the gender perspective and involvement of women in terms of actors, stakeholders and beneficiaries.
- Analysis of financial, socio-environmental and political-institutional sustainability.
- Conclusions and Recommendations; and
- Annexes prescribed in MTR guides and ToR

3 Background, Context & Project Description

3.1 Development Context

The context in which the original Project was formulated, which is described in detail in the signed ProDoc, has had important variations in the period elapsed from its generation, signature, and until the beginning of the actual implementation of the Project.

The problem of urban development in El Salvador is complex, and therefore the solution prospects include various measures of governance, regulations, public transport, energy efficiency, climate risks, earthquakes, citizen security, and others common to countries with a medium-low level of development in the Region. This general problem becomes less manageable given the high population density of the country (the highest in Latin America: 302 inhabitants / km², with about 6.5 million people in 21,040 km²), and a growing demographic concentration in the metropolitan area of the capital (approx. 26%), despite a high rate of emigration in past years due to the situations of violence that devastated the country. This relatively high density has led to a division of the territory into small units of subnational and local government, with 14 departments and 262 municipalities.

El Salvador, however, has been making progress over the past three decades in reducing poverty and gradually improving the Human Development Index (HDI) measured by UNDP, with greater access to basic services. However, it still shows economic growth (GDP) lower than the average of the countries of the Region. The reasons that have hampered a greater and more balanced growth and progress have been, in general terms, low productive and infrastructure investment, with a change in the economic structure in favor of service activities; internal development disparities; deficit in governance capacities and institutions for social and economic integration; and high propensity to consumption, encouraged by significant remittances from residents abroad who emigrated in past years. No less important is a chronic situation of violence and crime, exercised by criminal gangs, in a widespread and systematic way, which is being positively confronted by the new government.

From the environmental and climatic point of view, the country also presents conditions of high risk of disasters due to the incidence of natural phenomena, both climatic (droughts, floods, hurricanes, water stress) and geophysical (volcanism, earthquakes, severe erosion), which cause recurrent damages and mitigation needs of high social and economic cost.

The country is not a significant contributor of GHG, with an annual current emission of only 0.04% of the world total – mostly from the agriculture, forestry and land use (AFOLU) sector – and a low per capita of 1.1 tons of CO₂eq annually⁴. However, the country is a member of the United Nations Framework Convention on Climate Change (UNFCCC) and has presented its commitments to adapt and reduce GHG emissions by 2030 and 2050, which include actions in the energy sector, and are considered in the project's forecasts. The GEF support to the Project is based in an objective closely related to GHG emissions⁵, so it has to align with the national commitment in the energy

⁴ Ibid.

⁵ Climate change reductions are the GEF's core indicator linked with the project; and NDC document indicates the following targets: *"From the Energy Sector, and based on a "bottom-up" approach, El Salvador will be reducing its annual GHG emissions between 819 and 640 Kton CO₂ Eq by 2030, based on measures 1.1.1 and 1.1.5, whose annual GHG emission reduction targets confer values between 485 and 306 Kton CO₂Eq (Target 1.1.1.A) and 334 Kton CO₂Eq (Target 1.1.5.A), by 2030. Both goals are additional to each other and provide the above result."* (Translated from: unfccc.int/sites/default/files/NDC/2022-06/El%20Salvador%20NDC-%20Updated%20Dic.2021.pdf)

sector and transport energy efficiency, taking advantage of the political significance of this compromise.

During the period of formulation of the Project (2018-2019) the change of national government in the country took place, with a broad vote in favor and obtaining a legislative majority for the current ruler, and later also favorable elections at the municipal level. This situation is favorable for the reduction of the political polarity that has affected the country for a long time; and for the introduction of positive reform in national governance.

The Project began its execution in July 2020, within the framework of a set of measures of the new administration in order to improve the governance situation and give priority solution to urgent national problems. At the same time, the health emergency due to Covid-19 coincided with this beginning, configuring a difficult scenario for the Project. Even before this situation, the suspension of the ongoing project called the Integrated Transport System of the Metropolitan Area of San Salvador (SITRAMSS), which constituted the main reference for the design of the activities to support urban mobility designed by the Project object of this evaluation, was suspended by judicial decision.

3.2 Problems that the Project seeks to solve: barriers and threats identified.

The Sustainable Urban Development Project for the Metropolitan Area of San Salvador (DUSAMSS acronym in Spanish), was designed with the purpose of enabling and supporting the ordering and improvement of normative, institutional, and cultural conditions, to promote, on the one hand, the establishment of an efficient, reliable and low-emission public transport system; and on the other hand to seek greater energy efficiency in matters of public lighting, energy use in buildings of public institutions, among other energy saving options. The problems that the Project seeks to solve can be summarized in the following points:

- *Precarious public transport system and dispersion of settlements.*

Public transport in the metropolitan area of the capital suffers from problems of planning and regulation of the use of roads, and inorganic growth of the supply of means and routes; age of the fleet of buses and transport vehicles in general; and, low average speed with high delays on long journeys. These conditions are aggravated by the physiographic and historic characteristics of the population settlements in the country and its capital city.

- *High rate of increase and density of private cars, and chronic congestion on vial axes and main roads.*

As a result of the quality of public transport, the population with the highest purchasing power tends to acquire private, new and used vehicles, which does not solve but aggravates the problem of congestion and low energy efficiency in addition to increasing emissions caused by fossil fuels.

- *Insufficient intersectoral and inter-municipal coordination*

Despite having appropriate instruments, originated in the need to address in a coordinated manner disaster situations in the past, as in the case of the Council of Mayors of the Metropolitan Area of San Salvador (COAMSS), and its technical arm, the Planning Office

(OPAMSS), difficulties persist in articulating with the sectors of the central government and in agreeing and financing investment projects of metropolitan scope.

- *Need for savings and technological innovation by substituting imports of fuels, for modern luminaires, and for generation of electricity through renewable and efficient sources.*

El Salvador is an importer of energy, even though it has potential for hydroelectric and renewable generation, such as geothermal energy. On the other hand, the country has the commitment and intention to contribute to the global reduction of GHG emissions, for which it has formulated its NDC report in 2021, which contains as one of its measures the introduction of electro-mobility in the vehicle fleet of passenger transport, public and private.⁶

The main barriers and threats that the implementation of the Project must face to solve the problems and obtain the desired results, can be summarized as follows:

- *Change of reference of the Project due to the suspension of the execution of SITRAMSS.*

The Project was designed to support the implementation and operation of the SITRAMSS project, which was suspended shortly after its initial operation began; and a substitute project is being designed that, although it allows maintaining the objectives and results planned for the Project design, means a considerable delay that requires a review of results, products and indicators, as well as conditions and characteristics of the new solution alternatives, still in feasibility analysis and relative reserve in their details. Although some information has been obtained about the alternatives under feasibility studies⁷, there remains for the time being some confidentiality level on the part of the consultants in charge.

- *Change of governance and institutional frameworks and of the executing agency.*

The executing agency of the Project, the National Energy Council, is being legally deactivated as of November 8th 2022, by governmental decision. This decision does not derive from the needs or problems of the Project, but from a new policy of integration of the administration regarding energy, mining and hydrocarbons sectors. Although this change is not expected to substantially affect the objectives and execution of the Project, which will depend on the new entity (Directorate of Energy, Mines and Hydrocarbons), there will necessarily be a temporary interruption of administrative coordination mechanisms, regulation of financial flow and execution agreements with UNDP, municipalities and other actors. It cannot be ruled out, on the other hand, the change of managers in the Project team, which would constitute an additional hindrance and greater delay in the progress of the Project, already quite outdated in its goals.

- *State of public transport and pressure to 'burn stages' of development of the sector.*

The situation of precariousness in public transport and traffic congestion is a cause for concern of all citizens, which generates pressure on the authorities and users for an expeditious solution. This leads to simplifying the problem, from different points of view and interests, and

⁶ Ibid. Section 1.1.5, Page 41

⁷ See <https://www.presidencia.gob.sv/gobierno-avanza-en-explorar-dos-opciones-de-transporte-masivo-para-el-amss-sobre-rieles-y-autobuses-electricos/>

advocating measures whose implementation requires enabling conditions that are not yet present in the metropolis. Examples from other countries and cities in the region are not easily adoptable or adapted, and have also to go through previous stages before achieving an *ad-hoc* solution. This is the case of mass transport, electric cars and their various options, metro-cable, electric train, bicycle promotion, and other modalities in current study, which have yet to find their own favorable environment, or ways of transition towards it.

- *Number of vehicles and propensity towards private cars*

The situation in the case of the metropolitan area of San Salvador is apparently due to opposite impulses: the growth in car use is largely due to the absence of efficient and reliable transport, and, paradoxically it threatens the integral solution itself, and contributes to the stagnation of the quality of public transport. This barrier and competition for circulation space must be eliminated through mutual concessions between the systems, within the framework of a vision of balance of measures: first, effective improvement of the public transport system with gradual but immediate and drastic measures; and at the same time, the systematic disincentive of the use of the private car while improving public transport to make it an attractive alternative (circulation shifts, promotion of remote work and pools for transfer of schoolchildren and office workers, incentive of the taxi by application to reduce its cost, and so on)

- *Physiography of the city, relative development imbalance between districts, and emerging capacities for concerted urban planning.*

The topographic conditions of the city limit immediate solutions, which require better capacities and greater efficiency in municipal governments for a coordination of metropolitan-level solutions aimed at reducing gaps in services and infrastructure for the different levels of users of the city (pedestrians, cyclists, transporters, motorists).

- *Sociocultural problems of urban development vision and behavior, in the face of change in general; and in the face of alternative means of transport, in particular.*

It is necessary to intensify communication and promote a citizenship vision of mutual respect and safety. The latter is being addressed decisively and will contribute to collective well-being; But there are still differences in citizen behavior between higher-level residential areas and lower-income areas, which can make it difficult to perceive the necessary change seen from both extreme socioeconomic interests.

The foregoing analysis of the barriers faced by the Project essentially coincides with the development problems mentioned in the revised ProDoc, and in the Project Inception Report⁸:

... The development problem addressed by the Project is formulated as follows: "The transition to a low-emission development path in the Metropolitan Area of San Salvador (AMSS) is hampered by the weak regulatory and institutional framework for urban planning, insufficient or outdated data for urban planning, the lack of proven and transparent business models for public services (including public transport) and limited business models, technical, and financial capacities of municipalities".

⁸ 'Informe de Inicio del Proyecto' (Project Inception Report; page 71; Development Problems)

3.3 Description and strategy of the Project: Objective, Results and Expected Achievements

Faced with the problems and barriers outlined, the Project has been formulated from various approaches and throughout a process that has taken several years from the initial idea, to support, in general, a process of sustainable development of the metropolitan area, from generating enabling conditions in support of an integrated transport system, and the promotion of consequent energy savings, extended to the role of priority municipalities in the area in the field of efficiency and energy saving in public lighting and state buildings.

The Inception Report of the Project, dated March 2021⁹, refers to an internal session (March 20th) and four additional sessions (Session 1, on Wednesday 24th March; Session 2 on Thursday 25 March; Session 3 on Wednesday 7th April; and Session 4, devoted to several institutional actors, that covered from April 12th to 29th). During these sessions the ProDoc scope was reviewed in the face of changes in context and government policy compared to the time elapsed since the formulation of the Project, and the following text regarding the Project objective and measures, was outlined:

"The Sustainable Urban Development in the Metropolitan Area of San Salvador (AMSS) Project, financed by the Global Environment Facility (GEF) under the administration of the United Nations Development Program (UNDP), and which is being implemented by the National Energy Council (CNE), aims to promote a low-emission urban development route in the Metropolitan Area of San Salvador. Specifically, it is planned to improve national competencies in the field of low-emission urban planning, through the following measures:

- (i) Addressing regulatory gaps for urban mobility and street lighting;*
- (ii) Building capacities and skills within the country through national and international alliances for knowledge exchange and with the establishment of an Expertise Center for Urban Mobility;*
- (iii) Improving coordination between central government stakeholders and WSSA authorities; and*
- (iv) Developing a first batch of pilot projects for learning and demonstrating the benefits and potential scaling."*

Within this framework of objective and consequent measures, the aforementioned document maintains the same components of the original ProDoc, in terms of results and achievements, assuming that the changes of context do not fundamentally alter the purpose of the Project. The ToR of the MTR also reiterate the basic structure of the Project in the following terms:

Objective of the Project:

Promote a low-emission sustainable urban development route in the San Salvador Metropolitan Area (AMSS)

- Indicators:
- (A) Direct annual GHG reductions due to: (i) mobility interventions in the AMSS; and (ii) EE measures in the municipalities (ton O₂e/year).
 - (B) Energy savings in: (i) transportation fuel (GJ/year); and (ii) electricity (MWh/year).
 - (C) Number of policy instruments approved to support low-emission urban development
 - (D) Number of people benefited by improved mobility and EE in public buildings and services (m/f)

Component 1: Enable framework for low-emission urban development

- Outcome 1.1 The policy, legal and institutional framework for integrated low emissions planning in the AMSS has been strengthened.

⁹ Document: Informe de inicio Proyecto PNUD-GEF (PIMS 5462) DUSAMSS; Anexo 1. PMU, 2021

Outcome 1.2 Information and monitoring systems for the development of low emissions in the AMSS have been strengthened and public awareness has been increased.

Component 2: Promote energy efficiency measures for mobility in the AMSS

Outcome 2.1 Sustainable urban mobility plans and pilots have been designed in selected AMSS municipalities.

Outcome 2.2. Low-emission mobility solutions have been implemented along the AMSS Mass Transportation System Corridor.

Component 3: Enable an efficient development path in energy consumption in the AMSS municipalities

Outcome 3.1: Selected AMSS municipalities have adopted an energy efficient development path.

Outcome 3.2 Selected AMSS municipalities are implementing energy efficiency measures.

Component 4: Monitoring & Evaluation

Outcome 4.1 The Project monitoring and evaluation plan was implemented.

The scope of intervention of the Project covers the metropolitan area composed, from West to East, by the districts of Santa Tecla, Antiguo Cuscatlán, San Salvador, and Soyapango; which, in its continuity of roads and connection dynamics along 17km, constitutes the main axis of metropolitan mobility for priority implementation. (See **Figure 1**) On this axis, 7km from San Salvador to Soyapango, the first stage of the now suspended SITRAMSS project was implemented, the base of which is the redesign of the new transportation system, currently being planned, which the Project should now support.

Figure 1. Spatial Coverage of the Project



Source: Google Earth Pro.

3.4 Project Implementation Arrangements

The organizational structure of the Project is relatively complex in terms of the number of actors and functions which, however, does not reveal a direct relationship with the components and products (**Figure 2**). The Project Board has been chaired by the CNE through its Energy Efficiency Directorate, and is composed of representatives of MARN, MOPT, and OPAMSS, and the participation of local UNDP, and the three levels of assurance by UNDP that usually accompany the implementation process of GEF projects.

The Project is executed under national implementation (NIM) with UNDP support to carry out certain processes such as Project staff identification and recruitment, some procurement services, and payment processing. Such services must be included in the current work plan, and are limited by a fixed value of UNDP cost recovery of \$25,000.

There are several liaison roles or focal points between the Project and the municipalities involved and ministries, which reveals a concern to decentralize actions and optimize technical support and coordination of actions.

Figure 3 details the structure of the Project Management Team, or PMU, foreseen in the Workshop Definition document, which is derived from the general scheme of implementation of the Project. This diagram details the complex composition, not yet fully achieved, of the Project team, which again highlights the lack of clarity to articulate actions around the Components and expected effects.

This organization may appear to be functional to the characteristics of the Project, but it does not explicitly reveal how the three working groups (Technical, Municipal, and EE Program) are articulated to contribute to achieving the expected Outcomes in each Component.

In any case, the work scheme is not being fully implemented and working at the desired pace due to the understandable expectation of the future decisions that will be assumed by the new entity that is replacing the CNE in the execution of the Project as of November 8th 2022.. Even if the current structure of functions could be preserved, further organizational adjustments are foreseeable, particularly in administrative and financial management and in the operational relationship with UNDP and GEF, as further capacity assessments and agreements will have to be carried out to formalize changes and forms of operation.

Figura 2. Estructura de Organización del Proyecto DUSAMSS

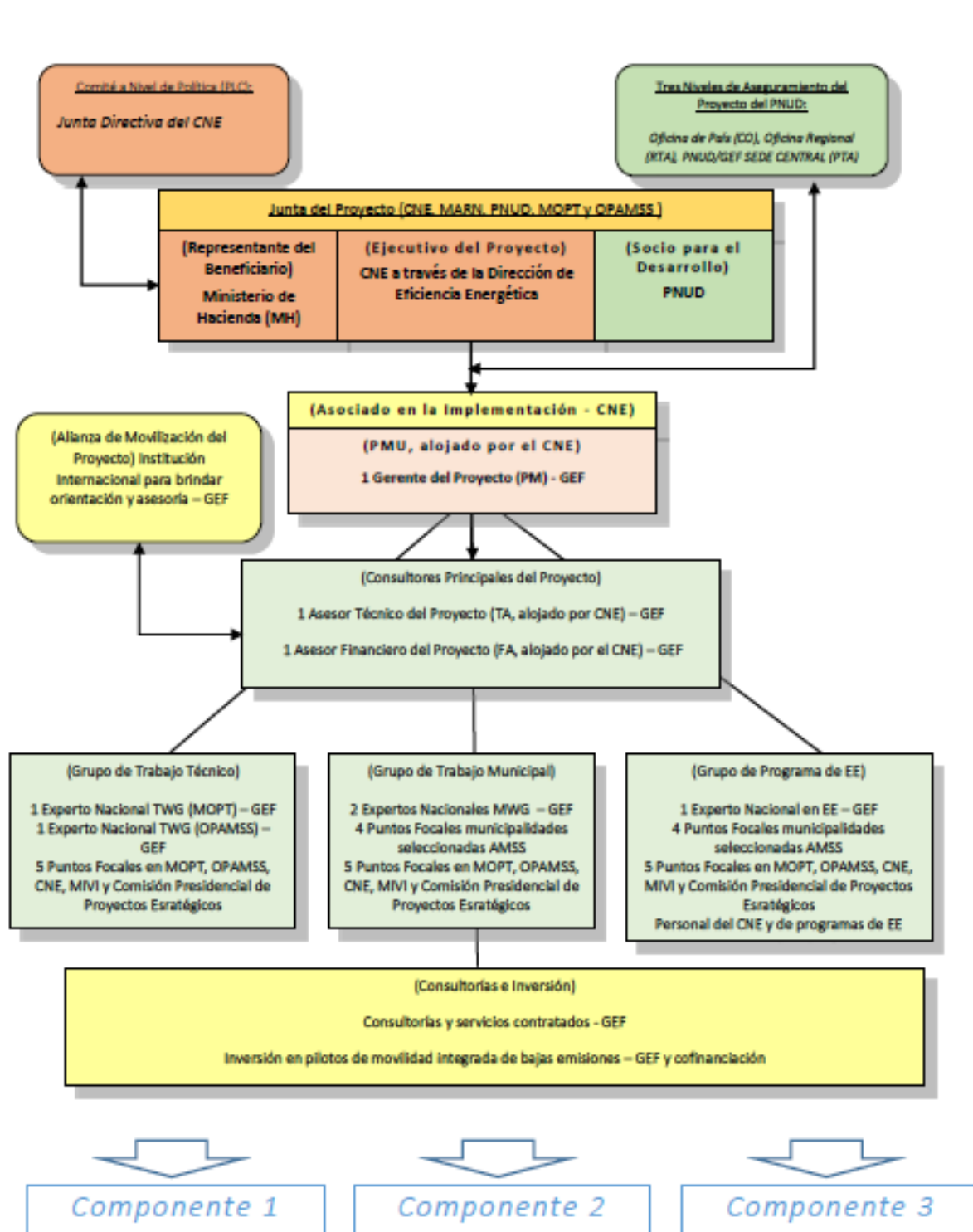
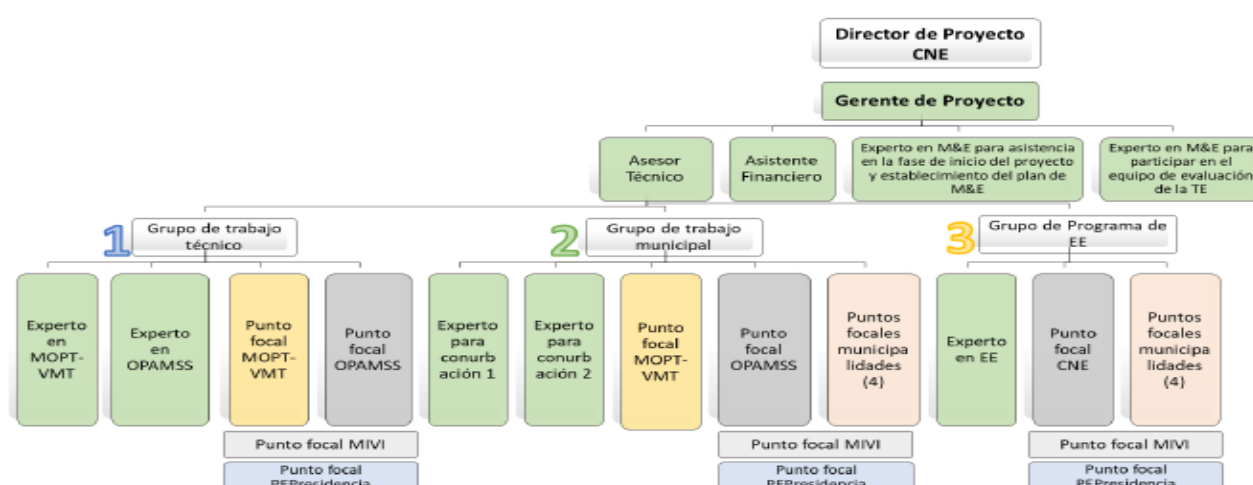


Figure 3. PMU organization scheme



Source: 'Informe de Inicio del Proyecto'; March. 2021

3.5 Project calendar and milestones

The Project has started, according to the signing of the ProDoc, on July 27, 2020 and should conclude on July 26, 2025, after 60 months of execution. Its implementation, however, has suffered several delays for various reasons, mainly due to the loss of reference to the SITRAMSS, the changes in policies generated by the new government, the elections of new municipal authorities, the sanitary measures due to the Covid-19 pandemic, and the initial delays in consolidating the Project's technical and management team. For this reason, the present evaluation, after two years of execution, only has reference to a PIR report (2022), and finds a substantial delay in the progress of all Components, not having yet reached any of the milestones planned for the mid-term stage. In this regard, recommendations deemed necessary for the Project to meet its goals will be made, including a justified extension of its term, and adjustments of goals, indicators, and products, to focus on crucial activities.

3.6 Main actors and stakeholders

The Project covers and involves a plurality of institutions, in a context of difficult management as a whole, given the current insufficient conditions of coordination and relationship between levels of government, from the central level and ministerial levels to local governments or municipalities included in the metropolitan area. The participation of academic entities is still marginal, although it is in the process of expanding; and the participation of the private sector, such as NGOs and industrial or commercial associations, is still revealed as tangential, although there is interest in this type of institutions to participate more actively.

The public sector is linked to the Project, indirectly, through territorial development policies and regulations, which involves entities from the executive branch, with the Presidency of the Republic y and sectoral ministries, to the municipalities managing at the district level. Key actors at this general level originally included: the Technical and Planning Secretariat (STP, or SETEPLAN), entities already deactivated; and the recently created Environmental Sustainability and Vulnerability Cabinet. In direct relation to the Project, the main governmental actors at the level of the executive branch were, until November 8 of this year:

- National Energy Council – CNE, headquarters of the UEP.
- Presidential Commission on Strategic Projects
- National Council for Environmental Sustainability and Vulnerability (CONASAV)
- Ministry of Environment and Natural Resources (MARN)
- Ministry of Public Works and Transport (MOPT)
- Ministry of Housing and Urban Development (MVDU)

Actors involved at the local (district) government level:

- Council of Mayors of the Metropolitan Area of San Salvador (COAMSS), representing the 17 municipalities in the area.
- COAMSS Planning Office (OPAMSS)
- Municipality of Santa Tecla;
- Municipality of Antiguo Cuscatlán;
- Municipality of San Salvador
- Municipality of Soyapango.

Multilateral entities linked to financing, execution and warrant:

- UNDP OP El Salvador; UNDP OR (Panamá)
- Inter-American Development Bank – IDB
- European Union Commission

Entidades académicas:

- Universidad de El Salvador
- Universidad ‘José Simeón Cañas’ – UCA
- Universidad Don Bosco

Other beneficiary and interested stakeholders:

- Association of Public Carriers – FECOATRANS
- Salvadoran Cycling Federation
- Women's Organization – ORMUSA
- National Council of Disabled Persons – CONAIPD
- Salvadoran Association of Electric Vehicles – ASALVE
- Electric Mobility Association of El Salvador.

These entities, especially those belonging to the national government, may change their role and institutional location with respect to the Project, as of November 9th 2022, with the absorption of the functions of the current CNE by the new DGHEM, which will lead to a relocation or institutional redefinition of the Project, including new protocols for the relationship of the national Implementing Agency with UNDP, under the NIM execution modality.

4 Findings of MTR

4.1 Project Strategy

4.1.1 Project Design

The Project has been designed in a specific context of reference and generation of enabling conditions for the best performance of SITRAMSS in its role of improving energy efficiency in public transport and reducing GHG emissions. Consequently, having suspended and then replaced the concept and the progress of implementation of SITRAMSS by other options currently under study and evaluation, it is necessary to change in turn the way of judging the quality of the Project, and the relevance of the planned actions in front of the new scenario.

If we contrast what the design of the Project poses against the objective situation of the remaining problem of energy efficiency and urban mobility in the metropolis, it is seen that the potential contribution of the components of the Project, as they have been designed, maintains its validity with a broad coincidence in the needs for improvement, and on priority problems to be addressed urgently. Therefore, the Theory of Change briefly described in ProDoc (pp. 19-20) remains valid. In addition, the recent changes in government policy, as well as the relative reduction of social and political tensions at the moment, configure an even more favorable scenario to introduce improvements and initiatives in the environmental, energy, and inter-institutional management issues, than the one that prevailed at the time of the Project formulation.

To obtain the planned results regarding energy efficiency and savings in electricity consumption in lighting and public buildings, no further change would be required. They remain functional and appropriate, except in the difficulties inherent in these innovations in the face of bureaucratic inertia for change; cultural lags in consumer behavior; and delays in negotiations for international support and cooperation; and the need to agree on, and duly incorporate, norms and standards for energy efficiency.

In terms of cross-cutting issues, ProDoc (Section 2.1.3) proposed the hiring of a security and gender consultant. The combination of both issues is due to concern about the vulnerability of women in terms of safety in the use of public transport, being the first reference in the Project on the issue of gender. Later, when mentioning Product 4.1 for the Monitoring Plan, ProDoc refers to the need to hire a gender expert (Annex G and pp. 38-39). The need for a gender action plan is also mentioned.

In any case, these mentions in ProDoc attend to the guidelines and guides for this topic in the GEF and UNDP projects; however, the limited progress of the Project in the actions required by these guides has not led to effective progress in introducing the gender issue, beyond considering the national and municipal policy guidelines in this regard.

In conclusion, the loss of reference of the Project with the suspension and failed experience of SITRAMSS, could be seen – if managed timely and quickly – as an opportunity to improve the profile of the Project, and its adaptation in terms of indicators and outcomes to make them more realistic, measurable and achievable.

This could entail, in addition, changes to the terms of co-financing to achieve more consistent and functional contributions to the situation. The timing is critical, since the opportunity to readjust the design and enrich it with improved goals and better described effects referred to the new scenario, must be considered without further delay, given the time already elapsed and the need to

recover the momentum of the initiative to match advances with the government imminent decisions on the issue.

4.1.2 Results and Achievements Framework

The results framework presented in the PIR 2022, is the main reference to evaluate the progress and achievements of the Project. In this regard, **Annex A** presents the detailed evaluation of each component and outcome, based on the indicators, which have not been altered since the beginning of the Project. Although the Project Inception Report mentions the need to refine the framework, both in the ToR of the evaluation, and in the RIP, the original structure and description are maintained, except for the reference to SITRAMSS, which is replaced by the reference to the Metropolitan Area Transport System under study by the MOPT.

Although, as discussed in section 4.1.1., the objective and basic components of the Project remain functional in the new political and institutional context, it would be necessary to adjust the scope of the current Outcomes, and consequently of their respective indicators - which, as they stand, do not respond to the S.M.A.R.T. characteristics when evaluated, presenting one or more problems as seen in the following examples:

- *Objective Indicator: 'Direct annual GHG reductions due to: (i) mobility interventions in the AMSS; and (ii) EE measures in municipalities'*
- *Indicator (b) of Objective: 'Energy savings in: (i) transport fuel (GJ/year), and (ii) electricity (MWh/year).'*

In both cases the indicators lack a baseline and do not have targets to measure their progress at the MTR. The indicators are specific, but they refer to obtaining SITRAMSS operating data, which, having been deactivated, prevents measuring and attributing the synergistic effect of the Project's interventions, which has a promoter and enabling intention, but not operational of the actions that will lead to GHG reductions or energy savings. In terms of time, these effects are likely to occur in the medium or long term.

- *Indicator (D) of Objective: 'Number of people benefiting from improved mobility and EE in public buildings and services (m/f).'*

The indicator by number of people does not reveal the action that benefits them, and therefore is not specific; on the other hand, the baseline has not been established, so the numbers of 10,000 people for the MTR instance, and 50,000 for the end of the Project, are somewhat arbitrary. It would be more pertinent to refer to the results of the feasibility studies in both cases (mobility and services in public buildings).

- *Component 1 indicator 1c: Number of civil servants (m/f) trained in low-emission planning*
- *Component 3, Indicator 3a: Number of building managers and energy professionals who have been trained and/or certified (m/f)*

Indicators of the number of people trained, in general, are not accurate in terms of effectiveness, although they are more direct measurement; or in any case it depends on the quality of the training; in any case, they must be complemented by the characteristics of the activity; or refer to the number of people trained and performing the key tasks envisaged.

- *Component 4 indicators, Activity 4.1 Project Monitoring and Evaluation*

Component 4 should refer to actions aimed at systematic monitoring or follow-up of the activities carried out by the Project, as part of the periodic registration and control of progress towards achievements, and to contribute to the management of the knowledge acquired in the execution for the purpose of replication or scaling of subsequent phases. The activities of the MTR and TE are

essential, are prescribed in the ProDoc and budget as mandatory, are external and independent, for additional purposes of monitoring the governance levels of the Project and of donors and implementing agencies.

As for other indicators of the components and effects of the results matrix, they should be reviewed in terms of their scope and direct reference to Project activities. In this sense, it has not been possible to access to differentiated results by gender, age or other categories, since the respective studies and analyses have not been carried out. For the same reason, it is not possible to determine or quantify its benefits and impacts.

4.2 Progress towards Results

4.2.1 Analysis of Progress towards Results

The analysis of progress in achieving the results described in ProDoc is summarized in this section, and is presented in detail in **Annex A** of this report. This analysis is based – according to the guidelines of the EMT guide – on the signed text of ProDoc; in the content of the only PIR carried out as of June 2022; in the 2021 Initiation Report, as well as in the content of periodic technical and administrative reports, and other relevant documents such as the GEF Tracking Tools; and, to an important extent, in the opinions and statements of the direct and indirect actors interviewed. The GEF Tracking Tools are incorporated as a reference in a separate special annex, including planning and preparatory activities.

In the format of the Results Framework, the evaluation carried out maintains the nomenclature assumed by ProDoc, as well as the structure of the Components/Outcomes, and target-indicators; and for the relationship and condition assessment of the products in each component, it is based on the PIR 2022. The findings and rating of progress by Component, effect and indicator at the time of the closing of reports and the PIR 2022 (June 2022) are presented below. It should be noted that the limited progress of most of the scheduled activities, for the reasons already described above, prevents a more extensive and accurate analysis.

This section contains the results of the critical analysis of the results framework detailed in the matrix contained in **Annex A**, in which a comparative evaluation of the progress has been made since the RIP reports made to June 2020, updated with the information collected and revised, as well as the interviews carried out and complementary data as of March 2021.

The achievement rating (green, yellow and **red** colors) refers to the achievement in each result in relation to the targets and timing to achieve them; and the standard grade of the level of achievement is expressed in the letters **HS** (highly satisfactory), **S** (satisfactory), **MS** (moderately satisfactory), **MU** (moderately unsatisfactory), **U** (unsatisfactory), **HU** (highly unsatisfactory), and NE, not assessable or not relevant.

PROJECT OBJECTIVE :

MU

Promote a low-emission sustainable urban development path in the Metropolitan Area of San Salvador (AMSS)

Objective Indicator (A):

MU

Annual direct GHG emission reductions due to:

- (i) mobility interventions in AMSS; and,*
- (ii) EE measures in municipalities (ton CO2e/yr)*

Mid-Term Target: *Not defined*

Comments and rating justification

The indicator does not have a defined goal for the EMT, and no progress is identified, since the indicator referent has changed, which was to be measured according to the operation of the SITRAMSS; and it is not yet possible to measure savings in municipal measures not yet executed.

The targets would not be achieved unless the indicators were changed to measures of activities specific to the promotion and definition of a development pathway target, rather than emission reduction targets of a subsequent mobility project. (For instance, national and municipal decisions on investment, and operation of the Transportation System, or energy efficiency programs)

Objective Indicator (B):

MU

*Energy savings in: (i) transport fuel (GJ/yr); and
(ii) electricity (MWh/yr)*

Mid-Term Target: *Not defined*

Comments and rating justification::

As in the case of indicator 'A', there is no defined target for MTR, and there is no evidence of progress in the indicator, since there is still no way to measure energy savings as specific transport activities and programs or concrete energy saving measures at the municipal level have not been carried out; therefore, neither the knowledge of the characteristics of energy consumption or the respective savings.

The targets would not be achieved unless the indicators were changed to measures of activities specific to the development path promotion target in the municipalities, instead of reduction targets that would be attributable to specific projects subsequent in each case. For example, number of specific projects and goals developed in the life of the Project; the same ones that would be currently underway in the municipalities, by intervention of the Project.

Objective Indicator (C):

MU

Number of policy instruments approved to support low-emission urban development (-) **Mid-Term Target:** Two (2)

Comments and rating justification:

The status reported in the PIR is maintained at the time of the MTR, without having specified or obtained more additional information about these new initiatives or emanating new legal devices, which are currently in coordination. The Project does not identify as a policy instrument the approval of NDCs, which explicitly include the commitment to electric mobility measures.

Progress in this indicator can be described as moderately unsatisfactory, in terms of the time that is elapsed without the approval of these instruments. It can be assumed that it is underway (on-track) but its realization is deferred.

As in the case of indicator 'A', there is no defined target for MTR and there is no evidence of progress in the indicator, since there is still no way to measure energy savings as specific transport activities and programs or concrete energy saving measures at the municipal level have not been carried out; and therefore, neither are the knowledge of the characteristics of energy consumption or the respective savings..

Objective Indicator (D):

MU

Number of people served by improved mobility and EE public buildings and services (m/f).

Mid-Term Target: At least 10,000 people above the baseline.

Comments and rating justification

The Project team has only recently been integrated, and has not yet been completed in its planned composition. No specific evidence has been presented of progress in the work referred to in the PIR (June 2022). In any case, the baseline on which to measure has not yet been established; and, on the other hand, the indicator referring to the number of people benefited is indirect and difficult to measure, since it depends more on the execution of the final activities, than on the studies and products planned by the Project, so it would be better to refer to them, in the first instance.

Progress towards this achievement can be described as moderately unsatisfactory, even if the indicator is questionable, in terms of the time that is elapsed without the completion of the pilot projects for municipal execution. More than a target indicator, it is a medium-term impact indicator.

COMPONENT 1: *Enabling framework for low-emission urban development*

MU

Outcome 1.1: *The policy, legal and institutional framework for integrated low-emission planning in the AMSS has been strengthened.*

Outcome Indicator (1a):

MU

Status of Law projects (Legislative Decree) for:

- (i) Massive Transport System in AMSS (0/1/2) and,*
- (ii) Financing mechanisms for EE project submitted for review (0/1/2)*

Mid-Term target: *Law Projects of: (i) Massive Transport System in AMSS; and (ii) Financing mechanisms for EE. (1; 1)*

Comments and rating justification:

Progress in this specific component and indicator has not yet been achieved due to the conditions of political change that - although favorable in terms of reducing polarity and greater articulation between powers - has not yet consolidated a comprehensive vision and priorities regarding urban and metropolitan development.

The development of ideas and feasibility of projects continues, but an inter-institutional debate on follow-up and progress information has not been achieved. The instruments of normative regulation cannot be established until there is clarity regarding the system that will finally be implemented. These decisions are expected to take shape for the remainder of the year; meanwhile, progress is considered to be moderately unsatisfactory.

COMPONENT 1: *Enabling framework for low-emission urban development*

MU

Outcome 1.1: *The policy, legal and institutional framework for integrated low-emission planning in the AMSS has been strengthened.*

Outcome Indicator (1b) :

MU

Status of financing mechanism for integrated urban development enabling a low-emission development path (0/1/2).

Mid-Term Target:

Financing mechanisms discussed in white paper (1)

Comments and rating justification:

The progress in this result does not reach the medium-term goal, since it depends on factors linked to the scale of the solutions still under study. No progress has been reported in interviews and documents in this regard. It is necessary to initiate studies and exploration of financing prospects, with a view to having options ready as investment studies are advanced.

COMPONENT 1: *Enabling framework for low-emission urban development*

MU

Outcome 1.1: *The policy, legal and institutional framework for integrated low-emission planning in the AMSS has been strengthened..*

Outcome Indicator (1c) :

MU

Number of public officers trained on low-emission urban planning (m/f)

Mid-Term Target:

80 public officers (40m, 40f)

Comments and rating justification:

The PIR does not report progress in this indicator, which to date should have reached the medium-term goal. This goal should not have been delayed in its achievement, since training in the planned topics is not directly linked to infrastructure decisions. However, there is evidence of progress in this regard, and the Project team is making progress in preparing planning actions for execution.

COMPONENT 1: *Enabling framework for low-emission urban development*

MU

Outcome 1.1: *The policy, legal and institutional framework for integrated low-emission planning in the AMSS has been strengthened.*

MU

Outcome Indicator (1d) :

- (i) Monitoring frequency of urban development indicators in the AMSS by OPAMSS (-);*
- (ii) Number of indicators monitored (-)*

Mid-Term Target: *(No mid-term target)*

Comments and rating justification:

The effect and its indicator do not have an expected mid-term goal. However, the design of indicators that do not depend on the characteristics of the solutions under study should be prepared, focusing on measurable issues of services and citizen welfare, reduction of barriers, and other issues according to the COAMSS Master Plan. For clarity, the indicator of this achievement should better specify and describe the type of monitoring to be executed.

COMPONENT 2: *Promoting energy efficiency measures for mobility in the AMSS.*

MU

Outcome 2.1: *Sustainable urban mobility plans and pilots have been designed in selected AMSS municipalities*

MU

Outcome Indicator (2a) :

Number of municipal mobility plans developed and being implemented (-).

Mid-Term Target: *Two (2) plans developed.*

Comments and rating justification:

The reported activities are in preparation and progress in coordination issues for its achievement. Interviews in the municipalities confirm these advances, which have not yet concluded in specific plans. There are several reasons that explain or justify the delay in this achievement; but it can be estimated that it is in the process of being achieved. The mid-term goals expressed in mobility plans in the municipalities involved have not been achieved.

COMPONENT 2: *Promoting energy efficiency measures for mobility in the AMSS.*

MU

Outcome 2.1: *Sustainable urban mobility plans and pilots have been designed in selected AMSS municipalities*

MU

Outcome Indicator (2b):

Status of expertise hub for mobility in El Salvador (0/1/2)

Mid-Term Target:

Institutional set-up and partnerships defined (1)

Comments and rating justification:

The midterm goal of institutional organization and partnerships does not accurately describe the scope and concrete results that should be achieved in preparation for establishing a centre of expertise. The preparation of ToR for pilot plans, and the coordination with the municipalities have a considerable delay, but there are already advances that allow us to estimate that the goal would be met by the end of the Project.

COMPONENT 2: *Promoting energy efficiency measures for mobility in the AMSS.*

MU

Outcome 2.1: *Sustainable urban mobility plans and pilots have been designed in selected AMSS municipalities*

MU

Outcome Indicator (2c):

Number of international and national partnerships established with organizations for knowledge exchange, education and professional training on urban mobility (-);

Mid-Term Target: *One (1)*

Comments and rating justification:

The outcome or effect indicator does not accurately describe the type or scope of international partnerships beyond the number of them. Progress is incipient and requires formalization as soon as possible to consolidate them. It is possible that the change of executing agency of the Project delays the achievement by requiring more knowledge on the part of eventual new representatives.

The progress outlined in the PIR indicates that it would be possible to achieve the target in terms of the number of partnerships; but a more precise indicator of their scope, duration, or relevance, is required.

COMPONENT 2: *Promoting energy efficiency measures for mobility in the AMSS.*

MU

Outcome 2.2: *Low-emission mobility solutions have been implemented along the AMSS Massive Transport System Corridor*

MU

Outcome Indicator (2d) *Capital leveraged for investment in low-emission mobility in AMSS*

Mid-Term Target: *USD 2 million*

Comments and rating justification:

Despite the fact that the leverage reported is 22 times the 'seed' investment, the total leveraged in relation to the indicator is quite low (3.3%) for the elapsed time. Municipalities are not sources of financing given their recent subjection to the discretion of the global fund for municipal investments. Leverage should be based more on the development of feasibility studies with Project funds, which encourage investments for municipalities within the framework of the results expected by the Project.

It is possible to recover the pace and progress in the remainder of the Project, but it is necessary to support, promote or contract in the short term the feasibility studies of investments or acquisitions of equipment of the pilot projects, in the short term.

COMPONENT 2: *Promoting energy efficiency measures for mobility in the AMSS*

MU

Outcome 2.2: *Low-emission mobility solutions have been implemented along the AMSS Massive Transport System Corridor*

MU

Outcome Indicator (2e)

ProDoc: Design and feasibility study of Phase 1 of AMSS Massive Transport System

PIR: Average speed of buses of the SITRAMSS along Phase I of corridor (km/hora)

Mid-Term Target: *Feasibility completed*

Comments and rating justification::

The current absence of a Project reference to replace SITRAMSS, and recompose the scenario of viable solutions, is a hindrance to the objectives and results of the Project. A vigorous political and technical approach to the government decision-making centers is required for the new design, which will determine the form of support and complementary municipal projects that the Project must address.

It is possible to go back in time and reconstruct the scenario that should govern the progress of the Project. This requires greater coordination with the progress of studies; a rapid adaptation to the new inter-institutional context, and a review and adjustment of indicators that refer more to direct outputs of the Project, than to the final results of actions of other institutions.

COMPONENT 3: *Enabling an energy efficient development path in AMSS municipalities*

U

Outcome 3.1: *Low-emission mobility solutions have been implemented along the SITRAMSS Corridor.*

MU

Outcome Indicator (3a)

Number of building managers and energy professionals trained and/or certified (m/f)

Mid-Term Target: *60 people trained (30m, 30f)*

Comments and rating justification:

The medium-term target, as in the case of the staff training indicator, lags far behind other indicators; and with fewer reasons to do so. The effort on the subject of training should have been addressed simultaneously for both cases, either with Euroclimate+ or ECLAC, or in an articulated manner with both institutions.

The qualification assumes that negotiations with the agencies that will provide funds and inputs for training will be accelerated; but there is a risk of delays due to the transfer of administration from the CNE to the new institutional management.

COMPONENT 3: *Enabling an energy efficient development path in AMSS municipalities*

U

Outcome 3.1: *Low-emission mobility solutions have been implemented along the SITRAMSS Corridor.*

MU

Outcome Indicator (3b)

Technical standards and design manual for public lighting developed and implemented (0/1/2).

Mid-Term Target: *Technical standard and design manual proposed (1)*

Comments and rating justification:

No progress is reported on this product and indicator. The Project team is working with municipalities for the ToR consultancies; But these have not yet materialized. The fact that municipal administrations are relatively new; and that they are likely to seek to advance their own political campaign priorities and plans may result in further delay.

The rating assumes that these risks are being considered, that coordination is gaining ground, that work is advancing, and that measures to accelerate the process are being implemented, so the rating responds to an activity on track to be achieved.

COMPONENT 3: *Enabling an energy efficient development path in AMSS municipalities*

U

Outcome 3.2: *Energy efficiency measures are being implemented by selected AMSS municipalities.*

MU

Outcome Indicator (3c)

Volume of public and private capital leveraged for investment EE measures in municipal buildings and services (USD);.

Mid-Term Target: USD 3 million

Outcome Indicator (3d)

Electricity saved (MWh/year)

Mid-Term Target: 1,000 (MWh/year)

Comments and rating justification:

In the absence of progress on this effect line, nor of a baseline, the indicators appear arbitrary and unsubstantiated, as no specific measures are indicated. According to the PIR, these achievements would be on track due to the proposal of the feasibility studies described, and that they would be in their first phase with a significant delay.

The assigned rating assumes that the indicators are refined, based on goals of completed feasibility studies and calculations, in such studies on financial leverage. As no progress has been reported on this indicator, it is assumed that the preparation of feasibility studies is not yet in the evaluation stage.

As for the purposes of the **3d** indicator on electricity saved, it is assumed that the goals not yet achieved would be achieved through indicators on the studies proposed and described in the PIR, in a better way than with financing figures not referred to baselines, and therefore arbitrary

COMPONENTE 4: *Monitoring & Evaluation*

Outcome 4.1: *The Project monitoring & evaluation plan has been implemented*

Outcome Indicator (4a)

Follow-up on mid-term review (MTR) recommendations to enhance Project effectiveness and sustainability (0/1).

NE

Mid-Term Target: No MTR (0)

Outcome Indicator (4b)

Terminal Evaluation Report document

NE

Mid-Term Target: Not applicable

Comments and rating justification:

The activities foreseen in this Component should refer to internal monitoring or follow-up of actions that feed the periodic progress reports and especially the RIPs; In addition to contributing to document the lessons learned for similar projects in the future, within the framework of a permanent knowledge management activity.

The MTRs and TEs are external evaluations that, although they should be carried out in order to support adaptive management and amend directions towards the objectives of the Project, should not be considered as a substitute for internal monitoring and knowledge management actions. It is suggested in this regard to reformulate this Component.

4.2.2 Remaining Barriers to achieving the Project Objective

The remaining barriers to the execution of the Project from now on are practically the same as those that occurred even before the start of its execution; that is, the initial conditions mentioned in section 3.2 of the document remain, or have been exacerbated, in particular the suspension of the reference project (SITRAMSS) and the consequent delay – not yet resolved – of an alternative solution; and, on the other hand, the uncertainty caused by the change of executing entity (CNE) to the new Directorate of Energy, Mines and Hydrocarbons, not yet implemented for its operation. This last circumstance does not threaten the essence of the Project in terms of its viability and the progress made in its march towards results; but it may cause additional delay due to institutional, financial and administrative arrangements with the donor and UNDP formalities.

On the other hand, the new transport law, and the creation of the General Directorate of Mobility and Road Safety, reinforce the presence of the transport issue – central to the objectives of the Project – in a different institution; therefore, it will require additional coordination from the aforementioned new institutional location of the Project. Coordination between the transport subsectors, and the energy subsector in the new Directorate, should be strengthened through the Project, taking into account the powers of the transport subsector in matters of urban mobility and road safety.

In this sense, the PB structure and role should be revised to upgrade its level of incidence in national policies according to its change in the public governance scheme; and to include representatives of the new entities involved from now on in the decision making scheme. The VMT, now in charge of the feasibility studies for the transport system has to be part of the PB, as well as the representatives of the municipalities engaged, and even the MINEC should be incorporated. To better manage the supervision, the PB could establish technical working groups, and call for more frequent meetings. In addition, the frequency of meetings must increase: Only two meetings have been documented (April 28 2021, and February 16th 2022) and a third one was scheduled for July 2022, but no records are available.

Another remaining barrier, which is at the same time a positive consequence of the renewal of government policies that have broad public support in the country, is insufficient communication and access to discussion or debate of new urban development plans and policies in transport and energy, despite convergent public statements on issues such as the environment, the carbon footprint and climate change.

It is hoped that this situation, understandable at the moment, will tend to be resolved soon once the changes are consolidated and an adequate communication role for the Project is assigned with its new responsibilities within the government and new provisions are channeled and managed to promote ad-hoc committees or working groups for policy coordination, alignment with international commitments, national-local government articulation for public investment, and other public relations tasks.

The remaining barriers mentioned, relating to the current conditions of public transport, the preponderance of private cars in the flow of vehicles, and the sociocultural habits of the urban population in their various perceptions of the problem, can be dissipated with provisional control measures while progress is made with structural change measures. In any case, it is necessary to concert wills, and for this purpose favorable conditions are present, such as the reduction of political polarity in the country, the shared interest of the majority of municipalities, especially in the metropolitan area, the majority of the legislative assembly, and the increase of citizen safety and security.

4.3 Project Implementation and Adaptive Management

4.3.1 Management arrangements

The Project has been designed to attain an ambitious objective that requires a wide basis of intersectoral and interterritorial coordination; and this, in itself, is difficult to obtain in any development project with a view to having viability and sustainability. In this case not only requires coordination for its own specific objectives, but also for those objectives to be coincident, or convergent and adopted, by consensus by the entire set of entities that must implement the infrastructure or direct activities for the metropolitan population as the final beneficiary. Moreover, the Project requires for its results a set of high level rules and legislative provisions on which to base the proposals and solutions for the change that it promotes and supports through its components, so it must be bear in mind that these processes take time and frequent adjustments.

Consequently, the Project has proposed, from its ProDoc, and then confirmed from the Inception Report, a scheme (**Figure 2**) of governance, advice and inter-institutional coordination, which involves entities of the national government and municipal government of the metropolitan area. The national direction of the Project and its management were entrusted (until November 8th) to representatives of the CNE through its Directorate of Energy Efficiency, which has been leading the Project Board (PB) together with representatives of MARN and MOPT, on behalf of the national government; and by the representative of OPAMSS, representing COAMSS; additionally, UNDP is represented in the PB as guarantor on behalf of the donor.

The technical team in charge of the execution of activities during the MTR is led by the CNE, and works from the facilities of this institution, coordinating and supervising three municipal working groups of experts, with focal points in sectoral entities and in the four municipalities, advised by national experts and technical advisors. Finally, the joint working groups supervise the consultancies and contracted services.

The planned scheme has not been fully implemented so far of this EMT, partly due to the delay and problems in the contracting process, the difficulties caused by the health emergency, the

suspension of the SITRAMSS project, elections of municipal authorities, and the rotation of responsible officials in key entities. The most important thing, in addition, is the decision to cease the functions of the CNE to create a new instance and government entity, as of November 8th 2022, which assumes its tasks and responsibilities, including the execution of the Project.

The Project management, in light of those incidents and limitations, cannot yet reach the pace necessary to meet its main goals. However, the work with the four municipalities of the metropolitan area has been advanced with support of the OPAMSS, and can be further promoted and completed meanwhile the institutional environment around the Project, at the national level, is finally determined and in operation.

The role of the local UNDP office as guarantor of the Project, and of the assigned heads of the GEF, is adequately fulfilled in its ordinary tasks, as far as it is possible to do so due to the changing current circumstances, in the face of new inter-institutional relations, and the establishment of new priorities and urgent actions by the new national government from 2020. Interviewees, in general, have a positive perception of GEF-UNDP support (except for some mentions of delay in the procurement of the electric bus; an unexpectedly complex process that has required a series of unusual moves, duly documented as lesson learned by the PNUD-CO).

On the occasion of the transfer of functions from the CNE, as the actual executing partner of the Project, to the new entity that will absorb its functions, an additional series of formalities and examinations are required that necessarily involve UNDP and GEF, as well as formal changes in the agreements with the national government, which can temporarily affect the financial flow and disbursements for execution.

4.3.2 Planning of work

The planning tasks, as a consequence of the management situation exposed in the previous section, had to face successive difficulties since the beginning of the Project: the hiring and then resignation of technical and managerial personnel, the unusual extension of the pandemic, the change of municipal authorities, and others mentioned above. At the time of the MTR, the concern that prevents projecting with greater certainty is the change in the institutional environment with the cessation of functions of the CNE.

On the other hand, the expressly planning function in the topics that concern the Project corresponds in terms of mobility to the Vice-Ministry of Transport (VMT); and as for municipal issues, to the Planning Office of the Council of Mayors of the Metropolitan Area (OPAMSS). The latter unit is part, at least eventually, of the Project Board, and is also related through a technical focal point that is part of the PMU. As for the VMT, its incorporation into the PB is less conspicuous, through a Policy-level Committee of the CNE Board of Directors.

Despite these obvious confluences, a finding of the MTR through interviews and documents is that the relationship of these entities with the Project is actually more formal than collaborative. This may be due to short time relations and the turnover changes in technical staffs; but it is perceived that this relationship should be strengthened; and the opportunity would be the transfer process to the new Project status and institutional niche.

The VMT has recently formed an 'Intermodal Transport Committee' in which the CNE participates; although it is still necessary to determine how the VMT, or the OPAMSS and the Council of Mayors itself, will relate to the new Directorate to which the Project will be attached. In summary, the quality and scope of the planning work of the Project has not yet been evident in technical documents and consultancies concluded, except in the only PIR prepared with a closure in June 2022.

4.3.3 Financing and Cofinancing

The evidence of the financial management of the Project is incipient, considering that the first expenses were made in 2021. The existence of financial controls for the allocation of budgets for activities is indicated by the actors by the UEP, but due to the low level of implementation, it is not possible to verify the optimal functioning of these mechanisms. Next, two concepts on which the analysis is built are defined:

- **Initial budget:** corresponds to the estimated budget at the time of Project design, that is, the amounts assigned according to the approved ProDoc. This budget considers an execution period of five years and amounts to a total amount of USD 37,022,452, where USD 2,420,548 corresponds to the GEF grant and the rest to co-financing.

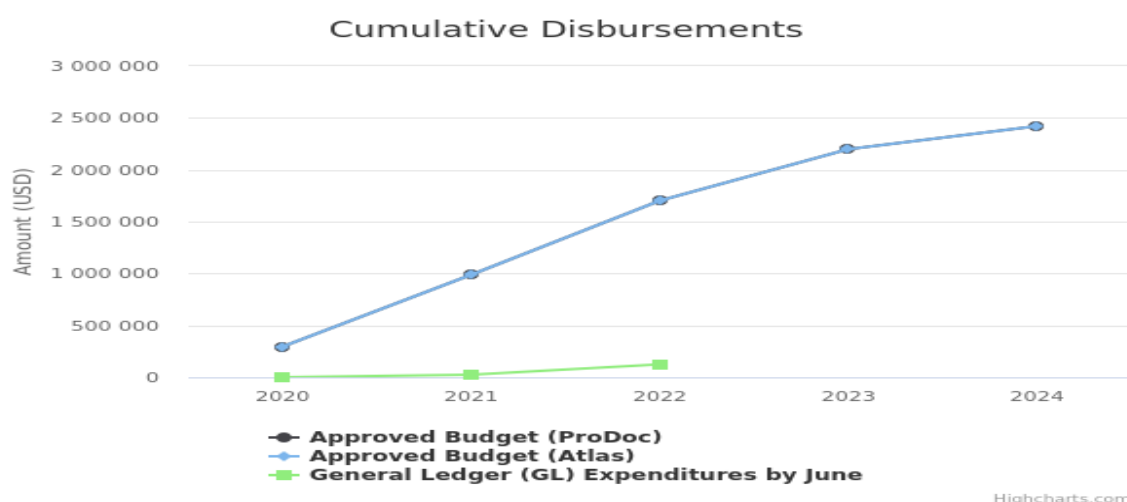
- **Budget executed:** corresponds to the actual expenditure of the Project, which according to the documentation, the first disbursement was made in March 2021. Due to the pandemic, in 2020 the information for the year 2022 did not make progress in this regard. As of the date of the 2022 PIR, financial performance is not aligned with expectations, with a 5.1% of total budget execution, and expectations for it to reach 7.3% for 2022 closing date. This situation is explained by delays in the start-up of the Project as a result of the pandemic and by the hiring of the team (**Figure 4**)

The level of spending compared to projected, highlights the need to propose strategies to increase financial delivery and reduce gaps caused by accumulated delays. It is also advisable to review the expenditure planning to make a new distribution in the years remaining for the end of the Project, which allows establishing an expenditure goal by component and expected outcome on an annual basis.

The planned and committed co-financing reaches a significant amount equivalent to 93% of the total investment of the Project, that is USD 34,601,904 of a total of USD 37,022,452, adding the GEF contribution. The proportion of co-financing for investments reaches 75%, while 24.7% is provided in kind, and 0.3% is a UNDP grant. These amounts reveal a high dependence on co-financing funds in the execution of the Project; and especially the impact on direct investment of partner institutions, which is roughly described in ProDoc for each product of the current components/results.

The reported realization of co-financing commitments is relatively low, as a result of delays in the execution of investment promotion activities and expenditures on the various planned outputs, both for reasons extensively expressed in the Project documents and in interviews, given that the most important investments have been suspended in practice pending clarity in the projects assigned to implementing partners; and, consequently, the promotional and enabling activities for the purposes of such investments.

Figure 4. Cumulative expenditure (Budgeted vs. Executed)



Source: PIR 2022

As reported by the PMU, by 2022, co-financing contributions worth USD 8,506,896 would have been accounted for, which represents 24.6% of what was initially committed; however, the figures pending reporting by MARN, CNE, and MOPT remain to be verified (**Table 1** and **Annex I**).

It is foreseeable that the revision of the results framework of the Project will in turn require a candid analysis of the potential of co-financing contributions, if the goals and results are limited to concrete results of the actions of the Project. In any case, the resulting investment amounts in the medium and long term could be attributed in a certain proportion to the actions of the Project, and the consideration of readjusting the co-financing amounts could also be determined in each case. In-kind co-financing of implementing partners should in turn be made more explicit and concrete.

Table 1. Project Cofinancing

| Source of Co-financing | Name of Co-financer | Type of Co-financing | Amount Confirmed at CEO endorsement (US\$) | Actual Amount Contributed at stage of MTR (US\$) | Actual % of Expected Amount |
|------------------------|--|----------------------|--|--|-----------------------------|
| National Government | Ministry of Environment and Natural Resources (MARN) | In Kind | 500,000 | (not reported) | - |
| National Government | Energy National Council (CNE) | In kind | 7,000,000 | (pending up-date) | - |
| | | Subvention | 5,000,000 | | |
| National Government | Ministry of Public Works (MOPT) | Subvention | 17,171,904 | 3,956,396 | 23.0% |
| | | In kind | 500,000 | (pending up-date) | - |
| Local Government | AMSS Planning Office (OPAMSS) | Subvention | 3,800,000 | 3,490,444 | 91.9% |
| Local Government | Municipality of Santa Tecla | Subvention | 500,000 | 882,056 | 176% |
| GEF Partner Agency | UNDP | Subvention | 100,000 | 0 | - |
| | | In kind | 30,000 | 35,000 | 117% |
| | | Other | - | 143,000 | - |
| | | TOTAL | 34,601,904 | 8,506,896 | 24.6% |

Source: PMU / UNDP-CO

4.3.4 Project-level monitoring and evaluation systems

The ProDoc states that the results of the Project, as described in the results framework, will be monitored annually and periodically during the implementation phase in order to ensure its impact and expected results. To this end, a Monitoring and Evaluation Plan was developed, which sets out the responsibilities of the parties involved and the monitoring tasks. According to ProDoc, the budget for M&E actions amounts to USD 135,284, USD 115,284 from GEF and USD 30,000 from co-financing.

The results framework includes Component 4, as it is the one that enables M&E actions. The activities that are part of the M&E system are described below:

- **Inception Report and workshops:** projected to take place during the first two months since the signing of ProDoc, the workshop, organized by the CNE through the Project team and UNDP, took place between March and April 2021 with a total of five sessions (one internal and four with actors) . Participants from different stakeholders were invited, with the first three sessions exclusively for the main partners while the last one was open to a wider audience (academia, private sector, civil society and cooperation agencies). These spaces allowed to present the Project, discuss changes in the context and identify factors that may interact with the activities and review the results framework. The report was subsequently prepared by the Project Manager.
- **Project Implementation Report (PIR):** The GEF's M&E policy requires that the PIR be compiled annually for each fiscal year and therefore cover the period from June to July for each year of implementation. However, at the time due for the PIR 2021, the Project execution had not completed its first year; so, the first PIR was postponed for June 2022. Until the completion of the MTR, there is registration of the implementation phase until July 2022. The PIR 2022 report has received contributions from the PMU, UNDP and RTA. In addition, it conforms to the standard format provided by the GEF, and has an adequate level of detail in the record of progress in achieving results, as well as the rating and its justifications.

In the PIR 2022, the observations of the participants agree on the delay in implementation compared to what was planned, a situation that is a consequence of the impact of the pandemic in the country in 2020. Critical aspects are identified and adaptive measures are suggested. However, since the document was recent, it was not possible to assess in this MTR the extent to which the comments had been adopted or problems solved. For instance, several of the crucial recommendations of the RTA had been responded by the Project with the provision of plans and actions to be delivered on November 2022.¹⁰

- **Lessons learned and knowledge generation:** the results of the Project should be disseminated both at the level of stakeholders, but also with external ones through information exchange platforms, as proposed in ProDoc. To meet this requirement, during the implementation time, the Project team has participated in exchange spaces on the central themes of the project where the involvement of partner institutions has also been promoted.

¹⁰ At that time, the draft report on the MTR had been already submitted; and no additional results were received or informed on the formulation of these new plans.

However, although these activities can contribute to the dissemination of the benefits of the project and its positioning, clear mechanisms are not established to evaluate their contribution to the impact of the project. On the other hand, there is no record of the identification, analysis and dissemination of lessons learned. This aspect is fundamental since it can benefit the design and implementation of similar projects or be input for adaptive actions of this Project.

- **Mid-Term Review (MTR):** process that began in September 2022. The ToR, evaluation and required outline of the report follow the standard templates and guidance for GEF-funded projects. The EMT team is composed of an independent consultant. The final report of the EMT will be presented during December 2022 and the findings, conclusions and recommendations will be aimed at accelerating the development of activities and clarifying the focus of the intervention. Based on the approved report, a Response Plan should be drawn up where the suitability of the recommendations will be evaluated.
- **Terminal Evaluation (TE):** will be carried out by an independent evaluator and the planning of this process will begin approximately three months before the operational closure of the Project, which will ensure an effective exit strategy and conclusions on key aspects such as sustainability. The UNDP Country Office will upload the report in English and the relevant management response to the Evaluation Resource Centre (ERC).
- **Final Project Report:** The final report, together with the TE report and the response of the corresponding management, will serve as the final report package of the Project. This will be discussed with the Project Board during an End of Project review meeting to discuss lessons learned and scaling opportunities.

The activities described are mandatory M&E requirements according to GEF guidelines. However, although they are included within the M&E budget, there is no detailed record of the processes, relevance, frequency and roles of stakeholders in activities such as progress reports, monitoring missions, monitoring missions, audits, GEF focal area monitoring tools, among others. It should be clarified that these do not replace those described in this section but reinforce the understanding of implementation for adequate adaptive management.

From the information available on M&E, the main inputs consist of the inception report and the PIR 2022, which - compared to what was foreseen in terms of follow-up in ProDoc - is still incipient. In addition, it has been indicated that the progress of the Project is monitored according to the results framework, but the indicators and targets of **Component 4** of the results framework themselves are insufficient for this purpose as they refer only to the mid-term and terminal external evaluations. It is clear that it has not been possible to address the particularities of this aspect in the manner prescribed by ProDoc and respective UNDP-GEF tools. Even the Core Indicator Worksheet only refers to the goals of reducing GHG emissions and energy saving, both indicators that cannot be applied at this stage of evaluation and progress situation.

Based on the above, the current configuration of the M&E system, although it reflects the state of progress of the activities, is not functional for the implementation of the Project, considering the pace with which it must comply with the planned in the remaining time. It should be considered, in disclaimer of the responsibility of the PMU in the delays of the execution and implementation of the Project monitoring system, that the technical team has only been completed in June 2022 - due

to delays in hiring specialists or early resignations without immediate replacement - and that the Unit is working since that date with seriousness and dedication.

Looking ahead, it is appropriate for the UEP to review and make a strategic rethinking of the M&E Plan, which should consider that the activities and tools used are: (a) updated according to the suggested frequency, (b) incorporated into the planning of activities as part of adaptive management, and (c) with inclusion criteria for stakeholders.

4.3.5 Actors and stakeholder engagement

The project is aimed at a variety of groups and stakeholders, with different levels of decision-making, which makes it necessary to articulate with relevance their participation in the proposed activities.

A prominent feature during the design was the inclusion of a wide range of governmental, national and municipal actors, who were subsequently summoned to the initiation workshops, where they were presented with the Project and generated recommendations for its implementation. Likewise, the ToRs of the EMT include a list of institutions and people to be interviewed, which has been attended in most cases during the mission. As noted in **section 3.6**, the breadth of the participation scheme has not translated into an organic pattern of coordination and convergence of interests and systematic collaboration, particularly in the area of national government sectors.

The reasons for this insufficiency are the same as those previously noted: the situation of suspense and waiting time for the new key decisions on alternatives to SITRAMSS; and within the CNE, for the new provision of cessation and reassignment of its tasks. At the municipal level, stakeholder involvement is more fluid and less dependent on high-level government decisions. However, due to the recent change of elected authorities, and the still incipient installation of the PMU focal points in the municipalities, an organic action has not yet been consolidated based on the actions planned in energy saving, public lighting, and other activities.

On the other hand, the differences in socioeconomic level and technical and financial capacities between the municipalities, as well as their different visions and priorities of action in favor of their citizens, configure a demanding panorama for the involvement strategy that the Project must promote. The government's decision – undoubtedly prudent and sustained to optimize spending – to centralize the granting and supervision of investment financing, has affected to a greater extent the two municipalities with the lowest resources, limiting their potential for collaboration with the Project. The political convergence of three of the four mayors with the national government is a situation that should be used to prioritize investments at the metropolitan level that mitigate these imbalances.

It is notorious the interest and willingness to participate in the Project by unions, NGOs and private sector associations, and there are positive expressions of collaboration and support. At the same time, however, there is a certain dispersion in the initiatives that are proposed; and no continuity of actions is revealed at the moment for their collaboration, after the inception workshops, at least in the opportunities for environmental improvement, public services, energy saving, water and solid waste, gender considerations and citizen security, among others. Work plans and coordination with municipalities are, in general, at a stage of formulation after a long concerting process. It is obvious that the opportunity of the Project transfer is also the moment to convoke

these new actors to workshops and discussions that can enrich the Project visibility and help in the search for innovative solutions.

The participation of universities is included as part of the proposal of the Project, for a role of supporting technical training in the topics addressed by the Project, through related studies and research. Although their participation may be important to cover technical aspects, for the moment these interventions remain at an incipient stage¹¹, and should be jointly addressed with the institutions mentioned in the precedent paragraph.

The role and participation of women is a priority aspect since the Project has a **Gen2** rating that points to gender equality as a significant objective that seeks to improve women's participation and decision-making in the governance of the central issues addressed in the implementation. To ensure women's participation, there is an Indicative Gender Plan, which was reviewed and validated during the initiation workshop by the participating institutions. The Plan, as proposed, focuses on the integration of gender indicators in all Components, a fact that is key since it should be a cut-crossing approach, but in practice it is a challenge that will require a level of effort not yet calibrated.

It should be noted that, in addition to the analysis and Plan of Action, the activities to implement the gender approach have not yet been fully applied because the relevant activities are not being implemented yet. The hiring of the expert should be first priority at this stage of revamping activities. At the same time, the gender balance obtained in the hiring and inclusion of specialists in the subject, both within the PB and the PMU, has to be maintained, so that they can jointly work on the definition of indicators to measure the impact on women. Promptness is needed, since the relevant work of generating the bases of understanding this approach to gender initiatives in the institutions involved, or the synergies with other similar projects, are not yet visible.

4.3.6 Social and Environmental Standards (Safeguards)

Initially, the Project identified the potential risks after the UNDP Social and Environmental Assessment (SESP) procedure, document The document of social and environmental standards and safeguards (SESP) that is included as an annex to ProDoc, contains the basic guidelines to address these issues in the execution of the actions. Subsequently, the risks were reconsidered and presented during the Project initiation workshop. Based on the evaluation, the categorization of the Project was proposed – and remains as such – as "high risk".

Four risks with different ratings were identified: non-inclusion or inability to engage with stakeholders; lack of recognition of women's specific needs and vulnerabilities; susceptibility to environmental factors; and waste and residues not recycled or properly disposed of (**Table 2**). Due to the nature of the intervention, these risks correspond mainly to conditions of the country's context, of a political, institutional and social nature.

An up-date of the SESP document has been handed by the PMU, with a renewed analysis of the situations developed up the final of the MTR process. The document is included to the present final report as an special **SESP Annex**.

¹¹ Only one interview could be arranged in this area, with the José Simeón Cañas University - UCA.

Table 2. Risks identified during design and management measures

| Riesgo | Gestión del riesgo |
|--|--|
| <p>The Project would not include one or more stakeholder groups, or would be unable to engage with them.</p> <p>(High)</p> | <p>Certain stakeholder groups are not easily identified, while others are reluctant to interact with the Project, so local situations may not be well understood prior to an intervention.</p> <p>The inclusion of social participation activities is proposed during the prefeasibility stage of the identified pilots and also through the creation of a working group to reconcile the needs and expectations at the local level with the higher-level perspectives assumed by OPAMSS and MOPT.</p> |
| <p>Urban mobility initiatives would fail to recognize the specific needs and vulnerabilities of women in public transport, bus stops and surrounding areas</p> <p>(Moderate)</p> | <p>It is proposed to draw on global experience through partnerships with international experts. In addition, the Project will engage a gender expert to conduct a periodic review of project activities to identify gender-sensitive elements and propose corrective actions as needed.</p> <p>The Project will mobilize the existing competences in this field of OPAMSS and MOPT.</p> |
| <p>Susceptibility to increased vulnerability to earthquakes, subsidence, landslides, erosion, flooding or extreme weather conditions</p> <p>(Low)</p> | <p>The Project will include the complete vision of climate resilience, including adaptation measures to extreme weather events in the designs (ToR) of any activity related to infrastructure and also in the municipal Mobility Plans developed.</p> |
| <p>The waste and residues produced would not be recycled or disposed of properly</p> <p>(Moderate)</p> | <p>There are significant risks from the release of certain types of waste as toxic matter from refrigeration equipment. Current practices do not provide sustainable solutions over time.</p> <p>The Project manages this risk through its objective and implementation strategy, which aims to strengthen public sector capacities. In this way, training programs aimed at public building officials and energy professionals will pay attention to the aspects of recycling and handling specific appliances.</p> |

The analysis of the SESP validated in the Inception Report, compared to the initial one of the ProDoc, and the updated version annexed, reveals the changes that have been mentioned along this report. Some changes; but it can have additional changes as the characteristics of the new public transport system are still being developed. Left out of the new analysis is the amelioration of citizen security levels, due to the control of peripheral urban gangs. Due to substantial changes in

the public institutional environment the situation in this case has improved with the recent governmental measures.

The risk related to stakeholder groups is the most critical, as it can affect people's rights, exclude certain groups from receiving benefits, reinforce gender biases or generate conflicts with actors. Added to these are the changes in the administration of the government, the new dynamics of certain public institutions and - not contemplated in the evaluation period of this MTR but relevant - the displacement of the CNE. In this sense, it is necessary to formulate a specific repositioning strategy for each group, ensuring the participation and representativeness of these actors in the Project.

Regarding changes or updates to the SESP, the documentation obtained indicates that there are no new environmental or social risks. The advisability of including in this mapping the Covid-19 pandemic, whose effects still afflict the country and has a demonstrated impact on the operational course and financial execution of the Project, should be reviewed. In the period evaluated, no complaints or claims have been registered.

Finally, there is an overestimation of risks in aspects in which the Project can reduce or mitigate aspects; This is the case with principles 1 and 2 on human rights and gender; and standards 2 and 3 on climate change and community health. In any case, and within the framework of a restructuring of products and goals, and especially when there is greater clarity about the planned infrastructure and services, this monitoring tool should be reviewed.

4.3.7 Reporting activities

The most important reports reviewed during this period are summarized in the minutes of the PB meetings for July 2020 and February 2022; and in the annual report as of December 30, 2021, presented by the previous Project Management. The PIR 2021 was not submitted, because the Project activities had at that time less than one year of execution, due to the limited progress during the pandemic and other restrictions. The PIR 2022, submitted in June 2022, reports the accumulated progress, the content of which is summarized in **Annex A** of this document. Both these documents, as well as some more specific ones reviewed on administrative and financial issues, refer to the same situation of total progress of the Project to the date of the MTR, content that has been repeatedly reviewed and quoted throughout various sections of this document.

The PIR 2022 does include several valuable recommendations as result of lessons learned during the execution period, which could induce adaptive management and development of activities in the M&E Components. The plans to address the recommendations were in process at the MTR time, and should have been delivered by the end of 2022 or early 2023. It is important to evaluate and consider the way in which knowledge is documented, managed, applied and shared, integrating the perspective of the different actors and reporting on their internalization and appropriation.

The review reveals that the reporting function of the Project has been formally and duly fulfilled, despite the delay in the initiation of concrete actions, the difficulties in the process of hiring technicians, advisors and consultants to attend to the support work of the partner entities; and, above all, the changes in the context of development and infrastructure, not yet consolidated, which should guide the activities to be reported and, therefore, the preparation of the respective reporting documents on this support and on inter-institutional coordination.

4.3.8 Communications and Knowledge Management

Progress in communications and knowledge management is closely linked to the situation, already mentioned, of Component 4 of monitoring and evaluation; and with what was stated in the previous section regarding reports. That is, there is still no content and direction of messages to communicate progress and strengthen the image of the Project's action in the field to stakeholders and the population in general.

This task is planned to be carried out by specialized communications personnel in the PMU; but this position has not yet been fulfilled; and any communication tasks are being entrusted to the respective CNE office, partly because there are currently specific guidelines for these activities prescribed by the national government.

Since the CNE will soon be undertaken by the newly created Directorate, it is possible that its communications unit will be subject to reassignment of tasks. This perspective might not be favorable for the PMU, so the hiring decisions of a communication specialist or advisor should be taken as soon as possible, to undertake the communications plan foreseen in the ProDoc, to update it, and to prepare the renewal of the image of the Project along with a socialization campaign to enhance the Project visibility in its the new institutional context

In parallel, this function should encompass the work of expanding the scope of Component 4 in terms of knowledge management, in the revised results framework of the Project; and include in this task a strategy for leading the promotion of the Centre for Expertise in energy issues.

4.4 Sustainability

In this section it is assumed that the sustainability analysis will refer to the reformulated and redefined Project, taking into account that the current structure and reference are not sustainable. Overall, as summarized in **Table 3**, the overall sustainability of the factors discussed below would qualify as **Moderately Likely**.

4.4.1 Financial risks to sustainability

The risks of the Project in the field of financing are mainly related to the proposals, studies and activities that will be promoted and supported, and whose dimensioning could be redefined in scale and costs, thus affecting the co-financing initially planned. The direct investment of the Project itself in the activities of studies, training and promotion of works by third parties, with GEF funding, can be maintained by adjusting the results, outputs, targets and indicators in a manner similar to that already programmed, and referring to the responsibilities of the Project itself, so it should not entail significant risks.

An institutional repositioning of the Project, at a greater and key level of political impact and incidence on the associated sectors and entities, should favor the allocation of a corresponding new level of public co-financing from the associated projects, derived from a decisive promotion and orientation by the PB. In the case of municipalities with less spending capacity, the Project can assume a role of intermediary and advisor to promote priorities in allocations by the entity that

regulates municipal investments. Even with these assumptions, financial sustainability qualifies as **Moderately Likely**.

4.4.2 Socioeconomic sustainability

Socioeconomic sustainability is associated with the benefits derived from the works and services promoted by the Project, which by definition are positive and contribute to citizen well-being. As for the cost-benefit of infrastructure works and the operation of transport services, sustainability would depend on the municipal and national economy, subject or not to eventual subsidies, and savings in energy and fuel consumption. In this sense, and in principle, the sustainability of the results of the Project should be qualified as **Likely**.

4.4.3 Institutional and governance framework for sustainability

In the institutional framework, and taking into account the prospects of political convergence and stability in the medium term, a greater possibility of sustainability is foreseen for the actions of the Project. In international experience and in the historical evolution of capital cities, the possibility of gradual improvements in citizen well-being and in the action of metropolitan governments is greater. However, some negative reversal of the institutional environment is still possible in the event that the adjustments that are being introduced in the legal and functional framework for relations between central and metropolitan governments do not work. In principle, this sustainability is conservatively classified as **Moderately Likely**.

4.4.4 Environmental risks to sustainability

The design and theory of change of the Project is decidedly pro-environmental. The Project's own actions do not present direct risks, but benefits in the urban environment, services, clean air, energy saving, water care and better waste management. Infrastructure works may present some environmental risks during their execution (displacement of green areas, alteration of roads, dangers to pedestrians, and others) but their subsequent operation amply compensates for the damages, improves citizen security – which is already a priority currently addressed – and contributes to the well-being and orderly growth of the city. In this sense, environmental sustainability is rated as **Moderately Likely**.

Tabla 3. Rating of sustainability factors

| Sustainability | Ratings |
|---|-----------|
| Financial sustainability | ML |
| Socioeconomic sustainability | L |
| Institutional and governance sustainability | ML |
| Environmental sustainability | ML |
| All-over rating | ML |

5 Conclusions and Recommendations

5.1 Conclusions

The main conclusions that emerge from this evaluation of the Project, in sequence to the topics addressed in this document, are the following:

➤ *On the design and formulation of the Project:*

- The Project has had a long history from its formulation to its realization (more than three years), and has been affected by various circumstances not foreseen in its initial conception. The most important of these has been the disappearance of its reference project in execution, SITRAMSS, which it had to support by enabling converging conditions and adaptation with policies and standards for its better functioning, mainly; and with the concurrent planned support for the municipal-level entities to articulate in the process.
- Under these conditions, and pending new orientations and references for new policies, the Project has suffered a virtual immobilization that has reduced priority and dynamism to other activities; like, for instance, the training and formation of technical teams, and planning support to the municipalities and their recently appointed new teams.
- The situation of urban mobility in the metropolitan region, however, still requires urgent solutions to which the Project can and must contribute. For this reason, the Project, as an institution, must assume a more active catalytic role in the political, administrative and institutional context. The difficulties posed by this function in the current circumstances are recognized; but it is necessary to reformulate and reinsert the Project in the current context, revitalize its perspectives, and resume political and inter-institutional advocacy for its reactivation. Omitting these moves can entail risk for the Project to remain inconsequential in a context of great potential impact.

➤ *On progress towards Project results*

- Progress towards the results prescribed in ProDoc is financially very low in percentage and absolute terms, virtually restricted to initial recurring expenditure. At the beginning of the operation of the new technical team (practically in June 2022), activities were rethought and new actors, adaptive measures and works on sensibilization of actors were included that took time to develop. However, none of the results originally predicted for the midterm could be achieved. This situation, mainly due to reasons beyond the control of the implementing agency or the members of the technical team of the Project, should be urgently reverted. Conditions are now more favorable and show signs that the situation could be reverted in the short term with renovated impulse of the PMU.
- The low execution of investment plans is mainly due to external factors of change of political orientation and inter-institutional coordination, in addition to the fortuitous emergency of the Covid 19 pandemic as soon as the Project began: (i) changes in policy and actors both at the central government and municipal governments levels; (ii) waiting time for high-level decisions to replace the previous scenario that gave rise to the Project; and, (iii) new priorities in the fields of citizen security, municipal financing, and reassignment of

government roles and institutions, as in the case of the National Energy Council, and the Transport subsector. However, a more flexible and adaptive approach could have been introduced to gain time and progress, by executing alternative and parallel concurrent activities

➤ *On inter-institutional planning and coordination, private actors, civil society, and beneficiaries.*

- The Project proposed a complex governance scheme in ProDoc, which was reformulated in some aspects during the inception workshops: The intervention of the Ministry of Economy (MINEC) was dispensed, and some measures were taken for implementation taking into account the changing scenario in the country. Evidence suggests that, while attempts were made to adapt the scheme, there were additional delays in the redesign and hiring of the team and technical advisors, due to the specialized topics and capacities required. While these are not the main causes of the delay in implementation, it should be mentioned, from this experience, the need for more frequent Project Board (JP) meetings, and for the inclusion, at the highest possible level, of other key public sectors (public works, transport, urban development, and environment) to optimize and intensify inter-agency coordination in the Project implementation.
- The decision to deconcentrate the work of the technical team of the Project was correct, as well as to house it in the implementing entity, the CNE under its Energy Efficiency Directorate. In the first case, this facilitated coordination with partner institutions, such as municipalities, and favored the presence and permanent monitoring of joint activities. However, as it has been perceived during the interviews, the announcement of the change of the implementing entity, may have altered the visions and priorities of the institutions involved, in front of the Project activities. This is the case of municipal policies and plans by the new local administrations; and the role of the Vice ministry of Transportation, that has undertaken the feasibility studies of the new metropolitan transport system, a task in which the Project is not yet organically involved.
- In general, the interviewees perceive scant participation or dialogue with the private sector, companies and civil society, and in some cases express a legitimate interest in knowing more about the status of the Project and participating in some coordination instance to contribute and participate in the solutions. . This situation is on the way to being addressed by the PMU, and the current perception is explained by the limited time of field work that the team has been able to develop since its formation in June of this year. On the subject of support from academia in training and research issues, there is also developments that are still incipient but that are intensifying.
- In general, too, the impression received from the interviews is one of diffuse inter-agency coordination, despite the goodwill of the technical teams and the executing entity, which is concerned about moving towards results. This impression is, may be, derived from the current speculations on the situation of the Project in front of the new institutional framework
- In gender approaches, there are documents and policy positions that take into account the situation in the framework of metropolitan development; but the effectiveness of these statements has not yet been proven in actions or measures in application, mainly because

of the pending incorporation of an expert person into the PMU team, situation that should be addressed with urgency and promptness. In other aspects, such as the gender composition of the work teams and representation in the institutions, the balance is satisfactory.

➤ *On the efficiency of technical and administrative implementation of the Project (adaptive management).*

- It is not possible to conclude favorably regarding the efficiency of the physical execution of the Project, given the low level of financial execution and real progress towards results, due to the barriers and situation of disruption whose overcoming is beyond the decision-making capacity of the Project. It is not a problem of management efficiency, but of the framework of new national policy decisions, and of the loss of reference for the Project activities, that prevent the execution of the actions foreseen in the ProDoc, within the current disruptive context..
- Despite this situation, the Project can plan and undertake, upon decision of its Board and in alignment with the donor procedures, a realistic adjustment of its outputs and targets, and of levels of inter-agency coordination, in order to refer them to its objective and essence of promotion and technical support. This would be a test of adaptive capacity and a solution to entrapment; as well as a way to maintain the relevance of the Project and its contribution to solving metropolitan development problems that remain in emergency. In this effort, it is worth discussing the various options, considering that all urban development solutions require time and, probably, successive approximations. Not all current solutions can be implemented, and it is not always feasible – due to sociocultural or economic reasons - to jump over gradual technological stages in energy issues. A set of workshops, in a sort of re-inception approach, could be viable if conducted by experts, convoking key new actors, and addressing specific outcomes.
- An issue that will require review, and should be part of the necessary set of institutional agreements if the Project is revamped, is the increased potential for new ways and means for co-financing. The current scheme will anyway become outdated, moreover if at the moment presents a low execution, linked to a certain extent to the current difficulties of the municipalities to access investment funds autonomously.

➤ *On the effectiveness of approaches and the sustainability of actions and Project results: barriers, risks and management forecasts*

- The Project, at the moment, has problems validating the original approaches, especially those of greater scope such as low-emission mobility and public transport, issues that require broad intersectoral and territorial coordination that exceeds the competences of the present executing entity. It is possible, however, to improve its performance in other areas of energy efficiency and savings, to which it could devote greater attention, meanwhile the new definition and decision making on metropolitan transport issues are taken. The viability of this largely depends on the new institutional environment assigned to the Project, which should be favorable regarding support to and from the municipalities. These prospects should be weighed in the new 'road map' that is proposed to formulate and adapt.

- The sustainability of the Project's actions will depend, ultimately, on its ability to adapt to the new institutional environment and government context, maintaining the importance of its technical and enabling contribution for coordination and actions of third parties, especially ministries and municipalities, with adaptive vision but without pause. This activity requires flexibility in approaches and relationships; but above all, continuity of effort. In this sense, the political and diplomatic role of UNDP could be crucial. The barriers, already mentioned as externalities, and the risks – among which the greatest would be the suspension of activities until the appropriate scenario is in place – must be addressed, taking advantage of the expressions of the new government regarding the environmental, climate and citizen security issues, which are convergent to those promoted by the Project.

5.2 Recommendations

The following set of recommendations for action derive from the findings and conclusions of the evaluation, and are proposed for the remaining period of execution, which should be one of review and readjustment, in the first place, and of orientation to viable actions of energy and environmental order, until the institutional panorama and the political context are clarified. The recommendations begin with a general one, related to the objective of the Project, and those that follow are referred to the components or results.

As to the Objective

Undertake an urgent review of the current scope and capabilities of the Project, to overcome the delay in execution. For this, it is essential to plan and propose a roadmap that - while maintaining the objective and basic orientation of the Project - allows for a readjustment of the products, goals and indicators, limiting them to the scope of action of the Project itself, rather than to impact goals dependent on projects and subsequent actions of the actors. As mentioned in conclusions, a set of workshops, in a sort of re-inception approach, could be viable if conducted by experts, convoking the key new actors, and addressed to specific outcomes.

The Project must restore the benchmark of its action, maintaining its objectives and results that remain valid. Meanwhile, it cannot continue to be implemented within a framework of results that no longer responds to the new political and institutional scenario, as well as technical. In the new roadmap, the scope of the Project should be restated and the investment counterpart of the partner or beneficiary entity (municipalities, ministries, etc.) should be better specified; this implies a sort of 're-inception' workshops, with specialized conduction, divided in crucial subjects, under the 'charrette' scheme and/or learning-by-doing processes.

A. As to the Component / Outcome 1

A.1 Formulate a strategy to reposition the Project at the highest governmental level, to participate directly in the discussions and design of mobility solutions and to incorporate: criteria of attention and social welfare, concomitant to citizen security; training and modernization of municipal action on issues of reducing environmental degradation, reducing emissions, and energy consumption; with immediate technical contributions for the new Directorate of Energy, Mines and Hydrocarbons (DGEHM). As a result, reconstitute the Project Board under the new management, incorporate the new relevant actors (especially the VMT and the municipalities), form technical working groups, and establish a calendar of more frequent meetings.

The repositioning of the Project is crucial, and the strategy should aim to improve its priority level, and include technical foundations and opinions from national (academia) and international specialized institutions. This recommendation, by the way, must be weighted and appropriate to the circumstances and the best communication knowledge of specialized political actors in the country, for example, through a special public event.

A.2 Prepare the arguments and technical bases to request an extension of the period of execution of the Project of at least one year, in response to the difficulties and barriers faced, and the urgency of continuing the actions considering the crucial need of palliative solutions at the municipal level, and the delay of infrastructure measures in the long and medium term.

The Project needs an extension to make sense of its offer of promotion and support for works and actions that have suffered considerable delay. Otherwise the planned advocacy and support may not be functional or useful enough in the new institutional context.

A.3. Foresee and prepare as soon as possible the transfer of functions of the Project, in order to ensure the continuity of actions in the new administration, without delays of formal adaptation, respecting due process and due diligence

A.4 Plan, promote, and develop the incorporation and adaptive updating of electro-mobility options in the modernization scheme and public transport alternatives.

B. As to the Component / Outcome 2

B.1 While defining the feasibility of public transport options and solutions, in coordination and effective work with municipalities, support for the development of public lighting and energy efficiency projects should be prioritized, promoting their relative priority in front of the delay in the approval of major investments

The Project team has initiated these coordination activities, which should be intensified by harmonizing the priorities of the Project with those of interest to the municipalities. Complete the staff of technical advisors for this purpose, to support both the technical team of the Project and the municipal teams.

B.2 Regarding capacity enhancement for governmental and municipal staff, promote and carry out programmed training actions with international cooperation, by designing modules and contents that have immediate application, with "learning-by-doing" training systems based on working group modalities ('Agile & Scrum' and other modalities).

These activities are foreseen by the Project, but have not yet been concerted, designed or started. This requires, in addition to what is recommended, the establishment of goals and indicators of effective learning, beyond the number of attendees to courses, and gender participation.

C. As to Component / Outcome 3

C.1 Carry out a face-to-face public event to relaunch the Project in each municipality, locality, with information on the progress and rescheduled, with the participation of interest groups such as associations, private companies, financial institutions, NGOs and women's groups.

C.2 Given the present restrictions for local governments to autonomously access to public funding, contribute to advise in getting and managing public funds for municipal investments in areas convergent to the Project objective, with technical support for the formulation of programs and actions, and support in front of the respective public decision-making institutions.

The foregoing recommendations are aimed at compensating for the effect of loss of face-to-face attendance and probable reduction of interest in beneficiaries and actors for two years, due to the pandemic and the decisions that have affected the execution of the Project. The proposed activities could reactivate enthusiasm and enhance the presence of the Project and its projections.

D. As to the Component / Outcome 4

D.1 Modify the content, purpose and target indicators of this Component beyond the prescribed external evaluations, and design an internal monitoring system of the Project, as prescribed and foreseen in the revised ProDoc, with activities and measurement of products and targets involving partner entities and beneficiaries.

D.2 In relation to the previous recommendation, incorporate a technical advisor in the PMU to apply the M&E system implemented in the preparation of quarterly and semi-annual reports, in order to comply with the commitment of the PIRs and Tracking Tools; update, as regularly required by UNDP, the SESP in terms of recent changes in risks; anticipate the detection of problems and bottlenecks; and, systematize lessons learned with a view to scaling up and replicating achievements.

E. Regarding Project implementation and adaptive management

E.1 Review and reactivate the situation of co-financing commitments with partner entities, within the framework of the reformulation of activities and the new execution agreements under the new administration, including electro-mobility alternatives. (See Rec. A.4)

E.2 Promote and extend gender work, as analyzed in existing plans, in a transversal manner, to serve and involve women in transport and energy use activities within the municipal administration; and in their families, in formal family education, and in informal tasks of commerce and crafts. In this sense, it is essential the incorporation to the PMU of a qualified gender expert to support these tasks and train local servers.

F. Regarding sustainability

F.1 Foresee and prepare as soon as possible the transfer of functions of the Project, in order to ensure the continuity of actions in the new administration, without formality delays for adaptation, but observing due processes and diligences..

F.2 Consult and propose by the PB to the government - with the support of UNDP and the international cooperation community - effective public communications in favor of the support and reactivation of the Project; and at the same time, carry out adaptive measures of adequacy of expenditure and other coordination actions, with municipalities and ministries in order to optimize the work of consulting teams in the next stages of work.

Indeed, the aftermath of the Project heavily depends on yet unforeseeable decisions of the national government in this complex issue of sustainable urban development. Some speculation can be adventured, however, that should be widely discussed in the ‘re-inception’ workshops, and eventually included in the road map for the revamp.

-----000-----

6 Annexes

- A. Evaluation Matrix of the Project Results Framework
- B. MTR Terms of Reference
- C. MTR Evaluation Matrix
- D. Evaluation Rating Scales
- E. Guiding Questionnaire for Interviews
- F. Itinerary of MTR mission and List of Interviewed persons
- G. Documents Reviewed
- H. UNEG Code of Conduct signed
- I. GEF Table of co-financing
- J. Final Report Compliance Signed

Special Annexes (not included in the MTR document):

- X. Audit Trail MTR
- Y. Tracking Tools and SESP:
 - GEF 6 Core Indicators
 - SESP

6.1 ANNEX A: EVALUATION MATRIX OF THE PROJECT RESULTS FRAMEWORK

Project Objective:

Promote a low-emission sustainable urban development path in the Metropolitan Area of San Salvador (AMSS)

| Indicator | Baseline | Mid-Term Target | End of Project target | Level at PIR -2022 | Progress Level and MTR rating | Achievement Rating | Justification of Ratings |
|---|----------|-----------------|--|--|-------------------------------|--------------------|---|
| (A) Annual direct GHG emission reductions due to: (i) mobility interventions in AMSS; and, (ii) EE measures in municipalities (ton CO₂e/yr) | None (0) | • Not defined | (i) 3,631 tCO ₂ e/year; (ii) 3,047 tCO ₂ e/year | (i) 0 tCO ₂ e/year (ii) 0 tCO ₂ e/year No progress is reported for this indicator. In the Initiation Workshop, it was concluded that SITRAMSS will be replaced by the New AMSS Low Emission Mass Transport System, which is in the design stage by MOPT, due to the problems that SITRAMSS had. The CNE, through the DUSAMSS project, is integrated into this effort as of June 2022. | | MU | <p>The indicator does not have a defined goal for the EMT, and no progress is identified, since the indicator referent has changed, which was to be measured according to the operation of the SITRAMSS; and it is not yet possible to measure savings in municipal measures not yet executed.</p> <p>The targets would not be achieved unless the indicators were changed to measures of activities specific to the promotion and definition of the development pathway goal, rather than emission reduction targets of a subsequent mobility project. (For instance, national and municipal decisions on investment, and operation of the Transportation System, or energy efficiency programs)</p> |
| (B) Energy savings in: (i) transport fuel (GJ/yr); and (ii) electricity (MWh/yr) | None (0) | Not defined | (i) 43,666 GJ/year; (ii) 3,776 MWh/year . | 0 GJ/year 0 MWh/year No progress is reported for this indicator. Conditions changed from the design of the Project and when the Project began its implementation in 2019. Since the Inception workshop, in March 2020, the SITRAMSS system would no longer be implemented by the government. The new AMSS Low Emission Mass Transport System for the same routes | | MI | <p>As in the case of indicator 'A', there is no defined goal for EMT, and there is no evidence of progress in the indicator, since there is still no way to measure energy savings as specific transport activities and programs or concrete energy saving measures at the municipal level have not been carried out; and therefore neither the knowledge of the characteristics of energy consumption or the respective savings.</p> <p>The targets would not be achieved unless the indicators were changed to measures of activities specific to the development path promotion goal in the municipalities,</p> |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | | | | | |
|---|----------|---------|------------|---|--|-----------|--|
| | | | | <p>previously planned for SITRAMMS is in the design stage at MOPT. The specific technology, electric buses or trams, has not yet been defined.</p> <p>As for electricity saving measures, the process has begun with the municipal administrations (Santa Tecla, Antiguo Cuscatlán, San Salvador, Soyapango) to implement Energy Efficiency measures. In the initial stage, energy assessments will be made for the implementation of energy efficiency models in municipal buildings.</p> | | | <p>instead of reduction targets that would be attributable to specific projects subsequent in each case. For example, number of specific projects and goals developed in the life of the Project; the same ones that would be currently underway in the municipalities, by intervention of the Project</p> |
| <p>(C) Number of policy instruments approved to support low-emission urban development (-)</p> | None (0) | Two (2) | Three (3). | <p>Zero (0) No progress is reported for this indicator.</p> <p>Several new initiatives have been approved by the legislative chamber in recent months related to soft, motorized, and electric mobility for private and logistic sectors. In addition to these new dispositions, and the canceling of the SITRAMSS project, there have been changes in the legal character of the MOPT and CNE. The project management unit, in coordination with the CNE, have had to adjust to the new procedures, committees (such as the Committee on Intermodal Transport) and the Table on electric mobility. The specific policy instruments that will require support from the project are expected to be defined in these official government coordination mechanisms.</p> <p>With reference to the political instruments in energy matters, the CNE</p> | | MU | <p>The status reported in the PIR is maintained at the time of the MTR, without having specified or obtained more additional information about these new initiatives or emanating new legal devices, which are currently in coordination. The Project does not identify as a policy instrument the approval of NDCs, which explicitly include the commitment to electric mobility measures.</p> <p>Progress in this indicator can be described as moderately unsatisfactory, in terms of the time that is elapsed without the approval of these instruments. It can be assumed that it is underway (on-track) but its realization is deferred.</p> <p>As in the case of indicator 'A', there is no defined target for MTR and there is no evidence of progress in the indicator, since there is still no way to measure energy savings as specific transport activities and programs or concrete energy saving measures at the municipal level have not been carried out; and therefore, neither are the knowledge of the characteristics of energy consumption or the respective savings.</p> |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | | | | | |
|---|---------------------------|--|--|--|--|----|--|
| | | | | has worked on different legal tools that guarantee a transition towards a cleaner national energy matrix, at this moment these tools are in the stage of finalizing proposals, which will be presented to power executive of the country in order to bring these bills to the approval of the legislative power. | | | |
| (D) Number of people served by improved mobility and EE public buildings and services (m/f). | Baseline to be determined | At least 10,000 people above baseline. | At least 55,000 people above baseline. | Zero (0) Given the problems and delays in the implementation of the Project, the recently formed project team is working on developing the specifications for pilot projects, Urban Mobility Plans, and energy efficiency measures (as explained in the following outcomes) | | MU | <p>The Project team has only been integrated for a short time and has not yet been completed in its planned composition. No specific evidence has been presented of progress in the work referred to in the RIP. In any case, the baseline on which to measure has not yet been established: on the other hand, the indicator referring to the number of people benefited is indirect and difficult to measure, since it depends more on the execution of the final activities, than on the studies and projects formulated by the Project, so it would be better to refer to them, in the first instance.</p> <p>Progress towards this achievement can be described as moderately unsatisfactory, even if the indicator is questionable, in terms of the time that is elapsed without the completion of the pilot projects for municipal execution. More than a target indicator, it is a medium-term impact indicator.</p> |

Component 1: Enabling framework for low-emission urban development.

Outcome 1.1: The policy, legal and institutional framework for integrated low-emission planning in the AMSS has been strengthened.

| Indicator | Baseline | Mid-Term Target | End of Project target | Level at PIR -2022 | Progress Level and MTR rating | Achievement Rating | Justification of Ratings |
|--|--|---|--|---|-------------------------------|--------------------|---|
| (1a) Status of Law projects (Legislative Decree) for: (i) Massive Transport System in AMSS (0/1/2) and, (ii) Financing mechanisms of EE project submitted for review. (0/1/2) | No Law Project for (i) SITRAMSS (0); and, (ii) FIDEnergetica Law Project under preparation (0) | Law Projects of: (i) Massive Transport System in AMSS; and (ii) Financing mechanisms for EE. (1; 1) | (i) SITRAMSS; and, (ii) FIDEnergetica Law Projects approved by Assembly (2; 2). | No progress is reported for this indicator. i) In the Inception workshop, it was acknowledged that the SITRAMSS will be replaced by the New Mass Transportation System of the AMSS, due to political/technical problems that resulted in the cancelling of the SITRAMSS. The latter is in the design stage by the MOPT; the CNE, through the DUSAMSS project, is integrated into this effort from June 2022. (ii) With reference to FIDEnergetica Law Project, the CNE is working on a law proposal that makes it viable, this proposal is being made by taking up elements of the FIDEnergetica Law Project that was not approved by the previous Legislative period, and it is expected to have the draft of said law in December 2022. | | MU | <p>Progress in this specific component and indicator has not yet been achieved due to the conditions of political change that - although favorable in terms of reducing polarity and greater articulation between powers - has not yet consolidated a comprehensive vision and priorities regarding urban and metropolitan development.</p> <p>The development of ideas and feasibility of projects continues, but an inter-institutional debate on follow-up and progress information has not been achieved.</p> <p>The instruments of normative regulation cannot be established until there is clarity regarding the system that will finally be implemented. These decisions are expected to take shape for the remainder of the year; Meanwhile, progress is considered to be moderately unsatisfactory.</p> |
| (1b) Status of financing mechanism for integrated urban development enabling a low-emission development path (0/1/2). | No financing mechanism envisaged (0) | Financing mechanisms discussed in white paper (1) | At least one financing mechanism detailed and endorsed by Government (2) | No progress is reported for this indicator. | | MU | <p>The progress in this result does not reach the medium-term goal, since it depends on factors linked to the scale of the solutions still under study. No progress has been reported in interviews and documents in this regard. It is necessary to initiate studies and exploration of financing prospects, with a view to having options ready as investment studies are advanced.</p> |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | | | | | |
|--|----------|-------------------------------|--------------------------------|---|--|-----------|--|
| (1c) Number of public officers trained on low-emission urban planning (m/f) | None (0) | 80 public officers (40m, 40f) | 160 public officers (80m, 80f) | No progress is reported for this indicator, however, has been made contact with the Economic Commission for Latin America and the Caribbean (ECLAC) to requested support to provide training processes in urban planning of low missions. Additionally, the project team is preparing the Design and Terms of Reference to hire the services of a national or international academic entity to provide training processes in low-emission urban planning. | | MU | <p>The PIR does not report progress in this indicator, which to date should have reached the medium-term goal.</p> <p>This goal should not have been delayed in its achievement, since training in the planned topics is not directly linked to infrastructure decisions.</p> <p>However, there is evidence of progress in this regard, and the Project team is making progress in preparing planning actions for execution.</p> |
|--|----------|-------------------------------|--------------------------------|---|--|-----------|--|

Component 1: Enabling framework for low-emission urban development.
Outcome 1.2. Information and monitoring systems for low-emission development in the AMSS have been strengthened and public awareness increased.

| Indicator | Baseline | Mid-Term Target | End of Project target | Level at PIR -2022 | Progress Level and MTR rating | Achievement Rating | Justification of Ratings |
|---|--|----------------------|---|---|-------------------------------|--------------------|---|
| (1d) (i) Monitoring frequency of urban development indicators in the AMSS by OPAMSS (-); (ii) Number of indicators monitored (-) | Baseline as provided in the COAMSS Master Plan | (No mid-term target) | (i) At least twice a year; and , (ii) At least three climate change indicators included. | No progress is reported for this indicator. Given the problems and delays in the implementation of the Project, the recently formed work team is working on the development of ToR for pilot projects, Urban Mobility Plans and energy efficiency measures, but no urban development indicators have yet been defined. | | MU | For greater clarity, the indicator of this achievement should be refined and better described the type of monitoring to be executed. The outcome and its indicator do not have an expected mid-term goal. |

Component 2. Promoting energy efficiency measures for mobility in the AMSS.

Outcome 2.1. Sustainable urban mobility plans and pilots have been designed in selected AMSS municipalities

| Indicator | Baseline | Mid-Term Target | End of Project target | Level at PIR -2022 | Progress Level and MTR rating | Achievement Rating | Justification of Ratings |
|---|-----------|-------------------------|---|---|-------------------------------|--------------------|---|
| (2a) Number of municipal mobility plans developed and being implemented (-). | None (0). | Two (2) plans developed | Four (4) plans developed and being implemented. | <p>None (0)</p> <p>As part of the activities of the team of mobility experts, efforts were concentrated on:</p> <p>1) Generate conditions to identify initiatives of the National Government and Local Governments that allow the implementation of a sustainable mobility scheme. This has been reflected in work meetings to identify current plans and strategies, as well as needs that the project can finance.</p> <p>2) Support the CNE to build the institutional scaffolding so that it can influence a favorable framework so that El Salvador can have a low-emission development focused on mobility.</p> <p>In this context, the project team developed a workshop in May 2022 with the participating municipalities in order to obtain inputs to generate the Terms of Reference for sustainable urban mobility plans, which are in the review stage by of the San Salvador Metropolitan Area Planning Office (OPAMSS, for its acronym in Spanish).</p> | | MU | <p>The reported activities are in preparation and progress in coordination issues for its achievement. Interviews in the municipalities confirm these advances, which have not yet concluded in specific plans.</p> <p>There are several reasons that explain or justify the delay in this achievement; but it can be estimated that it is in the process of being achieved.</p> <p>The mid-term goals expressed in mobility plans in the municipalities involved have not been achieved.</p> |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | | | | | |
|---|----------------------|---|---|---|--|-----------|--|
| (2b) Status of expertise hub for mobility in El Salvador (0/1/2) | No expertise hub (0) | Institutional set-up and partnerships defined (1) | Expertise hub established within host and supported by key stakeholders (2) | No expertise hub (0) Given the problems and delays in the implementation of the Project, the recently formed work team is working on the development of ToR for pilot projects, Urban Mobility Plans and energy efficiency measures, but no expertise hub has been established. | | MU | No expertise hub (0) The preparation of ToR for pilot plans, and coordination with municipalities have a considerable delay, but there is already progress that allows to estimate that the goal would be met by the end of the Project. |
| (2c) (i) Number of international and national partnerships established with organizations for knowledge exchange, education and professional training on urban mobility (-); | None (0) | One (1) | Three (3) | One (1) In June 2022, a positive response was obtained from the Economic Commission for Latin America and the Caribbean (ECLAC) on a request for the exchange of knowledge, education, and professional training on urban mobility. It is noteworthy that through the project a link has been made for the transfer of experiences and good practices with the Costa Rican Institute of Energy (ICE, for its acronym in Spanish) in relation to technical and legal aspects of electric vehicles and cargo stations. This is despite the fact that the provision of collaboration between ICE and the CNE has not been formalized. | | MU | The outcome or effect indicator does not accurately describe the type or scope of international partnerships beyond the number of them. Progress is incipient and requires formalization as soon as possible to consolidate them. It is possible that the change of executing agency of the Project delays the achievement by requiring more knowledge on the part of eventual new representatives. The progress outlined in the PIR indicates that it would be possible to achieve the target in terms of the number of partnerships; but a more precise indicator of their scope, duration, or relevance, is required. |

| Component 2. Promoting energy efficiency measures for mobility in the AMSS. Outcome 2.2. Low-emission mobility solutions have been implemented along the SITRAMSS Corridor | | | | | | | |
|---|--------------|-------------------------|-----------------------|---|-------------------------------|--------------------|--|
| Indicator | Baseline | Mid-Term Target | End of Project target | Level at PIR -2022 | Progress Level and MTR rating | Achievement Rating | Justification of Ratings |
| (2d) Capital leveraged for investment in low-emission mobility in AMSS (USD) | None (USD 0) | US\$ 2 millions | US\$ 23 million | <p>USD 66,000.</p> <p>Given the problems and delays in the implementation of the Project, the recently formed work team is working on the development of ToR for pilot projects and Urban Mobility Plans. According to how these projects evolve, the expected co-financing will be correspondingly reported in subsequent reports.</p> <p>Through the financing of traffic control devices that had a cost of US\$2,986.50, leveraging an investment of US\$66,000 in sustainable urban mobility in the municipal office of Santa Tecla, that represents the 3.3% of goal at the midterm target level. It is worth mentioning that the technical team was completed until on June 1, 2022.</p> | | MU | <p>Despite the fact that the leverage achieved is 22 times the 'seed' investment, the total leveraged in relation to the indicator is quite low for the elapsed time (3.3%). Municipalities are not sources of financing given their recent subjection to the discretion of the global fund for municipal investments. Leverage should be based more on the development of feasibility studies with Project funds, which encourage investments for municipalities within the framework of the results expected by the Project.</p> <p>It is possible to recover the pace and progress in the remainder of the Project, but it is necessary to support, promote or contract in the short term the feasibility studies of investments or acquisitions of equipment of the pilot projects, in the short term.</p> |
| (2e ProDoc)) Diseño y factibilidad del Sistema de Transporte Masivo del AMSS. | Ninguno (0) | Factibilidad Finalizada | Diseño finalizado | <p>None (0)</p> <p>No progress is reported for this indicator.</p> <p>In the Inception workshop, it was concluded that the SITRAMSS will be replaced by the Low Emissions New Mass Transportation System of the AMSS, which is in the design stage by the MOPT</p> | | MU | <p>The current absence of a Project reference to replace SITRAMSS, and recompose the scenario of viable solutions, is a hindrance to the objectives and results of the Project. A vigorous political and technical approach to the government decision-making centers is required for the new design, which will determine the form of support and complementary municipal projects that the Project must address.</p> |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| (2e PIR 2022) Average speed of SITRAMSS buses along Phase I corridor (km/hr) | Estimated at about 8 km/hr | No Mid Term Target | Original SITRAMSS design speed 20 km/hr. | | | | It is possible to go back in time and reconstruct the scenario that should govern the progress of the Project. This requires greater coordination with the progress of studies; a rapid adaptation to the new inter-institutional context, and a review and adjustment of indicators that refer more to direct outputs of the Project, than to the final results of actions of other institutions. |
|--|----------------------------|---|--|---|-------------------------------|--------------------|--|
| Component 3. Enabling an energy efficient development path in AMSS municipalities Outcome 3.1: Selected AMSS municipalities have adopted an energy-efficient development path | | | | | | | |
| Indicator | Baseline | Mid-Term Target | End of Project target | Level at PIR -2022 | Progress Level and MTR rating | Achievement Rating | Justification of Ratings |
| (3a) Number of building managers and energy professionals trained and/or certified (m/f) | None (0) | 60 people trained (30m, 30f) | 100 people trained and 30 certified on ISO 50001 (70% m, 30% f). | None (0) No progress is reported for this indicator However, the National Energy Council (CNE, for its acronym in Spanish) is processing a training process in energy management and carbon footprint standards to be financed with the Euroclimate + initiative, which will be aimed at the public sector, specifically at municipalities. AMSS, this process will be linked to the project as part of the co-financing that the CNE will contribute to the project. | | U | <p>The medium-term target, as in the case of the staff training indicator, lags far behind other indicators; and with fewer reasons to do so. The effort on the subject of training should have been addressed simultaneously for both cases, either with Euroclimate+ or ECLAC, or in an articulated manner with both institutions.</p> <p>The qualification assumes that negotiations with the agencies that will provide funds and inputs for training will be accelerated; but there is a risk of delays due to the transfer of administration from the CNE to the new institutional management.</p> |
| (3b) Technical standards and design manual for public lighting developed and implemented (0/1/2). | None (0) | Technical standard and design manual proposed (1) | Technical standard and manual approved and implemented (2). | None (0) No progress is reported for this indicator. | | MU | <p>No progress is reported on this product and indicator. The Project team is working with municipalities for the ToR consultancies; But these have not yet materialized</p> <p>The qualification assumes that the works are advancing; and that measures to speed up the process are being implemented, so the qualification responds to an on-track activity..</p> |

| Component 3. Enabling an energy efficient development path in AMSS municipalities Outcome 3.2: Energy efficiency measures are being implemented by selected AMSS municipalities. | | | | | | | |
|---|--------------|-----------------|-----------------------|--|-------------------------------|--------------------|---|
| Indicator | Baseline | Mid-Term Target | End of Project target | Level at PIR -2022 | Progress Level and MTR rating | Achievement Rating | Justification of Ratings |
| (3c) Volume of public and private capital leveraged for investment EE measures in municipal buildings and services (US\$); | None (USD 0) | USD 3 millionss | US\$ 5 millions | None (USD 0) No progress is reported for this indicator From the technical team of the DUS-AMSS project and as part of the actions to advance towards a route of development and efficient consumption by the four municipalities involved in the project, the preparation of technical-financial feasibility studies is proposed that (i) energetically characterize four municipal buildings of each of the mayor's offices (ii) identify energy saving measures; (ii) quantify the economic savings according to the identified actions; and (iv) propose an attractive and viable business model to implement these measures. In June 2022, the first phase, corresponding to the technical visits to municipalities, which allows adapting the scope of the feasibility studies on energy management has been completed. Also, measures have been taken to ensure commitment on behalf of each municipality in order to guarantee adequate execution of the interventions. | | MU | In the absence of progress on this effect line, nor a baseline, the indicators appear arbitrary and unsubstantiated, as no specific measures are indicated. According to the PIR, these achievements would be on track due to the proposal of the feasibility studies described, and that they would be in their first phase with a significant delay. The assigned rating assumes that the indicators are refined based on goals of completed feasibility studies and calculations in such studies on financial leverage. |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | | | | | |
|--|-------------------------|----------------------------|------------------------------|---|--|------------------|--|
| <p>(3d) Electricity saved (MWh/yr).</p> | <p>None 0 MWh).</p> | <p>1,000 (MWh/year</p> | <p>(3,776 (MWh/year)</p> | <p>None (0 MWh) No progress is reported for this indicator.</p> <p>As reported in the previous item, from the technical team of the DUS-AMSS project and as part of the actions to advance towards a route of development and efficient consumption by the four municipalities involved in the project, the preparation of technical-financial feasibility studies is proposed that (i) energetically characterize four municipal buildings of each of the mayor's offices (ii) identify energy saving measures; (ii) quantify the economic savings according to the identified actions; and (iv) propose an attractive and viable business model to implement these measures.</p> <p>In June 2022, the first phase, corresponding to the technical visits to municipalities, which allows adapting the scope of the feasibility studies on energy management has been completed. Also, measures have been taken to ensure commitment on behalf of each municipality in order to guarantee adequate execution of the interventions.</p> | | <p>MU</p> | <p>As no progress has been reported on this indicator, it is assumed that the preparation of feasibility studies is not yet in the evaluation stage.</p> <p>For the purposes of the 3d indicator on electricity saved, it is assumed that the goals not yet achieved would be achieved through indicators on the studies proposed and described in the RIP, in a better way than with financing figures not referred to baselines and therefore arbitrary.</p> |
|--|-------------------------|----------------------------|------------------------------|---|--|------------------|--|

| Component 4: Monitoring & Evaluation Outcome 4.1: The Project monitoring & evaluation plan has been implemented | | | | | | | |
|--|------------|-----------------|---|---|-------------------------------|--------------------|---|
| Indicator | Baseline | Mid-Term Target | End of Project target | Level at PIR -2022 | Progress Level and MTR rating | Achievement Rating | Justification of Ratings |
| (4a) Follow-up on mid-term review (MTR) recommendations to enhance project effectiveness and sustainability (0/1). | No MTR (0) | No MTR (0) | MTR completed and recommendations addressed (1) | No MTR (0) No progress is reported for this indicator. This will be measured by the project in the midterm review, which is planned for January 2023. | | NE | The activities foreseen in this Component should refer to internal monitoring or follow-up of actions that feed the periodic progress reports and especially the RIPS; In addition to contributing to document the lessons learned for similar projects in the future, within the framework of a permanent knowledge management activity. The EMTs (MTRs) and ETs are external point evaluations that, although they should be carried out in order to support adaptive management and amend directions towards the objectives of the Project, should not be considered as a substitute for internal monitoring and knowledge management actions. It is suggested in this regard to reformulate this Component. |
| (4b) Terminal Evaluation Report document | No TE (0). | Not applicable | TE completed (1) | Not applicable for this stage | | NE | |

Achievement Ratings: **HS** Highly Satisfactory; **S** Satisfactory; **MS** Moderately Satisfactory
MU Moderately Unsatisfactory; **U** Unsatisfactory; **HU** Highly Unsatisfactory (**NE** – Not Evaluable)

Key for Indicator assessment:

| | | | |
|------------------|-------------------|--------------------|---------------|
| Green = Achieved | Yellow = On Track | Red = Out of track | Not Evaluable |
|------------------|-------------------|--------------------|---------------|

6.2 ANNEX B. MTR TERMS OF REFERENCE

UNDP-GEF Mid-Term Review Terms of Reference San Salvador Low-emission Urban Development Path.

1. INTRODUCTION

This is the Terms of Reference (ToR) for the Midterm Review (MTR) of the full-sized UNDP-supported GEF-financed project titled San Salvador Low-emission Urban Development Path (UNDP 00107731/00107946, PIMS#5462) implemented through the National Energy Council (CNE), which is to be undertaken in 2022. The project started on the July 31, 2020, and is in its third year of implementation. This ToR sets out the expectations for this MTR. The MTR process must follow the guidance outlined in the document [*Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*](#).

2. PROJECT BACKGROUND INFORMATION

The “San Salvador Low-emission Urban Development Path” project is a five-year collaborative project which aims to introduce low-emission urban mobility concepts and energy efficiency management strategies among the municipalities composing the San Salvador Metropolitan Area (AMSS), thereby reducing national dependency on imported oil derivatives, and combating energy sector GHG emissions.

The immediate (development) objective is: “To enhance national competences in the field of low-emission urban planning by addressing regulatory voids for urban mobility and public lighting, by fostering in-country capacities and skills, improving coordination between Government stakeholders and lower authorities in the AMSS, and developing a first batch of pilot projects for learning and demonstration of benefits and upscaling potential.”

The project responds to the barriers that hamper the transition towards a low-emission development path in the San Salvador Metropolitan Area (AMSS), characterized by the weak regulatory and institutional framework for urban planning, insufficient or obsolete data for urban planning, a lack of proven, transparent business models for public services (including public transport), and the constrained technical and financial capacities of municipalities.

The project was designed under previous government to respond to the Development policy and the national obligations with the United Nations Framework Convention on Climate Change (UNFCCC). Also responded to the National Plan on Climate Change and its mitigation or clean development agenda. The project contributes directly to the following Sustainable Development Goal (s): SDG 7 (Affordable and Clean Energy); SDG 9 (Industry, Innovation, and Infrastructure). It is aligned with the UNDP priority 2.6 Measures have been taken for reliable, sustainable, and efficient energy use (CPD 2016-2021) and 3.3. Targeted municipalities have incorporated energy efficiency actions (CPD 2022-2026).

The Project strategy is based on the creation of conditions for SITRAMSS to function as designed -a Bus Rapid Transit (BRT), a mass transport modality- specifically by pursuing a SITRAMSS Law and strengthening the business model; the transfer of know-how through international partners (GEF Global Platform for Sustainable Cities -GPSC, mobility experts, technical standards for lighting), for sustainable urban planning, specifically low-emission mobility concepts and standards for public lighting systems; and the demonstration of the impact of low-emission solutions through a number of representative pilots in four selected municipalities. These pilots include pedestrian routes and zones, bicycle lanes with bike rental services, traffic management (including one-way roads, traffic signs and lights, traffic access regulation, and

adjustments to road design and capacity). It is envisioned that all pilots will facilitate access to the BRT and as a result, increase its utilization rate and achieve associated GHG emission reductions (per passenger-km) compared to the current baseline. Energy efficiency in municipal buildings and street lighting will be promoted by facilitating access to finance and by technical assistance for developing a project portfolio. The envisaged Project outcomes are:

Component 1. Enabling framework for low-emission urban development.

Outcome 1.1. The policy, legal and institutional framework for integrated low-emission planning in the AMSS has been strengthened.

Outcome 1.2. Information and monitoring systems for low-emission development in the AMSS have been strengthened and public awareness increased.

Component 2. Promoting energy efficiency measures for mobility in the AMSS.

Outcome 2.1. Sustainable urban mobility plans and pilots have been designed in selected AMSS municipalities.

Outcome 2.2. Low-emission mobility solutions have been implemented along the SITRAMSS Corridor.

Component 3. Enabling an energy efficient development path in AMSS municipalities.

Outcome 3.1: Selected AMSS municipalities have adopted an energy-efficient development path.

Outcome 3.2: Energy efficiency measures are being implemented by selected AMSS municipalities.

Component 4. Monitoring and Evaluation.

Outcome 4.1: The Project monitoring & evaluation plan has been implemented.

An indicative Gender Analysis and an indicative Gender Action Plan was undertaken, foreseeing its expansion during the Project's inception phase, with a more detailed assessment of parallel (baseline) programs and activities to promote gender equality in relation to urban mobility. The project document accounts on public transportation overcrowding as a cause of insecurity for women who are a main group of users of public transport, and recognizes that the use of elevators, kitchens, bath and washing rooms is also different according to gender and age. Also points out that public (street) lighting is particularly relevant for security in public spaces especially in residential areas and spaces with large numbers of commuters such as bus terminals, large parking lots, etc. The gender plan will be one of the instruments under the mandatory Management Plan for securing Social and Environmental Safeguards given the high-risk profile of the Project that resulted from the Social and Environmental Screening Procedure (SESP).

The Project covers the Metropolitan Area of San Salvador with focus on the 4 municipalities Santa Tecla, Antiguo Cuscatlan, San Salvador, and Soyapango (from west to east). The length of the current SITRAMSS bus route is 7.8km, from the roundabout Divino Salvador del Mundo (in San Salvador Municipality) to the Shopping Center Soyapango (in Soyapango Municipality).

The total cost of the project is USD 37,022,452. This is financed through a GEF grant of USD2,420,548, and USD 34,601,904 in confirmed co-financing, which will be funded by Ministry of Environment and Natural Resources (MARN); National Energy council (CNE); Ministry of Public Works, Transport, Housing and Urban Development (MOPTVDU); Planning Office of the AMSS (OPAMS); Municipality of Santa Tecla and UNDP.

The Project is implemented by the National Energy Council (CNE) as it is mandated for electricity and fuel efficiency. CNE hosts the Project Management Unit which consists of a Project Manager, a Procurement Officer and a Technical Advisor dedicated to mobility. The Project Board, responsible for taking corrective action as needed to ensure the project achieves the desired results is composed by representatives from the Ministry of Environment and Natural Resources (MARN), the Ministry of Finance (MF) and UNDP.

The Project work closely with the central government entities MARN, CNE, Vice Ministry of Transportation (VMT) and other relevant entities within the MOPTVDU, and with OPAMSS. Also, the

Project envisions to reach agreements with universities and partnerships with international peer organizations and cities and selected municipalities.

The project was approved by GEF in November 2019, while the actual date of the Project Document signature was in July 2020, the Inception Workshop was finished in May 2021; the expected date of operational closure is July 2025. As of July 20, 2022, the total expenditures are \$ 143,615.60

Main recent changes in context.

The COVID-19 pandemic had a significant negative impact on people's lives and families' incomes. Although El Salvador was quick to adopt strong containment measures against the outbreak and the Government rolled out a robust fiscal response to limit the pandemic's impact on households and businesses, the pandemic dealt a major blow to growth as GDP declined by 8 percent in 2020. The COVID-19 national vaccination campaign is well positioned, with 66 percent of Salvadoran population being fully vaccinated by March 2022.

In 2021, economic growth rebounded to 10.7 percent, supported by remittance-fueled consumption and exports. El Salvador's economy is expected to grow by 2.9 percent in 2022 and 1.9 percent in 2023, as policy stimulus in the US wanes and Ukraine war. Persistent budget deficits and continuous expansionary fiscal policies—despite the strong economy—have resulted in a rapidly growing public debt-to-GDP ratio (about 85 percent of GDP by end-2021). The growing public debt crowds out private investment, and limits resources for social and infrastructure spending.

In November 2021, and after 30 years of the Law for the Creation of the Fund for the Economic and Social Development of Municipalities (FODES), the Legislative Assembly approved amendments to the Law. The amendments seek to provide greater liquidity to the municipalities and optimize the use of resources. To this end, the municipal debt is transferred to the Ministry of Finance while the organization of execution is maintained: 25% represents freely available funds destined to general expenses of the municipalities; and 75% is destined to infrastructure works but whose administration is transferred to the National Directorate of Municipal Works of the MOPTVDU.

In October 2021, the Legislative Assembly approved the decree repealing the Law creating the CNE and creating the new Directorate of Energy, Hydrocarbons and Mines. According to the new law, the CNE will transfer to the new Directorate and to the Ministry of Economy all its attributions and competences. The law will become effective in November 2022. By then, the implementing regulations for the new law should be issued. As no substantive implications of this change is foreseen, the project will continue to be implemented by the new Directorate.

To incorporate sustainability criteria into the country's development model, the Ministry of the Environment launched the National Environmental Policy in June 2022. One of the specific objectives of the policy is to achieve a society that is resilient and adapted to the effects of climate change. To this end, the Policy seeks to move towards a low-carbon economy, with actions aimed at harmonizing national action with global climate change objectives through renewed legal frameworks and improvements in the capacity of public institutions on climate change. It also seeks to integrate climate change adaptation and mitigation measures into development policies, by establishing national and sectoral GHG mitigation targets and developing instruments such as a national climate-resilient and low-carbon development strategy, as well as actions to promote the reduction of greenhouse gas emissions.

3. MTR PURPOSE

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

The MTR is expected to review project's progress, monitoring of implementation, adaptive management and risks to sustainability and provide supportive recommendations using a participatory and collaborative approach that involves the main stakeholders, partners and beneficiaries in all stages of the evaluation process to open discussions on challenges and to outline midterm corrective actions in project as needed.

As outlined in the GEF Monitoring and Evaluation Policy, the MTR is a mandatory requirement for the Full-sized Projects. The project, with a total duration of 5 years, is officially completing its second year of implementation, which is the critical point for the mid-term review. The MTR report is expected to be available for submission with the third progress project report to the GEF Secretariat.

The MTR is included in evaluation plan that accompanies the Country Programme Document, which aims to help UNDP to check the progress towards agreed development goals and results, to support course correction, gather knowledge to inform UNDP work and to support accountability.

4. MTR APPROACH & METHODOLOGY

The MTR report must provide evidence-based information that is credible, reliable, and useful. The MTR team will review all relevant sources of information including documents prepared during the preparation phase (i.e., PIF, UNDP Initiation Plan, UNDP Social and Environmental Screening Procedure/SESP), the Project Document, project reports including annual PIRs, project budget revisions, national strategic and legal documents, and any other materials that the team considers useful for this evidence-based review. The MTR team will review the baseline GEF focal area Core Indicators/Tracking Tools submitted to the GEF at CEO endorsement, and the midterm GEF focal area Core Indicators/Tracking Tools that must be completed before the MTR field mission begins.

The MTR consultant is expected to follow a collaborative and participatory approach¹² ensuring close engagement with the Project Team, government counterparts (the GEF Operational Focal Point), the UNDP Country Office, the Energy, Infrastructure, Transport and Technology Regional Technical Advisor, direct beneficiaries, and other key stakeholders.

Engagement of stakeholders is vital to a successful MTR. Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to executing agency (CNE), UNDP senior officials and task team, key experts and consultants in the subject area, Project Board, project team, central government partner entities, project stakeholders, academia and educational entities, local government, sector organizations and NGOs, local CSO representatives (of informal merchants, women organizations, bikers associations), private sector, among others. Additionally, the MTR team is expected to conduct field missions to the Metropolitan Area of San Salvador including the following project sites Santa Tecla, Antiguo Cuscatlan, San Salvador and Soyapango where the project seeks to pilot low-emission solutions.

¹² For ideas on innovative and participatory Monitoring and Evaluation strategies and techniques, see [UNDP Discussion Paper: Innovations in Monitoring & Evaluating Results](#), 05 Nov 2013.

Table 1. Key stakeholders of the San Salvador Low-emission Urban Development Path project.

| Stakeholders | Interviews will be held with following stakeholders at a minimum | Role in the project |
|--|---|--|
| UNDP Country Office (CO) and Regional Hub San Salvador/Panama | Rafael Pleitez, Auxiliary Representative -Programme. Ryna Avila, Sustainable Development Programme Officer Adriana Sol, Programme Associate Lucia Cortina, GEF-Regional Technical Advisor Ernesto Kraus, GEF-Regional Programme Associate | GEF Agency |
| National Council of Energy. Executing Agency San Salvador | Salvador Handal, Director salvador.handal@cne.gob.sv Mario Cáceres, Energy Efficiency Director mcaceres@cne.gob.sv | Implementing Partner |
| Project Team San Salvador | Project manager: Emerson Roque email: eroque@cne.gob.sv Project technical advisor: Antonio Sandá- email: asanda@cne.gob.sv Project finance advisor: Johamy Melendez email: jmelendez@cne.gob.sv | Project's team |
| Ministry of Environment San Salvador | Fernando López Larreynaga Focal Point: Julia María Pérez Mena, email: jmperez@marn.gob.sv Julia Carolina Monterrosa, email: jmonterrosa@marn.gob.sv | GEF partner Agency Member of the Project Board as Project Executive. Project Co-financer Member of the working group under Component 1 for reviewing and preparing technical standards and business models. |
| Ministry of Finance San Salvador | Alejandro Zelaya | Member of the Project Board as Beneficiary Representative. Key stakeholder for long-term sustainable development including the analysis of costs and benefits of investment in transport infrastructure. |
| Ministry of Public Works, Transport, Housing and Urban Development San Salvador | Edgar Romeo Rodríguez Herrera Focal Point: Nelson Reyes; email: nelson.reyes@mop.gob.sv ; cel: (503)77494101 Alberto Mena; email: manuel.mena@mop.gob.sv ; cel: (503) 61002580 | Target group and Co-financer. Member of the working group under Component 1 for reviewing and preparing technical standards and business models. MOPTVDU along with MINEC, assume the leadership for the Expertise Center through agreement with universities. |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | |
|--|---|--|
| OPAMSS San Salvador | Yolanda Bichara, Directora; email: Yolanda.bichara@opamss.org.sv Carlos Calderón, email: carlos.calderon@opamss.org.sv; cel: (503) 76818677 | Co-financer Member of the working group under Component 1 for reviewing and preparing technical standards and business models. Under component 3 work with selected municipalities, the Vice Ministry of Transport of MOPTVDU to develop municipal mobility plans and prepare and evaluate low-emission pilots. Hosts one project Technical Advisor |
| Ministry of Economy San Salvador | María Luisa Hayem Brevé Focal Point: Eliú Avendaño | MOPTVDU, along with MINEC, assume the leadership for the Expertise Center through agreement with universities. |
| San Salvador Mayor's Office San Salvador | Mario Edgardo Durán Gavidia Focal Point: Manuel Rodriguez majoachin@sansalvador.gob.sv; cel: (503) 77865660 | Host Project pilot |
| Santa Tecla Mayor's Office Santa Tecla | Henry Esmildo Flores Cerón Focal Point: Susana Beatriz Alarcón de Cubías, Directora de Desarrollo Territorial; email: desarrolloterritorial@amst.gob.sv; Cel: (503) 79197247 | Co-financer Host project pilot |
| Antiguo Cuscatlán Mayor's Office Antiguo Cuscatlán | Zoila Milagro Navas Quintanilla Focal Point: Ing. Mario Monroy, Gerente de Planificación; email: monroy705@gmail.com; Tel: (503) 25110154; Cel: (503) 70391908; | Host Project pilot |
| Soyapango Mayor's Office Soyapango | Nercy Patricia Montano de Martínez Focal Point: Héctor Reina; Gerente; email: hwareina@gmail.com cel: (503) 74518273 | Host Project pilot |
| University of El Salvador San Salvador | Focal Point: Roger Armando Arias Alvarado Edgar Armando Peña cel: (503) 70710251 | Partner. Beneficiary of the elements of academic and professional curricula |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | |
|--|--|--|
| University “José Simeón Cañas”-UCA Antigua Cuscatlán | Focal Point: Father Andreu Oliva SJ, rector Carlos Mario Flores; email: cmflores@uca.edu.sv ; cel: (503) 78715826 Carlos Grande; email: cgrande@uca.edu.sv ; cel:(503) 77279431 | Stakeholder with existing capacities on energy efficiency, resource efficiency and low emission mobility. |
| University Don Bosco | Focal Point: Mario Argueta Olmos Argueta, rector Lic. Carlos Roberto Pacas; email: carlos.pacas@udb.edu.sv Ing. Francisco Adonay Molina; email: francisco.molina@udb.edu.sv | Stakeholder with existing capacities on energy efficiency, resource efficiency and low emission mobility. |
| FECOATRANS San Salvador | Catalino Miranda William Cáceres Cl Delgado No 713, San Salvador, 2222-2541 | Stakeholder. Sectoral organization. Association of public transport entrepreneurs |
| AEAS San Salvador | Genaro Ramírez Col Layco 27 Cl Pte No 1132, San Salvador, El Salvador 22262729 | Stakeholder. Sectoral organization. Association of public transport entrepreneurs |
| Federación Salvadoreña de Ciclismo San Salvador | Oscar Rene Hidalgo Cañada | Stakeholder. National institution, cycling reference in the country. |
| Women organization | ORMUSA- Sandra Carranza, Coordinadora General 7ª calle poniente bis #5265, colonia Escalón. San Salvador. 2556-0032; 7989-1839 | Stakeholder. Women organization. |
| Persons with disabilities organization | C ONAIPD- Licda. María Cristina Herrera de Cazares, Directora Ejecutiva Polígono Industrial Plan de La Laguna, Calle Circunvalación. Lote número 20, Antigua Cuscatlán 2511-6711 | Stakeholder. National council, persons with disabilities reference in the country. |
| Interamerican Development Bank San Salvador | Rodrigo Rendón, email: josere@iadb.org; tel: (503) 22338938 | Stakeholder. IADB finances loan-operation programme “Energy Efficiency in Small and Medium Enterprises” which aims at supporting efforts in El Salvador to reduce energy consumption by small and medium-sized enterprises (SMEs) and thereby bring down greenhouse gas (GHG) emissions by |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | |
|---|---|--|
| | | making suitable financing more readily available in the financial system in order to enable greater investment in energy efficiency. |
| European Commision San Salvador | François Roudie, Ambassador francois.roudie@eeas.europa.eu Miguel Angel Varela, Jefe de Cooperación miguel-angel.varela-sanchez@eeas.europa.eu | Stakeholder. European Union finances EUROCLIMA, a joint strategy with the Government of El Salvador to reduce the impact of climate change and its effects in El Salvador, with an investment plan of EUR1.1 million for 2022-2023 |
| Comisión Presidencial de Proyectos Estratégicos de la Presidencia de la República | Ricardo Doñan email: rdonan@presidencia.gob.sv ; cel: (503) 78542329 | Strategic partner identified at the Inception workshop |

Data collection and analysis methods should be rigorously selected to produce reasonable empirical evidence to ensure credibility, relevance, and validity of the MTR. It is expected to include a mix of methods to gather information. Suggested methodological tools and approaches may include Semi-structured interviews with key stakeholders, focus groups discussion as well non-participant observation.

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

The final methodological approach, including interview schedule, field visits and data to be used in the MTR, must be clearly outlined in the Inception Report and be fully discussed and agreed between UNDP, stakeholders and the MTR team. The Inception Report should outline how various forms of evidence will be employed vis-à-vis each other to triangulate the information collected.

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

5. DETAILED SCOPE OF THE MTR

The MTR team will assess the following four categories of project progress. See the [*Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*](#) for extended descriptions.

i. Project Strategy

Project design:

- Review the problem addressed by the project and the underlying assumptions. Review the effect of any incorrect assumptions or changes to the context to achieving the project results as outlined in the Project Document.
- Review the relevance of the project strategy and assess whether it provides the most effective route towards expected/intended results. Were lessons from other relevant projects properly incorporated into the project design?
- Review how the project addresses country priorities. Review country ownership. Was the project concept in line with the national sector development priorities and plans of the country?
- Review decision-making processes: were perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, taken into account during project design processes?
- Review the extent to which relevant gender issues were raised in the project design. See Annex 9 of [*Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*](#) for further guidelines.
 - Were relevant gender issues (e.g. the impact of the project on gender equality in the programme country, involvement of women's groups, engaging women in project activities) raised in the Project Document?
 - Were gender issues triggered during the mandatory UNDP Environmental and Social project screening? If so, were mitigation measures built into the project document? What other steps were taken to address these issues?
 - Does the project budget include funding for gender-relevant outcomes, outputs and activities?
 - Were gender specialists and representatives of women at different levels consulted throughout the project design and preparation process?
- Review the extent to which relevant human rights issues were raised in the project design. Were the impact of the project in individual and collective rights as claims towards legal and moral duty bearers raised in the Project Document? To what extent has the project ensured that the various needs of marginalized and excluded populations, including persons with disabilities, been taken into account in the preparation process?
- If there are major areas of concern, recommend areas for improvement.

Results Framework/Log frame:

- Undertake a critical analysis of the project's log frame indicators and targets, assess how "SMART" the midterm and end-of-project targets are (Specific, Measurable, Attainable, Relevant, Time-bound), and suggest specific amendments/revisions to the targets and indicators as necessary.
- Are the project's objectives and outcomes or components clear, practical, and feasible within its time frame?
- Examine if progress so far has led to, or could in the future catalyse beneficial development effects (i.e., income generation, gender equality and women's empowerment, improved social, legal and policy frameworks that determine the relationship between rights holders and duty bearers, improved governance etc...) that should be included in the project results framework and monitored on an annual basis.
- Ensure broader development and gender aspects of the project are being monitored effectively. Are the project's results framework indicators disaggregated by sex and wherever possible by age and by socio-economic group (or any other socially significant category in society, including persons with disabilities)? Develop and recommend SMART 'development' indicators, including sex-disaggregated indicators and indicators that capture development benefits.

ii. Progress Towards Results

Progress Towards Outcomes Analysis:

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

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

| Project Strategy | Indicator ¹³ | Baseline Level ¹⁴ | Level in 1 st PIR (self-reported) | Midterm Target ¹⁵ | End-of-project Target | Midterm Level & Assessment ¹⁶ | Achievement Rating ¹⁷ | Justification for Rating |
|------------------|----------------------------|------------------------------|--|------------------------------|-----------------------|--|----------------------------------|--------------------------|
| Objective: | Indicator (if applicable): | | | | | | | |
| Outcome 1: | Indicator 1: | | | | | | | |
| | Indicator 2: | | | | | | | |
| Outcome 2: | Indicator 3: | | | | | | | |
| | Indicator 4: | | | | | | | |
| | Etc. | | | | | | | |
| Etc. | | | | | | | | |

Indicator Assessment Key

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

In addition to the progress towards outcomes analysis:

- Compare and analyse the GEF Tracking Tool/Core Indicators at the Baseline with the one completed right before the Midterm Review.
- Identify remaining barriers to achieving the project objective in the remainder of the project.
- By reviewing the aspects of the project that have already been successful, identify ways in which the project can further expand these benefits.

iii. Project Implementation and Adaptive Management

Management Arrangements:

¹³ Populate with data from the Log frame and scorecards

¹⁴ Populate with data from the Project Document

¹⁵ If available

¹⁶ Color code this column only

¹⁷ Use the 6 point Progress Towards Results Rating Scale: HS, S, MS, MU, U, HU

- Review overall effectiveness of project management as outlined in the Project Document. Have changes been made and are they effective? Are responsibilities and reporting lines clear? Is decision-making transparent and undertaken in a timely manner? Recommend areas for improvement.
- Review the quality of execution of the Executing Agency/Implementing Partner(s) and recommend areas for improvement.
- Review the quality of support provided by the GEF Partner Agency (UNDP) and recommend areas for improvement.
- Do the Executing Agency/Implementing Partner and/or UNDP and other partners have the capacity to deliver benefits to or involve women and other vulnerable populations, including persons with disabilities? If yes, how?
- What is the gender balance of project staff? What steps have been taken to ensure gender balance in project staff?
- What is the gender balance of the Project Board? What steps have been taken to ensure gender balance in the Project Board?

Work Planning:

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

Finance and co-finance:

- Consider the financial management of the project, with specific reference to the cost-effectiveness of interventions. Does the project have adequate resources for integrating HR & GE in the intervention as an investment in short-term and medium-term benefits?
- Review the changes to fund allocations as a result of budget revisions and assess the appropriateness and relevance of such revisions.
- Does the project have the appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds? Is there sufficient clarity in the reported co-financing to substantiate in-kind and cash co-financing from all listed sources?
- Informed by the co-financing monitoring table to be filled out by the Commissioning Unit and project team, provide commentary on co-financing: is co-financing being used strategically to help the objectives of the project? Is the Project Team meeting with all co-financing partners regularly in order to align financing priorities and annual work plans?

| Sources of Co-financing | Name of Co-financer | Type of Co-financing | Co-financing amount confirmed at CEO Endorsement (US\$) | Actual Amount Contributed at stage of Midterm Review (US\$) | Actual % of Expected Amount |
|-------------------------|---------------------|----------------------|---|---|-----------------------------|
| | | | | | |
| | | | | | |
| | | | | | |
| | | | | | |
| | | TOTAL | | | |

- Include the separate GEF Co-Financing template (filled out by the Commissioning Unit and project team) which categorizes each co-financing amount as 'investment mobilized' or 'recurrent expenditures'. (This template will be annexed as a separate file.)

Project-level Monitoring and Evaluation Systems:

- Review the monitoring tools currently being used: Do they provide the necessary information? Do they involve key partners? Are they aligned or mainstreamed with national systems? Do they use existing information? Are they efficient? Are they cost-effective? Are additional tools required? How could they be made more participatory and inclusive?
- Examine the financial management of the project monitoring and evaluation budget. Are sufficient resources being allocated to monitoring and evaluation? Are these resources being allocated effectively?
- Review the extent to which relevant gender issues were incorporated in monitoring systems. See Annex 9 of [*Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*](#) for further guidelines.
- Is the responsibility for ensuring adherence to Human Rights and gender objectives well-articulated in the performance monitoring framework and implementation plans?

Stakeholder Engagement:

- Project management: Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders?
- Participation and country-driven processes: Do local and national government stakeholders support the objectives of the project? Do they continue to have an active role in project decision-making that supports efficient and effective project implementation?
- Participation and public awareness: To what extent has stakeholder involvement and public awareness contributed to the progress towards achievement of project objectives?
- How does the project engage women and girls? Is the project likely to have the same positive and/or negative effects on women and men, girls and boys? Identify, if possible, legal, cultural, or religious constraints on women's participation in the project. What can the project do to enhance its gender benefits?
- How does the project engage with the rights-holders to enjoy their rights and duty bearers can comply with their obligations?

Social and Environmental Standards (Safeguards)

- Validate the risks identified in the project's most current SESP, and those risks' ratings; are any revisions needed?
- Summarize and assess the revisions made since CEO Endorsement/Approval (if any) to:
 - The project's overall safeguards risk categorization.
 - The identified types of risks¹⁸ (in the SESP).
 - The individual risk ratings (in the SESP).
- Describe and assess progress made in the implementation of the project's social and environmental management measures as outlined in the SESP submitted at CEO Endorsement/Approval (and prepared during implementation, if any), including any revisions to those measures. Such management measures might include Environmental and Social Management Plans (ESMPs) or other management plans, though can also include aspects of a project's design; refer to Question 6 in the SESP template for a summary of the identified management measures.

A given project should be assessed against the version of UNDP's safeguards policy that was in effect at the time of the project's approval.

Reporting:

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

¹⁸ Risks are to be labeled with both the UNDP SES Principles and Standards, and the GEF's "types of risks and potential impacts": Climate Change and Disaster; Disadvantaged or Vulnerable Individuals or Groups; Disability Inclusion; Adverse Gender-Related impact, including Gender-based Violence and Sexual Exploitation; Biodiversity Conservation and the Sustainable Management of Living Natural Resources; Restrictions on Land Use and Involuntary Resettlement; Indigenous Peoples; Cultural Heritage; Resource Efficiency and Pollution Prevention; Labor and Working Conditions; Community Health, Safety and Security.

Communications & Knowledge Management:

- Review internal project communication with stakeholders: Is communication regular and effective? Are there key stakeholders left out of communication? Are there feedback mechanisms when communication is received? Does this communication with stakeholders contribute to their awareness of project outcomes and activities and investment in the sustainability of project results?
- Review external project communication: Are proper means of communication established or being established to express the project progress and intended impact to the public (is there a web presence, for example? Or did the project implement appropriate outreach and public awareness campaigns?)
- For reporting purposes, write one half-page paragraph that summarizes the project's progress towards results in terms of contribution to sustainable development benefits, as well as global environmental benefits.
- List knowledge activities/products developed (based on knowledge management approach approved at CEO Endorsement/Approval).

iv. Sustainability

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

Financial risks to sustainability:

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

Socio-economic risks to sustainability:

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

Institutional Framework and Governance risks to sustainability:

- Do the legal frameworks, policies, governance structures and processes pose risks that may jeopardize sustenance of project benefits? While assessing this parameter, also consider if the required systems/ mechanisms for accountability, transparency, and technical knowledge transfer are in place.
- Is the project conducive to an institutional change to systematically addressing Human Rights and Gender concerns?

Environmental risks to sustainability:

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

Conclusions & Recommendations

The MTR team will include a section in the MTR report for evidence-based conclusions, in light of the findings.

Additionally, the MTR consultant/team is expected to make recommendations to the Project Team. Recommendations should be succinct suggestions for critical intervention that are specific, measurable, achievable, and relevant. A recommendation table should be put in the report's executive summary. See the [*Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*](#) for guidance on a recommendation table.

The MTR team should make no more than 15 recommendations total.

Ratings

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

Table. MTR Ratings & Achievement Summary Table for (*Project Title*)

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

6. TIMEFRAME

The total duration of the MTR will be approximately 30 working days over a time period of 10 of weeks and shall not exceed four months from when the consultant is hired. The tentative MTR timeframe is as follows:

| ACTIVITY | NUMBER OF WORKING DAYS | COMPLETION DATE |
|--|------------------------|--------------------|
| Preparation Phase | | |
| Application closes | N/A | August 20, 2022 |
| Contract and initiation order issuing | N/A | September 30, 2022 |
| Meeting briefing with UNDP | 1 day | September 30, 2022 |
| Implementation Phase | | |
| Document review and preparing MTR Inception Report (MTR Inception Report due no later than 2 weeks before the MTR mission) | 4 days | October 3, 2022 |
| Comments and approval of inception report | N/A | October 12, 2022 |
| Finalization of the inception report | 1 day | October 12, 2022 |
| Kick off-meeting (on-line) | 1 day | October 12, 2022 |
| MTR mission: stakeholder meetings, interviews, field visits. Calculated based on 22 interviews (4 interviews per day); 2 focus groups (2 per day) and 2 site project visits* | 6 days | October 21, 2022 |
| Presentation of initial findings- last day of the MTR mission | 1 day | October 24, 2022 |

| ACTIVITY | NUMBER OF WORKING DAYS | COMPLETION DATE |
|---|------------------------|-------------------|
| Post-mission phase | | |
| Preparing draft report (due within 3 weeks of the MTR mission) | 10 days | November 18, 2022 |
| Draft report circulation for comments. Comments send to MTR Consultant | N/A | November 28, 2022 |
| MTR translation and revision | 3.75 day | December 13, 2022 |
| Draft report 2 in English circulation for comments. Comments send to MTR Consultant | N/A | December 21, 2022 |
| Finalization of MTR report/ Incorporating audit trail from feedback on draft report (due within 1 week of receiving UNDP comments on the draft) | 4 days | Jan 15, 2023 |
| Draft Management Response | N/A | Jan 15, 2022 |
| Concluding stakeholder workshop | 1 day | Jan 15, 2022 |
| MTR approval by Commissioning Unit and UNDP-GEF RTA | N/A | Jan 15, 2023 |

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

**The commissioning Unit will arrange for a translation of the report into English.

7. MIDTERM REVIEW DELIVERABLES

| # | Deliverable | Description | Timing | Responsibilities |
|---|-----------------------------|--|--|---|
| 1 | MTR Inception Report | MTR team clarifies objectives and methods of Midterm Review. Includes a clear overview of the midterm review approach as outlined in Chapter 1 of the Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects | On October 3, 2022, and no later than 2 weeks before the MTR mission | MTR consultant submits to the Commissioning Unit and project management. The Commissioning Unit will circulate among relevant stakeholders for comments. The approved inception report will be presented by the MTR Consultant and discussed in the Kick-off meeting. |
| 2 | Presentation | Initial Findings. | On November 4, 2022 (at the end of MTR mission) | MTR Team presents to project management and the Commissioning Unit. A presentation in Power Point or any other suitable tool should be prepared. A copy of the presentation should be submitted to the Commissioning Unit. |
| 3 | Draft MTR Report | Full draft report (using guidelines on content) | On November 28 and within 2 weeks | Sent to the Commissioning Unit for initial formal review and further circulation for |

| | | | | |
|---|--------------------------------------|---|--|--|
| | | outlined in Annex B) with annexes | of the MTR mission | reviewing by RTA, Project Coordinating Unit, GEF OFP, and relevant Stakeholders |
| 4 | Draft 2 MTR Report in English | <i>Full draft report (using guidelines on content outlined in Annex B) with annexes</i> | <i>On December 21 and within 2 weeks of the MTR mission</i> | <i>Sent to the Commissioning Unit for initial formal review and further circulation for reviewing by RTA, Project Coordinating Unit, GEF OFP, and relevant Stakeholders</i> |
| 5 | Final Report | Revised report with audit trail detailing how all received comments have (and have not) been addressed in the final MTR report. | On Jan 15, 2023, and within 1 week of receiving UNDP comments on draft | Sent to the Commissioning Unit. The MTR consultant should present the key findings, conclusions, and recommendations of the MTR report in the Concluding stakeholder workshop. A presentation in Power Point or any other suitable tool should be prepared. A copy of the presentation should be submitted to the Commissioning Unit. |

*The final MTR report must be in English. If applicable, the Commissioning Unit may choose to arrange for a translation of the report into a language more widely shared by national stakeholders. The MTR Consultant should provide the Translator with clarification on specific terms or phrases used in the report, if necessary.

All deliverables should be presented in Spanish to ensure the adequate involvement of the national stakeholders in the MTR process. The Commissioning Unit will arrange for a translation of the report into English.

8. MTR ARRANGEMENTS

The principal responsibility for managing this MTR resides with the Commissioning Unit. The Commissioning Unit for this project's MTR is UNDP El Salvador Country Office.

The Commissioning Unit will contract the consultant and ensure the timely provision of per diems and travel arrangements within El Salvador for the MTR consultant team and will provide an updated stakeholder list with contact details (phone and email). The UNDP M&E focal point will manage the evaluation, who will brief the MTR consultant on the purpose and scope of the MTR, the required quality standards and clarify management arrangements. A kickoff meeting will be organized to introduce the MTR consultant to the Project Board and other partners to facilitate initial contact. The UNDP M&E focal point will receive, comment, and share all MTR deliverables with the relevant stakeholders. All deliverables will be reviewed in two phases: the first one, internally, to ensure the deliverables cover the requirements outlined in this ToR. In the second phase, the Commissioning Unit will distribute the reports among the relevant stakeholders to give them the opportunity to comment on the draft MTR report and to provide additional information if relevant. The Commission Unit will collate comments on the report and send them to the MTR consultant within the 8 days after reports submission. The report will be considered final once the Commissioning Unit and the UNDP-GEF RTA sign a clearance form noting their approval of the final MTR report. All anticipated meetings (kickoff wrap up and concluding workshop) will be organized by the Commissioning Unit.

The Project Team will be responsible for liaising with the MTR consultant to provide all relevant documents, set up stakeholder interviews, and arrange field visits. Also, will be responsible for reviewing MTR report and provide

comments, drafting the management response in coordination with the Commissioning Unit, and to integrate MTR recommendations into subsequent Project's Annual Work Plan.

The MTR consultant is responsible to: review evaluation ethics and ensure the necessary steps are taken to protect the rights and confidentiality of persons interviewed for the MTR; review the [*Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*](#) and other relevant UNDP and/or GEF to ensure compliance with the requirements and standards throughout the entire MTR process; prepare the inception report, including a detailed plan of the mission with an interview schedule, conduct the MTR mission, have a mission wrap-up meeting, complete the draft of the report; provide an “audit trail” to create the revised final MTR and send the final report to the Commissioning Unit. The MTR consultant should present to the relevant stakeholders the final deliverables as specified in the Section 7 of this ToR. The MTR consultant will make his/her own arrangements to undertake interviews and site visits according to the detailed MTR mission plan¹⁹.

9. MTR CONSULTANT REQUIREMENTS

One international consultant will conduct the MTR – The consultant should have experience and exposure to projects and evaluations in other regions globally. The consultant will be responsible for the overall design and writing of the Inception, MTR report and audit trail within the agreed timeframe. He/she will assess emerging trends with respect to regulatory frameworks and the relevant context affecting the Project implementation; budget allocations, capacity building and all criteria specified in this ToR. He/she will actively participate a kick-off, a mission wrap and concluding stakeholder missions. He/she will work with the Project Team in developing the detailed MTR itinerary, assess and will maintain a close communication with the Commissioning unit to bring to its attention any issue affecting the MTR process.

The consultant cannot have participated in the project preparation, formulation, and/or implementation (including the writing of the Project Document) and should not have a conflict of interest with project's related activities.

The selection of consultant will be aimed at maximizing the overall consultant qualities in the following areas:

Education

- A Master's degree in Sustainable development, Energy Efficiency, Urban Planning, Transport, or other closely related field.

Experience

- Relevant experience leading at least 5 project/programme evaluations using result-based management methodologies;
- Experience in at least two (2) works applying SMART indicators and reconstructing or validating baseline scenarios;
- At least five-years' experience working in adaptive management, as applied to Climate change-Mitigation projects or programme;
- Verifiable experience participating in at least two (2) UNDP, GEF or GCF evaluation processes in the last three (3) years, preferable in Latin America.
- Demonstrated understanding of issues related to gender, human rights and Climate change-Mitigation; experience in gender and human rights sensitive evaluation and analysis, by applying the approaches in at least one (1) work in the related field.
- Demonstrable excellent communication skills written and spoken, both in Spanish and English;
- Demonstrable analytical skills;

Language

¹⁹ The cost of mobilization and travel expenses must be included in the proposal.

- Fluency in spoken, written and reading in Spanish and English.

10. ETHICS

The MTR consultant will be held to the highest ethical standards and is required to sign a code of conduct upon acceptance of the assignment. This MTR will be conducted in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’. The MTR consultant 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 MTR consultant must also ensure security of collected information before and after the MTR and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information, knowledge and data gathered in the MTR process must also be solely used for the MTR and not for other uses without the express authorization of UNDP and partners.

11. PAYMENT SCHEDULE

- 20% payment upon satisfactory delivery of the final MTR Inception Report and approval by the Commissioning Unit
- 40% payment upon satisfactory delivery of the draft MTR report to the Commissioning Unit
- 20% payment upon satisfactory delivery of the second draft MTR report in English
- 20% payment upon satisfactory delivery of the final MTR report and approval by the Commissioning Unit and RTA (via signatures on the TE Report Clearance Form) and delivery of completed TE Audit Trail
- Criteria for issuing the final payment of 40%:

The final MTR report includes all requirements outlined in the MTR TOR and is in accordance with the MTR guidance. The final MTR report is clearly written, logically organized, and is specific for this project (i.e. text has not been cut & pasted from other MTR reports) and clarifications are provided to the translator, if needed.

The Audit Trail includes responses to and justification for each comment listed.

12. APPLICATION PROCESS

Recommended Presentation of Proposal:

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

All application materials should be submitted by email at the following email at the following address ONLY: Adquisiciones.sv@undp.org by 5:30 p.m. (GTM-6) August 30, 2022 indicating the following reference “Consultant of the project 00107731/00107946 San Salvador Low-emission Urban Development Path Midterm Review”..

Where a competitive process does not produce satisfactory results within a reasonable period, the candidates will be identified through vetted roster. A letter of invitation to submit an offer will be issued through the Roster

administration unit. The candidates will be asked to submit a letter to UNDP confirming interest and availability together with the latest personal CV, including experience from similar projects, email, telephone, and any other contact details for references; a financial proposal and a brief methodology on how he/she will approach and complete the assignment. The contract will be negotiated based on his/her fee on the roster.

Criteria for Evaluation of Proposal: Only those applications which are responsive and compliant will be evaluated. Offers will be evaluated according to the Combined Scoring method – where the educational background and experience on similar assignments will be weighted at 70% and the price proposal will weigh as 30% of the total scoring. UNDP will check the most suitable candidate in accordance with its own rules, regulation, and policies, including reference checks. The applicant receiving the Highest Combined Score that has also accepted UNDP's General Terms and Conditions, and reference checks confirm will be awarded the contract.

Evaluation Criteria

| Criteria | Points | Percentage |
|--|-------------------|--------------------|
| CV/Personal History | 60 | 60% |
| <u>Education</u> A Master's degree in Sustainable development, Energy Efficiency, Urban Planning, Transport, or other closely related field | 5 | |
| Evaluation experience Relevant experience leading at least 5 project/programme evaluations using result-based management methodologies; 21 points Experience in project evaluation/MTR with UNDP, GEF or GCF evaluation processes will be additionally valued (At least two UNDP, GEF or GCF evaluation processes in the last three (3) years) – 5 points Experience in project evaluation in Latin America in the relevant areas will be additionally valued. – 4 points | 30 | |
| Thematic experience At least five-years' experience working in adaptive management, as applied to Climate change-Mitigation projects or programme; - 7 points Experience in at least two (2) works applying SMART indicators and reconstructing or validating baseline scenarios in the relevant area; 3 points | 10 | |
| Cross-cutting issues Demonstrated understanding of issues related to gender, human rights and Climate change-Mitigation (experience in gender and human rights sensitive evaluation and analysis, by applying the approaches in at least one (1) work in the related field) | 5 | |
| Language • Fluency in spoken, written, and reading in Spanish and English | 10 | |
| Technical proposal | 10 | 10% |
| Appropriate understanding the nature of work | 2 | |
| The mix methods and approach ensure stakeholders participation within all evaluation process. | 4 | |
| The plan for completing the task is adequate to the needs described (in time and sequence). | 4 | |
| Economic proposal The highest score (30%) will be awarded to the most economical offer. | 30 | 30% |
| <u>TOTAL</u> | <u>100</u> | <u>100%</u> |

| EVALUATION QUESTIONS | INDICATORS | SOURCES | METHODOLOGY |
|---|---|---|---|
| Project Strategy: To what extent is the Project strategy relevant to global priorities, country priorities, and stakeholder ownership? Do you think it is the best route to the expected results? | | | |
| To what extent the project strategy is relevant to the problem that seek to address? Does the strategy provide the most effective route towards expected/intended results? | <ul style="list-style-type: none"> - Degree of alignment with UNDP Peru and UN Peru results frameworks - # and quality of inputs generated in the Project that can contribute to national policies. - Level of inter-institutional reconciliation of Project proposals | <ul style="list-style-type: none"> - PIF, ProDoc, PIR, national plans and regulations, - Technical documents of consultancies - Opinion of key personnel: of the Project | <ul style="list-style-type: none"> - Comparative analysis and consistency of reports, documents. - Semi-structured interviews - Members of the PB; UNDP CO and RO programme officers; Project Manager. |
| To what extent lessons from other relevant projects were incorporated into the project design? | <ul style="list-style-type: none"> - # of institutions and references to other experiences - Review of the GEF Sustainable Cities Platform - Interviewee opinión | <ul style="list-style-type: none"> - PIF, ProDoc, PIR - References cited about other experiences. - Interviews with managers and stakeholders . | |
| Were perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, considered during project design processes? | <ul style="list-style-type: none"> - # and quality of interviewee opinions | <ul style="list-style-type: none"> - PIF, ProDoc, PIR - Interviews with managers and stakeholders | |
| Were relevant gender issues raised in the Project Document? | <ul style="list-style-type: none"> - # and quality of mentions on the topic in the ProDoc and description of components and products . | <ul style="list-style-type: none"> - PIF, ProDoc, PIR - Interviews with Project designers and implementers | <ul style="list-style-type: none"> - Comparative and consistency analysis of reports, documents and interviews. - Interviews with UNDP (CO and RO), ATP, Project Manager; and PB |
| Were gender issues triggered during the mandatory UNDP Environmental and Social project screening? If so, were mitigation measures built into the project document? What other steps were taken to address these issues? | <ul style="list-style-type: none"> - References to the SESP in the Project documents. - Opinions of interviewees. | <ul style="list-style-type: none"> - PIF, ProDoc, PIR - Answers to specific questions about it in interviews. | <ul style="list-style-type: none"> - Comparative and consistency analysis of reports, documents and interviews. - Interviews with UNDP (CO and RO), ATP, Project Manager; and PB . |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | |
|--|---|--|--|
| Does the project budget include funding for gender-relevant outcomes, outputs and activities? | <ul style="list-style-type: none"> - Accuracy and inclusions in the total budget and annual operating plans. - # Gender-related studies or plans developed. | <ul style="list-style-type: none"> - PIF, ProDoc, PIR - Documents prepared on gender. - Answering specific questions about it in interviews | |
| Were gender specialists and representatives of women at different levels consulted throughout the project design and preparation process? | <ul style="list-style-type: none"> - # of references to studies and specialists in the ProDoc and execution documents . | <ul style="list-style-type: none"> - PIF, ProDoc, PIR, - Answering specific questions about it in interviews | <ul style="list-style-type: none"> - Comparative and consistency analysis of documents and interviews. - Interviews with UNDP (CO and RO), ATP, Project Manager; and JP. - Interviews with beneficiaries and interested parties |
| Were the impacts of the Project in individual and collective rights as claims towards legal and moral duty bearers raised in the Project Document? | <ul style="list-style-type: none"> - # of references to studies and specialists in the ProDoc and execution documents . | <ul style="list-style-type: none"> - PIF, ProDoc, PIR, - Answering specific questions about it in interviews | <ul style="list-style-type: none"> - Analysis of relevance and scope of the topic in documents. - Interviews with civil society actors and beneficiaries. |
| To what extent has the Project ensured that the various needs of marginalized and excluded populations, including persons with disabilities, been taken into account in the preparation process? | <ul style="list-style-type: none"> - # menciones a impactos en derechos y necesidades de poblaciones excluidas, en los documentos del Proyecto. | <ul style="list-style-type: none"> - PIF, ProDoc, PIR, - Answering specific questions about it in interviews | <ul style="list-style-type: none"> - Analysis of relevance and scope of the topic in documents. - Interviews with civil society actors and beneficiaries |
| Progreso hacia los resultados: ¿En qué medida se han logrado los Resultados esperados y los objetivos del Proyecto? | | | |
| Are the Project's objectives and outcomes or components clear, practical, and feasible within its time frame? | <ul style="list-style-type: none"> - % estimated progress in relation to goals and indicators and estimated feasible compliance. | <ul style="list-style-type: none"> - ProDoc, PIR. - Quarterly reports and PB minutes. - Answering specific questions about it in interviews | <ul style="list-style-type: none"> - Analysis of relevance and scope of the topic in documents - Quantitative/qualitative analysis of information . - Interviews with civil society actors and beneficiaries. |
| Are the Project indicators SMART? | <ul style="list-style-type: none"> - Degree of consistency | <ul style="list-style-type: none"> - Indicator's elaboration guides - Opinion of implementers, PB members and experts | <ul style="list-style-type: none"> - Consistency analysis - Interviews to PB members and PNUD/GEF. |
| Are the project's results framework indicators disaggregated by sex and wherever possible by age and by socio-economic group (or any other | <ul style="list-style-type: none"> - Degree of consistency | <ul style="list-style-type: none"> - Indicator's elaboration guides - Reports on implementation - Opinion of implementers | <ul style="list-style-type: none"> - Consistency analysis - Interviews to PB members and PNUD/GEF. - Interviews to implementers |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | |
|--|---|--|---|
| socially significant category in society, including persons with disabilities)? Are broader development and gender aspects of the project being monitored effectively? | | | |
| Has the progress so far led to or could in the future catalyze beneficial development effects (i.e., income generation, gender equality and women's empowerment, improved social, legal and policy frameworks that determine the relationship between rights holders and duty bearers, improved governance etc...)? Where the catalytic beneficial effects included in the project results framework? Are they monitored on an annual basis? | <ul style="list-style-type: none"> - Goals and list of activities for the achievement of products. - References and mentions to the topic in Project documents and reports. - Unsolicited mentions during interviews . | <ul style="list-style-type: none"> - ProDoc - Results Framework - PIR and other reports - PB Minutes - Opinion in interviews. | <ul style="list-style-type: none"> - Analysis of consistency in theory of change, ProDoc and activity reports . - Interviews with members of the JP, members of the UGP, UNDP and GEF |
| What is the level of project's progress toward its objective and each outcome achieved so far? How can the project further expand the benefits in the aspects the project has already been successful? Is there any risk or barriers to achieve the project objective by the end of the project? What are the reasons behind the achievement or lack thereof? | <ul style="list-style-type: none"> - % progress of physical and financial execution. - Problems and barriers reported in documents and interviews . | <ul style="list-style-type: none"> - ProDoc - Results Framework - PIR and other reports - PB Minutes - Opinion in interviews | <ul style="list-style-type: none"> - Analysis of consistency in theory of change, ProDoc and activity reports . - Interviews with members of the PB, members of the UGP, UNDP and GEF |
| Project Implementation and Adaptive Management: Has the project been implemented efficiently, cost-effectively, and been able to adapt to any changing conditions thus far? To what extent are project-level monitoring and evaluation systems, reporting, and project communications supporting the project's implementation? To what extent has progress been made in the implementation of social and environmental management measures? Have there been changes to the overall project risk rating and/or the identified types of risks as outlined at the CEO Endorsement stage? | | | |
| Have any changes been made to the Project Document? Are they effective? | <ul style="list-style-type: none"> - Changes in ProDoc, PIR, and minutes of the PB. | <ul style="list-style-type: none"> - ProDoc, PIR, minutes of PB - Research and analysis that address the issue. | <ul style="list-style-type: none"> - Comparative analysis of planning and progress report documents. - Interviews to members of PB, UNDP, Project Manager. |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | |
|--|---|--|---|
| Are responsibilities and reporting lines clear? | - ProDoc, PIR, and PB meetings minutes. | - ProDoc, PIR, and PB meetings minutes. - Answers to specific questions about it in interviews . | |
| What is the gender balance of the Project Board? What steps have been taken to ensure gender balance in the Project Board? | - % y # of women in PB - Answers and unsolicited mentioning on the issue in interviews | - ProDoc, Inception report and meeting minutes of PB. - Answers to specific questions about it in interviews - | Inquiries and situation analysis - Questions in interviews to decision makers and implementers (PB, GEF-UNDP) |
| What is the gender balance of project staff? What steps have been taken to ensure gender balance in project staff? | - % y # of women in PB - Answers and unsolicited mentioning on the issue in interviews | - ProDoc Inception report and inquiries. | Inquiries and situation analysis Questions in interviews to decision makers and implementers (PB, GEF-UNDP) |
| Is decision-making transparent and undertaken in a timely manner? | - % compliance with activities programmed and executed as planned. - Periodic reports and communications | - Reports and direct inquiries | Inquiries and situation analysis Questions in interviews to decision makers and implementers (PB, GEF-UNDP-PMU) |
| How was the quality performance of the CNE and the PMU of the Project? | - % of positive answers to respective questions. | - Interviews and spontaneous expressions on the subject | - Direct inquiries and situation analysis in interviews to all actors and stakeholders |
| How was the quality of support provided by the UNDP as GEF Partner Agency? | - % of positive answers to respective questions | - Interviews and spontaneous expressions on the subject | |
| ¿How was the quality of the support provided by the Ministry of Environment and NR (MARN) as a GEF partner in the Project? | - % of positive answers to respective questions | - Interviews and spontaneous expressions on the subject | |
| Do the Executing Agency/Implementing Partner and/or UNDP and other partners have the capacity to deliver benefits to or involve women and other vulnerable populations, including persons with disabilities? If yes, how? | - % of positive answers to respective questions . | - Interviews and spontaneous expressions on the subject . | |
| Have there been any delays in project start-up and implementation? What are the causes? Have they been resolved? | - # of start dates and activities performed on time as planned. | - ProDoc, PIR - Interviews and spontaneous expressions on the subject | - Comparative analysis of planning documents and progress reports. - Questions in interviews with those responsible for formulation and implementation (JP, GEF-UNDP, UGP); to users and beneficiaries |
| Are work-planning processes results-based? Is the project's results framework/ log frame used as a management tool? Are there any changes made to it since project start? What can the project do to re-orientate work planning to focus on results? | - % of positive answers to respective questions or abstentions in answers. | - Meeting Reports and minutes of PB | |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | |
|---|---|---|--|
| Are there any changes to fund allocations as a result of budget revisions? Are they appropriate and relevant? | - % of differences in items and amounts executed, according to ProDoc and financial execution reports . | - Financial and budget reports. - Audits - Interviews with responsible personnel. | - Targeted inquiries and situation analysis; Interview Questions - Comparative analysis of planning documents and progress reports |
| Does the project have the appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds? Does the project demonstrate due diligence in the management of funds, including annual audits or spot-checks? | - % of positive answers in interviews - Audit reports | - Financial and budget reports. - Audits - Opinion and responses of responsible staff | - Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP); to users and beneficiaries |
| Are interventions of the project cost-effectiveness? | - # of documents or reports on the subject | - ProDoc / PIR - Specific reports or documents on the issue - Opinions of interviewee | - Comparative analysis of planning documents and progress reports - Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP); to users and beneficiaries |
| How are you documenting the lessons from the adaptive management process? Have they been internalized? | - # of documents or reports on the subject of lessons learned from the Project adaptive process. | - Specific reports or documents on the issue - Opinions of interviewee | - Comparative analysis of planning documents and progress reports - Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP); to users and beneficiaries |
| What is the level of co-financing reported to date? What is the amount of "investment mobilized"? What is the amount of "recurring expenses"? | - % of progress in Cofinancing execution. - Budget and Audit reports. | - Financing and budgeting reports.. - Audit reports - Answers of responsible personnel in PMU and UNDP. | - Comparative analysis of planning documents and progress reports - Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP); to users and beneficiaries . |
| Is there sufficient clarity communicated to justify co-financing in kind and in cash from all committed sources? | - # de communication evidences. - % of positive answers on the subject | - Financing and budgeting reports.. - Audit reports Answers of responsible personnel in PMU and UNDP. | |
| Is co-financing being used strategically to support the objectives of the Project? Does the Project team | - # of reports on Budget and physical progress. | - Financing and budgeting reports.. | |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | |
|---|--|--|--|
| meet regularly with co-funding partners to align funding priorities and annual work plans? | <ul style="list-style-type: none"> - % of Cofinancing execution. - Management reports on the issue. | <ul style="list-style-type: none"> - Audit reports Answers of responsible personnel in PMU and UNDP. | |
| Are monitoring tools aligned or incorporated with national systems? Do you use existing information? | <ul style="list-style-type: none"> - % of positive answers to inquiries on the issue. | <ul style="list-style-type: none"> - Plans or accessible monitoring and control documents - Responses from monitoring and evaluation managers | |
| What is the quality of the implementation of the Monitoring & Evaluation Plan? Does it include a participatory, inclusive and innovative monitoring system? | <ul style="list-style-type: none"> - % of positive answers to inquiries on the subject | <ul style="list-style-type: none"> - Plans or accessible monitoring and control documents - Responses from monitoring and evaluation managers | <ul style="list-style-type: none"> - Comparative analysis of planning documents and progress reports. Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP); to users and beneficiaries |
| Are sufficient resources being allocated to monitoring and evaluation? Are they efficient? Are they profitable? Are additional tools required? | <ul style="list-style-type: none"> - % of allocated resources - # of positive answers to inquiries on the subject. | <ul style="list-style-type: none"> - Plans or accessible monitoring and control documents - Responses from monitoring and evaluation managers | <ul style="list-style-type: none"> - Comparative analysis of planning documents and progress reports. Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP); to users and beneficiaries |
| Do the monitoring tools involve key partners, including women and men, and any other relevant groups? How could they be made more participatory and inclusive? | <ul style="list-style-type: none"> - Monitoring Plan includes the issue. | | |
| Is ensuring adherence to human rights and gender goals articulated with the performance monitoring framework and implementation plans? | <ul style="list-style-type: none"> - Monitoring Plan includes oversight activities | <ul style="list-style-type: none"> - Monitoring plans and schemes in operation. - Responses from management members and the PB of the Project. | <ul style="list-style-type: none"> - Comparative analysis of planning documents and progress reports - Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP); to users and beneficiaries |
| Have the necessary and appropriate partnerships with direct and tangential stakeholders been developed and leveraged? | <ul style="list-style-type: none"> - # de agreements / commitments with interested parties | <ul style="list-style-type: none"> - Work plans - Activity reports - PB minutes and opinion of management personnel. | <ul style="list-style-type: none"> - Comparative analysis of planning documents and progress reports |
| Do local and national government stakeholders support the objectives of the Project? Do they still play an active role in project decision-making in support of efficient and effective Project implementation? | <ul style="list-style-type: none"> - # de agreements / commitments with interested parties | <ul style="list-style-type: none"> - Agreements / commitments signed - Assessment of management and members of PB. | <ul style="list-style-type: none"> - Comparative analysis of planning documents and progress reports - Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP); to users and beneficiaries |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | |
|---|---|---|--|
| To what extent has stakeholder involvement and public awareness contributed to progress towards achieving the Project's objectives? Are there limitations for stakeholders to their knowledge of the results or to their participation in Project activities? Is there stakeholder interest in the long-term success and sustainability of the Project? | - # and % of references and positive answers on the subject in interviews and Project documents. | - Project documents - Opinion and assessments on the subject by interviewees. | - Comparative analysis of planning documents and progress reports - Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP); to users and beneficiaries |
| How does the Project engage women and girls? Is the Project likely to have the same positive and/or negative effects on women and men, girls and boys? Are there legal, cultural or religious limitations on women's participation in the Project? What can the project do to improve its gender benefits? | - # and % of references and positive answers on the subject in interviews and Project documents . | - ProDoc, PIR - Gender Action Plan - Attitudes and opinion of actors and stakeholders | - Comparative analysis of planning documents and progress reports - Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP); to users and beneficiaries |
| Have strategic risks been identified in the updated Project SESP? Is the risk rating adequate? Are management measures adequate? To what extent do management measures include the Environmental and Social Management plan? Do you need any revisions? | - # of mentions in SESP | - ProDoc - Documents on risk analysis | - Comparative analysis of planning documents and progress reports - Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP). |
| Have there been reviews to identified risks (type, categorization, ratings and measures) in the SESP since CEO Endorsement/Approval? Are they up to date? | - # of reviews and measures adopted | - PIR Review - Documents on risk analysis and measures adopted. | - Comparative analysis of planning documents and progress reports - Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP) - |
| To what extent has Project management reported adaptive management changes and shared them with the Project Board? | - Evidence recorded in PB minutes | - Minutes of PB sessions - Periodic reports - PIR | - Analysis of documents - Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP) - |
| How well do the Project team and its partners undertake and meet GEF reporting requirements? Have they addressed poorly rated PIRs, if any? | - # and quality of reports to GEF | - PIR and other reports | - Review of guides and consistency / relevance of documents submitted Questions in interviews with those responsible for formulation and implementation (PB, GEF-UNDP, UGP). |
| Does the Project have any form of communication plan? Is adequate media being established or formulated to express the progress of the Project and the expected public impact? | - # of reports on communications activities. - Non solicited answers on the subject during interviews. | - PIR and other reports - Opinion and assessments on the subject by interviewees | - Review of guides and consistency / relevance of documents submitted - Inquiries during interviews |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | |
|---|---|---|--|
| What are the main activities and products developed? | | | |
| Is communication regular and effective? Are there key stakeholders left out of communication? Are there feedback mechanisms when communication is received? Does this communication with stakeholders contribute to their knowledge of the results and activities of the Project and to the investment in the sustainability of its results? | <ul style="list-style-type: none"> - # of reports on communications activities. - Non solicited answers on the subject during interviews | <ul style="list-style-type: none"> - PIR and other reports - Opinion and assessments on the subject by interviewees | <ul style="list-style-type: none"> - Review of guides and consistency / relevance of documents submitted - Inquiries during interviews |
| How can the Project improve the educational or awareness aspects of its activities? | <ul style="list-style-type: none"> - # of reports on communications activities. - Non solicited answers on the subject during interviews | <ul style="list-style-type: none"> - PIR and other reports - Opinion and assessments on the subject by interviewees | <ul style="list-style-type: none"> - Review of guides and consistency / relevance of documents submitted - Inquiries during interviews |
| Sustainability: To what extent are there financial, institutional, socio-economic and/or environmental risks? for the long-term sustainable results of the Project? | | | |
| What is the likelihood that financial and financial resources will not be available to sustain the Project results after the end of GEF assistance? Are there financial and economic instruments and mechanisms to promote project objectives and ensure the continued flow of benefits after the end of GEF assistance? | <ul style="list-style-type: none"> - % probability estimated by interviews with actors and stakeholders. - # of instruments or mechanisms planned in annual work plans and ProDoc . | <ul style="list-style-type: none"> - PIR and other reports - Opinion and assessments on the subject by interviewees | <ul style="list-style-type: none"> - Review of guides and consistency / relevance of documents submitted - Inquiries during interviews |
| What opportunities for financial sustainability exist? What additional factors are required to create an enabling environment for continued funding? | <ul style="list-style-type: none"> - # of mentions to the topic in interviews and planning documents. | <ul style="list-style-type: none"> - PIR and other reports - Opinion and assessments on the subject by interviewees | <ul style="list-style-type: none"> - Review of guides and consistency / relevance of documents submitted - Inquiries during interviews |
| Are there social or political risks that may jeopardize the sustainability of the Project's results? | <ul style="list-style-type: none"> - # of mentions to the topic in interviews and planning documents.. | <ul style="list-style-type: none"> - PIR and other reports - Opinion and assessments on the subject by interviewees | <ul style="list-style-type: none"> - Review of guides and consistency / relevance of documents submitted - Inquiries during interviews |
| What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow the results/benefits of the Project to be sustained? Do the various key stakeholders see that it is in their interest that the benefits of the Project continue to flow? Is there sufficient | <ul style="list-style-type: none"> - # of mentions to the topic in interviews and planning documents. | <ul style="list-style-type: none"> - Surveys - Opinion and assessments on the subject by interviewees - | <ul style="list-style-type: none"> - Inquiries during interviews |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | |
|--|--|---|--|
| interested public awareness in support of the long-term objectives of the Project? | | | |
| Does the Project team continuously document lessons learned and share/transfer them to appropriate parties who could learn from the Project and potentially replicate or scale it in the future? Are successful aspects of the project being transferred to relevant parties, potential future beneficiaries, and others who could learn from the Project and potentially replicate or scale it in the future? | <ul style="list-style-type: none"> - # of mentions to the topic in interviews and planning documents - Lessons learned mentioned in interviews . | <ul style="list-style-type: none"> - PIR and other reports - Opinion and assessments on the subject by interviewees | <ul style="list-style-type: none"> - Review of guides and consistency / relevance of documents submitted - Inquiries during interviews . |
| Do legal frameworks, policies, governance structures and processes pose risks that may jeopardize the sustainability of the Project's benefits? | <ul style="list-style-type: none"> - # of mentions to the topic in interviews and planning documents | <ul style="list-style-type: none"> - PIR and other reports - Opinion and assessments on the subject by interviewees | <ul style="list-style-type: none"> - Review of guides and consistency / relevance of documents submitted - Inquiries during interviews . |
| How has adequate institutional capacity been developed in the Project (systems, structures, personnel, expertise, etc.) to be self-sufficient after the Project closure date? Is the Project conducive to institutional change that systematically addresses human rights and gender concerns? | <ul style="list-style-type: none"> - # of mentions to the topic in interviews and planning documents | <ul style="list-style-type: none"> - PIR and other reports - Opinion and assessments on the subject by interviewees | <ul style="list-style-type: none"> - Review of guides and consistency / relevance of documents submitted - Inquiries during interviews . |
| Has the Project established frameworks, policies, governance structures, and processes to create mechanisms for accountability, transparency, and transfer of know-how after Project closure? | <ul style="list-style-type: none"> - # of mentions to the topic in interviews and planning documents | <ul style="list-style-type: none"> - PIR and other reports - Opinion and assessments on the subject by interviewees | |
| Has the Project achieved stakeholder consensus on courses of action on Project activities after its closing date? Does the Project leadership have the capacity to respond to future institutional and governance changes? Can Project strategies be effectively incorporated or integrated into future planning? | <ul style="list-style-type: none"> - # of mentions to the topic in interviews and planning documents | <ul style="list-style-type: none"> - PIR and other reports - Opinion and assessments on the subject by interviewees | |
| Are there environmental risks that could jeopardize the sustainability of the Project's results? | <ul style="list-style-type: none"> - # of mentions to the topic in interviews and planning documents | <ul style="list-style-type: none"> - PIR and other reports | <ul style="list-style-type: none"> - Review of guides and consistency / relevance of documents submitted |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| | | | |
|--|--|---|--|
| | | - Opinion and assessments on the subject by interviewees and experts in the subject | - Inquiries during interviews |
| Covid-19: To what extent was the Project affected in its technical and operational implementation due to the pandemic? What adaptive management measures have been adopted and what has been their effectiveness? | | | |
| To what extent has the Project been affected in its technical and operational implementation due to the sanitary restrictions imposed by the Covid-19 pandemic? | <ul style="list-style-type: none"> - # of mentions to the topic in interviews and planning documents - # of affected activities - % of impact on compliance with Project schedules and plans | <ul style="list-style-type: none"> - ProDoc, PIR, Interviews - Minutes of PB meetings - Progress reports | <ul style="list-style-type: none"> - Review of guides and consistency / relevance of documents submitted - Inquiries during interviews |
| What adaptive measures have been adopted to manage the risk associated with the health situation due to the Covid-19 pandemic? Have they been effective? | <ul style="list-style-type: none"> - # and nature of perceived risks of non-compliance with the objectives and financial execution of the project before January 2020. - # of unforeseen adaptive measures against the pandemic. | <ul style="list-style-type: none"> - Minutes of PB meetings - Progress reports | <ul style="list-style-type: none"> - Review of guides and consistency / relevance of documents submitted - Inquiries during interviews |

Progress Towards Results Rating Scale

| | |
|---------------------------------------|--|
| Highly Satisfactory (HS) | The objective/outcome is expected to achieve or exceed all its end-of-project targets, without major shortcomings. The progress towards the objective/outcome can be presented as “good practice”. |
| Satisfactory (S) | The objective/outcome is expected to achieve most of its end-of-project targets, with only minor shortcomings. |
| Moderately Satisfactory (MS) | The objective/outcome is expected to achieve most of its end-of-project targets but with significant shortcomings. |
| Moderately Unsatisfactory (MU) | The objective/outcome is expected to achieve its end-of-project targets with major shortcomings. |
| Unsatisfactory (U) | The objective/outcome is expected not to achieve most of its end-of-project targets. |
| Highly Unsatisfactory (HU) | The objective/outcome has failed to achieve its midterm targets, and is not expected to achieve any of its end-of-project targets. |

Project Implementation & Adaptive Management Rating Scale

| | |
|---------------------------------------|--|
| Highly Satisfactory (HS) | Implementation of all seven components – management arrangements, work planning, finance and co-finance, project-level monitoring and evaluation systems, stakeholder engagement, reporting, and communications – is leading to efficient and effective project implementation and adaptive management. The project can be presented as “good practice”. |
| Satisfactory (S) | Implementation of most of the seven components is leading to efficient and effective project implementation and adaptive management except for only few that are subject to remedial action. |
| Moderately Satisfactory (MS) | Implementation of some of the seven components is leading to efficient and effective project implementation and adaptive management, with some components requiring remedial action. |
| Moderately Unsatisfactory (MU) | Implementation of some of the seven components is not leading to efficient and effective project implementation and adaptive, with most components requiring remedial action. |
| Unsatisfactory (U) | Implementation of most of the seven components is not leading to efficient and effective project implementation and adaptive management. |
| Highly Unsatisfactory (HU) | Implementation of none of the seven components is leading to efficient and effective project implementation and adaptive management. |

Sustainability Rating Scale

| | |
|---------------------------------|---|
| Likely (L) | Negligible risks to sustainability, with key outcomes on track to be achieved by the project's closure and expected to continue into the foreseeable future |
| Moderately Likely (ML) | Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the Midterm Review |
| Moderately Unlikely (MU) | Significant risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on |
| Unlikely (U) | Severe risks that project outcomes as well as key outputs will not be sustained |

6.5 ANNEX E. GUIDING QUESTIONNAIRE FOR INTERVIEWS

The interviews will be formulated based on the scope and parameters of the evaluation, seeking to obtain findings and responses that correspond to the purposes of the survey and the OECD recommendations in this regard. The following questions have been adapted in their format and sequence to their relevance to the interviewee and their role in the Project, including specific extensions according to the criteria of the evaluation team, according to the following classification:

- A. Questionnaire for UNDP officials linked to the Project
- B. Questionnaire for central government officials and members of the Steering Committee.
- C. Questionnaire for the project team (UEP) and sectoral government officials linked to the Project.
- D. Questionnaire related to administrative issues, financial execution, and operational monitoring.
- E. Questionnaire for other stakeholders, and direct and indirect beneficiaries.

| A | B | C | D | E | GUIDING QUESTIONS |
|---|---|---|---|---|--|
| Introduction and general opening questions | | | | | |
| | | | | | <i>[Introduction of the interviewers, thanks for their availability; purpose of the interview and assessment; name, contact and position of the interviewee]</i> <i>[Confidentiality and treatment of the information provided; authorization to record the session or take notes]</i> <i>[Duration of the interview and sequence of questions alternated by the interviewers]</i> |
| | | | | | What is your current relationship, or your role and functions, regarding the implementation of the Project? |
| | | | | | How familiar are you with the Project and its objectives? How much do you know about its design, formulation and implementation? |
| About the project strategy | | | | | |
| | | | | | Did you participate in the design of the Project and the formulation of the implementation strategy? |
| | | | | | What do you think are the main virtues and advantages of the Project design? To what extent is the Project strategy relevant to the problem to be addressed? Does the strategy provide the most effective route to the expected/intended results? |
| | | | | | How aligned do you think the Project is with national and government policies? To what extent were lessons from other relevant projects incorporated into the project design? |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| A | B | C | D | E | GUIDING QUESTIONS |
|--|---|---|---|---|---|
| | | | | | How aligned do you think the Project is with the UNDP Country Program? Have the perspectives of those who would be affected by Project decisions, those who could affect the results, and those who could contribute information or other resources to the process been considered in the Project design? |
| | | | | | In general, do you think that the Project's strategy is efficient to achieve its objectives in the national context and the social and economic scenarios? |
| | | | | | Would you say that the Project has been designed on a participatory basis of the actors and beneficiaries involved? Has the gender issue been appropriately considered in the design of the Project? Were mitigation measures incorporated in such cases? What other steps were taken to address these issues? Were gender specialists and women's representatives at different levels consulted throughout the Project design and preparation process? |
| | | | | | If the Project could be redesigned, what changes would you make or what provisions would you include for its best result? |
| On the progress in achieving the results of the Project | | | | | |
| | | | | | How do you perceive the execution of the Project to date, in terms of compliance with deadlines and activities (July 2022)? |
| | | | | | What do you think are the main barriers or bottlenecks to comply with the execution of the expenditure and the activities of the Project? |
| | | | | | How effective is the Project being in terms of addressing the problems of metropolitan urban development in San Salvador? What do you think is required to improve its impact and benefits? To what extent does the project ensure that the needs of marginalized and excluded or disabled populations are taken into account? |
| On the execution and adaptive management of the Project | | | | | |
| | | | | | How do you perceive the role and efficiency of the members of the Steering Committee and the technical team of the Project to date? |
| | | | | | How do you perceive the role of the CNE in its capacity as executing entity of the Project? |
| | | | | | Do you feel that UNDP support in the Project execution process has been efficient and timely? |
| | | | | | How do you perceive MARN's role in supporting Project activities? |

Government of El Salvador – UNDP – GEF
Project: San Salvador Low Emission Path for Urban Development (DUSAMSS)

| A | B | C | D | E | GUIDING QUESTIONS |
|---|---|---|---|---|---|
| | | | | | What have been the main administrative and budget execution problems? How have they been approached? |
| | | | | | Has it been necessary to make changes or amendments to the ProDoc, operating plans and budgets to adapt to unforeseen situations? How fluid has this adaptive process been and how frequent has it been? What can be done to reorient the planning work and focus on results? |
| | | | | | How do you think the human and financial resources are being allocated in the execution of the Project? Do you think the process is efficient? |
| | | | | | Are the work planning processes based on results? Is the Project results framework used as a management tool? |
| | | | | | What monitoring and evaluation systems do you use to monitor Project activities? What actors are involved in this process? |
| | | | | | Do you think that the Project is convening and working with all relevant stakeholders? Do you feel that it is a Project that is understood and that arouses the interest of the stakeholders? |
| | | | | | Do you perceive that the Project is supporting the strengthening of the participating institutions and the actors involved? To what extent? What do you think needs to be done about it? |
| | | | | | Are there mechanisms established for the management of information and knowledge derived from the Project? |
| | | | | | Have adequate communication channels been established to interact with the Project stakeholders and the external public? |
| On the sustainability of the Project | | | | | |
| | | | | | How do you perceive the sustainability of the Project in the future? What are the main risks to its continuity? |
| | | | | | To what extent do you think that the financial sustainability of the Project and its implementation actions can be ensured? |
| | | | | | Are agents (individuals, in the government or in civil society) that are capable of promoting the sustainability of the Project being involved? |
| | | | | | What changes or modifications do you estimate would be favorable to the sustainability of the Project, including legal, institutional, economic, environmental or social forecasts in the short, medium and long term? |
| | | | | | What lessons learned do you think are derived from the execution of the Project to date? |

6.6 ANNEX F. ITINERARY OF MTR MISSION AND LIST OF INTERVIEWEE

The Mission was held between October 13 and 21, face-to-face interviews, and on October 24, from Lima, (virtual) with the UNDP Regional Hub. The mission was carried out with trips and visits with interviews in the four municipalities involved in the Project: Santa Tecla, Antiguo Cuscatlán, San Salvador and Soyapango. The mission was supported by the UNDP Office and the Project team, especially by Emerson Roque, Project Manager, and the goodwill and receptivity of the actors interviewed.

A total of 28 people (40% women), representing 15 different institutions, were interviewed between October 13 and 24, according to the following list and itinerary:

| Date | Name | Position / Institution |
|----------|----------------------|--|
| • 3 oct | Ryna Avila | PNUD Program Officer for Environment and Climate Change |
| | Rafael Pleitez | PNUD - Assistant Resident Representative |
| • 14 oct | Mario Cáceres | Director de Eficiencia Energética CNE – Focal Point |
| | Emerson Roque | Project Manager – Project Management Unit |
| | Gisella Hernández | Project Technical Coordinator San Salvador – Soyapango |
| | Nadja Noche | Project Mobility Technical Coordinator – OPAMS |
| | Alexander López | Project Metropolitan Policy Coordinator – OPAMS |
| | Johami Meléndez | Project Administrative Assistant |
| | | |
| • 17 oct | Carlos Calderón | Metropolitan Information System – AMSS |
| | Carlos Mario Flores | Director Eficiencia Energética – UCA University |
| • 18 oct | Susana de Alarcón | Director Territorial Development – Municipality of Santa Tecla |
| | Alejandro Gutiérrez | Coordinador Técnico DDT Santa Tecla |
| | Carmen Valladares | Experta Municipal – Coordinadora AM Santa Tecla |
| | Antonio Sandá | Project Technical Advisor |
| | Mario Monroy | Planning Manager – Municipality of Antiguo Cuscatlán |
| | Beatriz M. Navas | NGO Asociación Movilidad Eléctrica El Salvador. |
| • 19 oct | Héctor Reina | Focal Point Municipality of Soyapango |
| | Manuel Rodríguez | Director de Desarrollo Municipal de AM San Salvador |
| • 20 oct | Guillermo Herrador | CEO Asoc. Salvadoreña de Distrib. de Vehículos - ASALDE |
| | Mauricio Saca | Associate Member ASALDE |
| | Julio Martínez | Associate Member ASALDE |
| | Alex Mendoza | Associate Member ASALDE |
| | Julia Pérez de Lagos | Ministry of Environment and Natural Resources (MARN) |
| • 21 oct | Nelson Reyes | Planning and Development Manager – Ministry of Public Works |
| | Alberto Mena | Specialist GDPI – MOP |

| | | |
|----------|-----------------|--|
| • 24 oct | Lucía Cotrina | PNUD RO Regional Technical Advisor – Especialista en Energía |
| | Ernesto Kraus | PNUD Regional Program Associate |
| | Arianne Hidalgo | (PNUD RO Detail Assignment) |

6.7 ANNEX G. DOCUMENTS REVIEWED

- *PIF-PIMS 5462 - SLV Sustainable Cities – 23/03/2017*
- *Plan de Iniciación (PPG Initiation Plan)*
- *Project Document – PIMS 5462 SLV – v.Eng.*
- *Documento de Proyecto – PIMS 5462 SLV v.Spa – firmado PNUD y CNE*
- *GEF-UNDP Social and Environmental Screening Procedure (SESP) 29 Jan. 2015*
- *COVID -19 Survey April 2020*
- *CNE-Micro Assessment _2021*
- *CNE-Summary of Significant Issues and Action Plan (Micro Assessment)*
- *Informe Final Revisiones Puntuales CNE 2021*
- *GEF TrackingTools / Core Indicators*
- *Informe Anual 2021*
- *PNUD Country Program Document El Salvador 2022-2026*
- *Informe de Inicio del Proyecto (Inception Report) and Annexes*
- *Project Report (Progress and Risks) – Jun 2022*
- *Implementation Stage Quality Assurance Report 2021*
- *Project Implementation Report (PIR) 2022*
- *Design & Appraisal Stage Quality Assurance Report*
- *Cofinancing Letters (Oct 26, 2018)*
- *Gender Analysis and Action Plan*
- *Letter of Agreement Support Services PNUD.*
- *Actas de Reunión de la Junta del Proyecto (Project Board Minutes)*
- *Ley de Creación de la Dirección General de Energía, Hidrocarburos y Minas.*

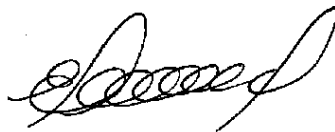
6.8 ANEXO H. UNEG CODE OF CONDUCT SIGNED

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

Name of Consultant: EDUARDO DURAND

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

Signed at Lima, Peru, on September 23th, 2022 Signature:



6.9 ANNEX I. GEF TABLE OF COFINANCING

| Source of Co-financing | Name of Co-financer | Type of Co-financing | Amount Confirmed at CEO endorsement (US\$) | Actual Amount Contributed at stage of MTR (US\$) | Actual % of Expected Amount |
|------------------------|--|----------------------|--|--|-----------------------------|
| National Government | Ministry of Environment and Natural Resources (MARN) | In Kind | 500,000 | (not reported) | - |
| National Government | Energy National Council (CNE) | In kind | 7,000,000 | (pending up-date) | - |
| | | Subvention | 5,000,000 | | |
| National Government | Ministry of Public Works (MOPT) | Subvention | 17,171,904 | 3,956,396 | 23.0% |
| | | In Kind | 500,000 | (pending up-date) | - |
| Local Government | AMSS Planning Office (OPAMSS) | Subvention | 3,800,000 | 3,490,444 | 91.9% |
| Local Government | Municipality of Santa Tecla | Subvention | 500,000 | 882,056 | 176% |
| GEF Partner Agency | UNDP | Subvention | 100,000 | 0 | - |
| | | In Kind | 30,000 | 35,000 | 117% |
| | | Other | - | 143,000 | - |
| | | TOTAL | 34,601,904 | 8,506,896 | 24.6% |

Source: PMU / UNDP-CO

6.10 ANNEX J MTR REPORT CLEARANCE SIGNED

DocuSign Envelope ID: 1188F175-DCBC-41E8-84E2-B6350FD153F3

ANNEX J. MTR Report Clearance Form

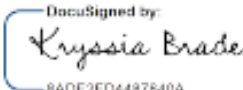
(to be completed by the Commissioning Unit and UNDP-GEF RTA and included in the final document)

Project: PNUD-GEF PIMS 54620 San Salvador Low-emission Urban Development Path

Midterm Review Report Reviewed and Cleared By:

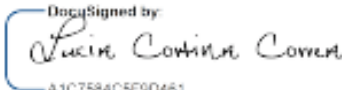
Commissioning Unit : UNDP El Salvador

Name: Kryssia Brade, Deputy Resident Representative

Signature:  Date: 12-feb.-2023

UNDP-GEF Regional Technical Advisor

**Name: Lucia Cortina Correa,
Climate Change and Energy Specialist – Policy Advisor**

Signature:  Date: 14-Feb-2023